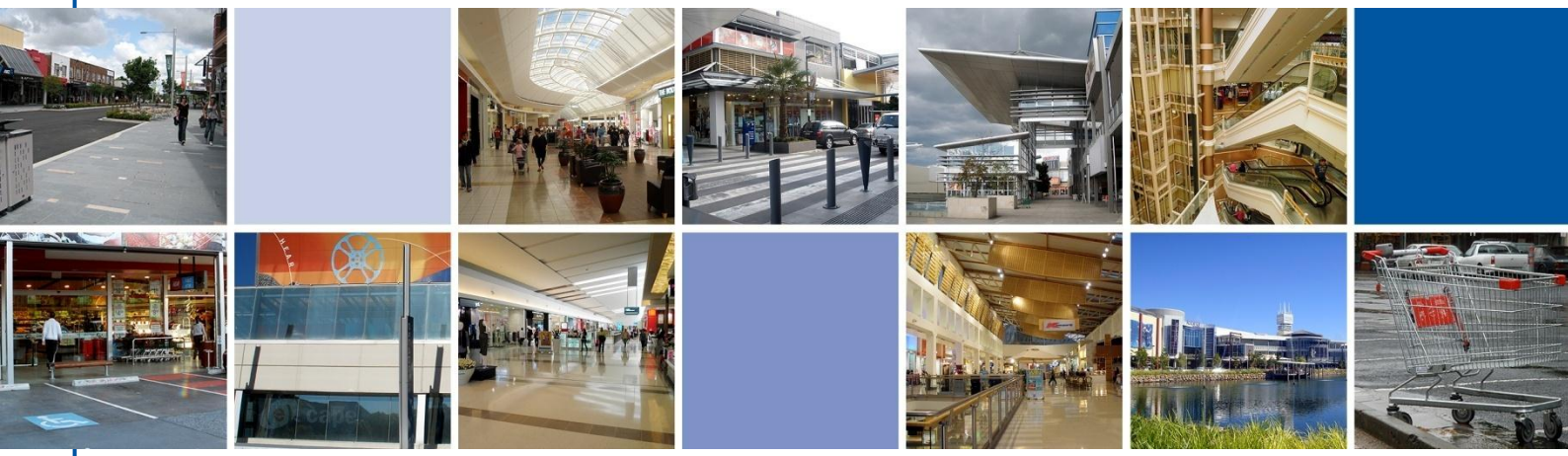
Clarence Activity Centre Strategy

Clarence City Council

December 2013



MacroPlanDimasi

MacroPlan Dimasi

MELBOURNE
Level 4
356 Collins Street
Melbourne VIC 3000
(03) 9600 0500

SYDNEY
Level 4
39 Martin Place
Sydney NSW 2000
(02) 9221 5211

BRISBANE
Level 15
111 Eagle Street
Brisbane QLD 4000
(07) 3221 8166

PERTH
Ground Floor
12 St Georges Terrace
Perth WA 6000
(08) 9225 7200

Prepared for: Clarence City Council

MacroPlan Dimasi staff responsible for this report:

Joel Taylor, QLD General Manager

Carla Witchard, Economic Consultant

Sophie Clarke, Analyst

Table of contents

Executive Summary

MacroPlan Dimasi has been engaged by the City of Clarence to provide an update to the retail analysis that was carried out in July 2010 to inform planning policy. In particular, this report refers to the latest census data and acknowledges the relevant planning strategies and planning decisions that have occurred since the initial *Clarence Activity Centre Strategy* came into effect.

Previously, the existing hierarchy within Clarence was defined by the network of retail centres, with limited commercial activity outside the Hobart CBD.

In order to assess the floorspace requirements within Clarence, an initial *Clarence Activity Centre Strategy* was developed which identified a new Activity Centre Hierarchy framework with a mixed use approach of retail, commercial, community and other uses.

MacroPlan Dimasi has since reviewed the activity centre hierarchy for Clarence in line with the latest census data and has acknowledged the new defined centre hierarchy outlined under the Southern Tasmanian Land Use Strategy. This exercise ensures an orderly centre hierarchy to benefit residents, Government and developers. It provides for an efficient balance between each centre and allow for a mix of uses including:

- Provision of non-core retail activities, including entertainment, service, community and civic.
- Opportunities for commercial activities, including office space.
- Education and health facilities.
- Entertainment activities.
- Opportunities for higher residential densities.

An adequate provision of retail floorspace will allow residents to undertake more of their shopping within close proximity to their place of residence, leading to less travel requirements, more multi-purpose trips and greater community interaction. Not only is retail floorspace important for resident shoppers, it is also an important factor within the employment market, being an important industry sector in Clarence.

This updated assessment of the retail hierarchy in southern Clarence revealed an estimated a current undersupply at 12,000 sq.m growing, which is based on trend growth is expecting to reach 15,000 sq.m within the next 10-15 years. Based on this, it is our view that additional neighbourhood centre space would be supported and would not undermine the long-term potential for the retail hierarchy in southern Clarence. In addition to this having assessed potential locations it is evident that Glebe Hill and Lauderdale are strong candidates to fulfil this requirement. We note in the case of Glebe Hill the proximity to existing centres could result in trading impacts but our recent economic impact assessment suggest these impacts would be within competitive ranges.

The non-food requirement is estimated at an additional 14,000 sq.m by 2021 and is therefore not considered significant enough to encourage or sustain the development of any new higher order retail centre/s. Additional non-food floorspace requirement should be supported within existing activity centres.

The identification of a new neighbourhood activity centre/s should focus on the provision of facilities that provide a wider net community benefit (i.e. increases integration, public transport accessible, proximity to residential, entertainment, community facilities and services).

An appropriate allocation of the need for additional retail floorspace and an allowance for centres to remain competitive is recommended subject to defined policy objectives and the new retail hierarchy. Key principles to consider for supporting activity centres that provide an attractive and safe environment are:

- Retail floorspace is a key anchor for activity centres. The right mix of retail floorspace and other uses at centres will encourage the take up of high

density residential housing and commercial floorspace in activity centres. The mix of uses and floor area will provide more activity and hence deliver a sustainable centre.

- Floorspace should be allocated to centres with the greatest opportunity for mixed use activity and in close proximity to residential growth and transport links.

- The increased requirement for retail floorspace (primarily non-food floorspace) should be utilised to leverage or bolster demand for alternative commercial uses within residential growth areas.

- Higher density housing needs to be encouraged and delivered in activity centre locations to reduce perceptions of crime and to activate street frontages.

- Employment intensification via increases in retail or commercial floorspace should be encouraged in activity centres when possible. More generally, employment diversification and location balance (i.e. in closer proximity to residential land) is required across the study area to reduce vehicle reliance achieve higher levels of employment self-sufficiency for the existing and future resident labour force.

- It is recognised that significant volumes of office related employment will continue to be accommodated on industrial zoned land given Clarence's industry and land pricing structure.

Based on this review, including updates to latest data sources and market information, it is our view that both Lauderdale and Glebe Hill neighbourhood centre do not undermine the long-term potential for the retail hierarchy in southern Clarence and would be supportable. In addition to this having assessed potential locations it is evident that Glebe Hill and Lauderdale are strong additions to fulfil this requirement.

Section 1: Introduction

This report provides an update of the retail analysis that was carried out by MacroPlan Australia and e3 Planning in July 2010 to inform local planning policy. The report considers retail and commercial strategies and provides forecasts of retail floorspace requirements for Clarence City over the period 2013 to 2031. The findings are intended to assist Council in assessing development applications, preparing and determining the appropriateness of planning scheme amendments and the extent of issues relating to ways Council can plan for activity Centres and retail floorspace provision.

Activity Centres

Activity Centres are social gathering places, entertainment centres, administrative hubs and retailing meccas. They generate income and employment and provide for the needs and wants of a society. In many instances and for many people they are the most important places in a city.

Activity centres meet the needs of society in different ways, depending on the characteristics of the catchment[1], and how established the catchment may be. Location factors including co-location to other uses (i.e. employment, community uses and transport) also play a part in defining the role of an activity centre.

Well-functioning and popular activity centres play an important role in the desirability of a suburb. Dwellings located within a walkable distance of these centres can command a significant premium over those that are not co-located to centres.

Achieving the required critical mass and balance of key mixed use components is paramount and can maximise economic and community benefits.

[1]The term catchment refers size of the surrounding area and its population who are likely to frequent an activity centre.

Critical Mixed Use Components

Source: MacroPlan Dimasi

Investment in these components is essential for the health, social wellbeing and economic prosperity of communities.

As a centre increases in size, delivering additional economic and financial floor space a commensurate increase in community facilities and employment outcomes can be achieved.

Objectives

MacroPlan Dimasi has been engaged by the Clarence City Council to identify likely and future demand for retail floorspace in Clarence based on an updated market economic baseline.

The processes set out in this report will establish clear direction to guide the development of relevant sections of the Clarence City Council Planning Scheme supported by policy principles that will assist Council allocate resources development according to retail formats and locations.

It is understood that Clarence is experiencing population growth and it has become clear that some assumptions underpinning the planning scheme require review. The key aims of this project are to:

- provide estimates of retail floorspace supportable in Clarence by quantum, type and distribution, with a focus on retail floorspace in centres serving a neighbourhood and higher order catchment;
- identify factors that underpin demand for retail floorspace;
- analyse the gaps in the current supply of retail developments;

- create a vision for their future development;
- provide an assessment of current planning provisions and key recommendations for their improvement and importantly;
- develop a hierarchy and network of activity centres that support the major regional city in response current trends in the region.

Approach and Report Structure

The report considers a mix of development considerations and an assessment of relevant data sets and key policy principles in a Regional, State and National context to formulate an appropriate strategy for Council.

This chapter describes the broad methodology adopted in preparing forecasts of supportable retail floorspace in Clarence. The detailed retail modelling is presented in Chapter 3.

Broad Approach

The broad approach firstly assesses the future growth and demand, which is based on changes to socio demographic and population increases. The forecasts of supportable retail floorspace by both region and centre type presented in this report are based on the following main steps:

1. Prepare forecasts of population growth to 2026.
2. Prepare forecasts of total available retail demand, based on the forecast population level and average per capita retail spending.
3. Prepare forecasts of retail demand directed to retail category and centre type.

Whilst future growth is the primary driver of retail demand, a specific assessment of area attributes needs to be considered to recommend specific areas for further development. Steps involved in preparing the specific assessment are detailed below.

Competitive Assessment

Over time as developers and tenants compete to ensure rental equilibrium, the retail market is generally balanced, however an undersupply may exist in the short term given development constraints.

To test the potential latent demand of retail floorspace, the performance key retail (anchors) provides the most appropriate indicator of an areas ability to supply more floorspace. Anchors within Clarence to be assessed include major supermarkets and discount department stores.

Policy & Planning Context

The development of activity centres, retail and commercial areas is undertaken against a background of planning provisions and strategic directions at the Local, Regional, State and National levels. These provisions and directions are not static but must be reviewed on a regular basis to ensure that the population of an area is appropriately catered for in terms of activity centres and the retail offering.

Chapter 2 of this report considers the relevant planning provisions and strategies of Clarence, Greater Hobart and the Southern Tasmanian Region in relation to retail and commercial development. This section also presents a literature review of documentation relating to the sequence of planning decisions that have occurred after the initial *Clarence Activity Centres Strategy 2010* came into effect.

A number of recommendations have been developed out of this assessment and they are provided to Clarence City for potential inclusion within any future planning scheme and or strategic plan.

Retail Types

For the purposes of assessing future retail demand within activity centres and the effect this may have to the centre hierarchy, we have focused on three categories of retail being:

1. Supermarket and grocery stores,

2. Discount Department Stores (DDS) and

3. Specialty retail.

The three categories are important to the success of an activity centre with respect to attraction, range of goods and resulting economic viability. The contribution each retail type makes to an activity centre is discussed further below.

- Supermarket and Grocery Stores: these stores are major anchors for activity centres, particularly in Neighbourhood Activity Centres (NACs) as they attract regular shopping visits. Large supermarkets generally need a primary trade area of 8,000 – 10,000 residents and a full line supermarket can range in size from 2,500sq.m and above. Smaller and niche supermarkets also play an important role in delivering groceries and can be sized up to around 1,500sq.m for Aldi and IGA stores. Generally these supermarkets provide a top-up convenience role.

- Discount Department Stores: Discount Department Stores have emerged as popular form of retailing in a range of activity centres. Possible tenants include Big W, Kmart and Target and have a trade catchment of 30,000 – 50,000 residents. With respect to store size, discount department stores tend to range from 4,000sqm to 8,000sqm. A major Department Store generally requires a catchment of over 100,000 people, however smaller format Department Stores are emerging. If a Department Store tenant (such as Myer, David Jones) is considering locating within Clarence, Rosny should be considered the key location given its status as the Principal Activity Centre (PAC).

- Specialty Retail: these stores are supported by both major anchors detailed above and are important to a centre's viability, particularly in terms of their potential to pay rent at a premium, whilst anchor stores negotiate discounted rents. Specialty retail may include food (bakers, butchers etc.) and non-food offer such as apparel (clothing and accessories) and newsagents, chemists etc. An average floorspace is around 100sqm.

Defining an Activity Centre Hierarchy

Activity Centres can be broken down into a broad hierarchy. This hierarchy is generally based upon the role and function each centre plays. There are a number of different recognised hierarchies dependent upon the study; however all are generally based upon around the size of the population catchment they serve.

Establishing a long term hierarchy of retail centres is best informed by evaluating the role and function of current activity centres, including breakdown of retail floorspace by major tenants, sizing and retail category.

It also requires an understanding of the various formats of retail floorspace that are appropriate in the retail hierarchy (i.e. discount department stores and supermarkets).

In general, the role and function of each centre is determined by:

- Existing floorspace provision, particularly for higher order retail offer.
- Existing tenancy composition, particularly for major anchor stores.
- The relative catchments of each component of retail floorspace.
- Geography of the retail catchment including consideration of a distribution of centres.

Retailing is generally the primary focus of an activity centre, however activity centres provide places of community, social, employment and living.

MacroPlan Dimasi recommend that Council adopts the four categories of activity centres relevant for the Clarence hierarchy.

- Principal Activity Centre
- Neighbourhood Activity Centre
- Specialist Activity Centre
- Local Activity Centre.

Principal Activity Centres

These centres are expected to source trade from a trade area of up to 200,000 persons and support floorspace of generally between 80,000 and 120,000sqm of retail GLA. Rosny Park is the Principal Activity Centre for Clarence.

Principal Activity Centres are sub-ordinate to the Central Business District (Hobart), particularly in regard to the provision of employment mixes and non-retail floorspace.

The critical mass of retail floorspace allows for increased activity in the entertainment, cultural and social sectors.

A Principal Activity Centre provides:

- one-stop shopping for all needs;
- comprehensive coverage of the full range of retail needs, containing a combination of full line discount department stores, supermarkets, services, chain and other specialty retailers;
- typically includes a number of entertainment and leisure attractions such as cinemas, arcade games and soft play centres;
- provides a broad range of shopper facilities (car parking, food court) and amenities (rest rooms, seating); and

- office and civic services.

Neighbourhood Activity Centres

These centres have a primary role of providing weekly shopping needs to residents principally in regard to food retailing, and essential community services. They are also supported by a network of speciality retailers and other businesses meeting household and business needs.

They generally support a catchment of up to 30,000 persons and are generally delivered early in a development cycle to encourage a wider mix of community uses to establish.

The key features of these centres are outlined as follows:

- Total GLA retail is generally less than 10,000 sq.m, with potential for additional non-retail supporting floorspace.
- Services residential neighbourhood.
- Usually has extended trading hours.
- Caters for basic day to day retail needs.

However, in reality neighbourhood centres take a number of formats and are increasing in size to provide an expanded 'non-food' retailing offer. As the weakest link in the retail hierarchy they are doing this in response to the growth in food retailing at larger centres.

From the authors' perspective, what is most important for these centres is the size of the supermarket and the non-food offer which can be provided as mini-major. This is because the format of retail offer impacts on a centres catchment. Shoppers will travel further for non-food retail formats and it is therefore not appropriate to offer these formats in neighbourhood centres in significant volumes

unless the centre can demonstrate a wider mix of other community services and businesses.

Clarence currently has two neighbourhood activity centres (Lindisfarne and Howrah) and a third approved at Lauderdale. Economic modelling undertaken in this report however demonstrates that there is a potential and need for a third neighbourhood activity centre located in the southern region of Clarence.

For a Neighbourhood Activity Centre to operate effectively it is essential that they be located on a major transport route and or on an intersection and be of a sufficient size to accommodate a major supermarket along with specialty shops. This severely limits existing land parcels which are available for development as Neighbourhood Activity Centres.

Specialist Activity Centres

There are also a range of centres that do not fit the general typology of a traditional activity centre. These can include:

- Tourist orientated town / centre / precinct.
- Homemaker / Bulky goods precinct
- Discount / Factory Outlet Centre
- Transit Orientated Centre
- Other new forms of specialist centres are evolving with retail innovation such as a Health Orientated Centre.

These centres are generally destination centres, and can attract a regional catchment to meet specific needs, and hence are difficult to define in terms of catchment served and services provided.

The bulky goods outlet at Cambridge Park is defined as a specialist activity centre.

Local Activity Centres

In addition to the activity centre classification above, Local Activity Centres also provide for convenience needs for residential areas. These centres do not include a major anchor tenant and are unlikely to influence the development or structure of an activity centre hierarchy for Clarence; hence they have not been assessed in great detail within this report.

Examples of Local Activity Centres in Clarence include Shopping Strips on Rokeby Road, Mornington Road, Clarence Street and South Arm Road amongst others.

Retail Hierarchy: Southern Tasmania Regional Planning Project

The Southern Tasmanian Regional Planning Project is a cooperative planning project involving the 12 Councils which make up the Southern Tasmanian Region and the State Government. As part of this project, the Southern Tasmania Regional Land Use Strategy was developed which includes a Key Activity Centre Chapter which considers all majority activity centres within Southern Tasmania; the role they play and their relationship to transport, settlement and population centres. The Activity Centres Hierarchy is summarised as follows:

- *Primary Activity Centre* – Hobart CBD and immediate surrounds.
- *Principal Activity Centres* – Central Glenorchy, Rosny Park and Kingston.
- *Major Activity Centres* – Moonah, Bridgewater (Greenpoint).
- *Rural Services Centres* – Brighton, Huonville, New Norfolk, Oatlands and Sorell.
- *Minor and Neighbourhood Centres* - to be determined at the local level, (examples include Claremont, Howrah (Shoreline), Lauderdale, Margate, Sandy Bay Shopping Centre and Triabunna).
- *Local Strips* – to be determined at the local level.

- *Specialist Centres* – Cambridge Park, Derwent Park (others may be identified of a local nature).

Clarence Activity Centre Hierarchy

This section reviews the retail framework for centres within Clarence according to the defined Activity Centre Hierarchy detailed in the previous section.

Table 1: Clarence Activity Centre Hierarchy

Activity Centre	Clarence Activity Centre Hierarchy	Southern Tasmania Regional Land Use Strategy	Comment
Rosny Park (including Eastlands)	Principal Activity Centre (PAC)	Principal Activity Centre	Equivalent classification and secondary to the Primary Activity Centre of Hobart.
Lindisfarne Town Centre	Neighbourhood Activity Centre (NAC)	No classification	Minor and Neighbourhood Centres, Local Strips and Specialist Centres are to be determined at a local level.
Howrah / Shoreline Shopping Centre	Neighbourhood Activity Centre (NAC)	No classification	
Bellerive Town Centre		No classification	
Rokeby		No classification	
Lauderdale	Neighbourhood Activity Centre (NAC)	Included as an example of a Neighbourhood Activity Centre (NAC)	
Richmond Town Centre	Specialist Activity Centre (SAC)	No classification	
Cambridge Park	Specialist Activity Centre (SAC)	Specialist Centre	Equivalent classification.

Source: MacroPlan Dimasi & Southern Tasmania Regional Land Use Strategy, 2013

Rosny Park

Rosny Park is the most prominent centre within Clarence and serves a regional role with just over 90,000sq.m of mixed use floor area, including the Eastlands Shopping Centre. Rosny Park is the administrative centre of Clarence providing the majority of the city's office space, Council Chambers, Library and Police. It also acts as the major social and activity hub with a number of restaurants, cinema complex and similar facilities.

Eastlands Shopping Centre, located within Rosny Park, is a major shopping centre providing a total floorspace of 33,796 sq.m. Including two DDS's (Big W and K-mart), two mini-majors and over seventy speciality shops. Eastlands Shopping Centre is also anchored by two supermarkets (Coles and Woolworths). Rosny Park also offers a number of bulky goods stores such as Bunnings.

Rosny Park also provides a major transport and transit role, with major bus routes serving Clarence and Hobart. The bus route between the Hobart CBD and Rosny provides the most regular public transport service in Tasmania with buses operating approximately every 10 – 20 minutes.

Cambridge Park Precinct

Further to the east from Rosny Park, Cambridge Park has emerged recently as a focus for bulky goods retailing and commercial and campus style offices. It has done so as a result of the Tasmanian Planning Commission's (formerly Resource Planning and Development Commission) approval of a Bulky Goods Outlet on Kennedy Drive Cambridge and corresponding planning scheme amendment. Although the approval and amendment only provided for the development of a bulky goods outlet; the outlet itself has attracted a number of other developments which would be unlikely to be found in a 'typical' industry zoned area. The area has developed as a discrete precinct providing a service and retail offering unique within Southern Tasmania. The precinct or island is shown in the image below. The Clarence Industrial Strategy considered this area and made a similar recommendation in that the area be developed for Campus Style Offices.

Figure 1: Cambridge Park Precinct

The majority of bulky goods / showroom floorspace are located at the dedicated bulky goods / showroom centres at Cambridge Park. This centre is clustered on the northern side of the Tasman Highway, with Harvey Norman and other large format national retailers anchoring the precinct.

The Cambridge Park Precinct is located between Hobart's airport and seaport and provides opportunities for commercial and industrial development, this is reflected in a number of recent developments in Cambridge, including:

- Homemaker Centre
- Aurora Energy depot and offices
- Hydro Tasmania Consulting offices
- Research laboratory and processing facility
- City East Business Park
- Hardware Outlet

These proposals follow the major upgrading of the Hobart International terminal.

The rapidly growing industrial precinct (e.g. subdivisions to the north side of Kennedy Drive and Cambridge Aerodrome) in Cambridge is also generating significant employment opportunities.

Hobart Airport

The Hobart International Airport is located off the Tasman Highway and is operated by Hobart International Airport Pty Ltd and is leased from the Federal Government.

The airport currently has the following commercial operations:

- public car parking, operated by HIAPL;
- car rentals, operated by the major Australian and other local operators;

- privately operated hotel (opened December 2008 with 78 rooms, restaurant and conference facilities);
- privately operated child care centre;
- privately operated public fuel outlet;
- Australian Federal Police; and
- Australian Quarantine Inspection Service facilities (AQIS).

The airport is yet to assume the role of an activity centre as it has no retail offering, however if the airport operators are successful in establishing the planned Direct Factory Outlet on the site it would significantly alter the activity centre hierarchy within the Southern Tasmanian Region. It is important to note that the gross floor area proposed is 6,000m2 larger than Eastlands at Rosny, the largest shopping complex in Tasmania.

The 2009 Hobart Airport Master Plan contains the following information regarding the expected development of 9 separate precincts. The table overleaf details key components of the Master Plan that may influence Cambridge activity centres.

Table 2: Hobart Airport Master Plan Precincts

Precinct	Uses
1. Commercial	Consistent with the intent of Clarence Commercial zoning, including retail and bulky goods. Precinct 1 includes the approved Direct Factory Outlet (DFO) development, homemaker centre and bulky goods. In total, the precinct delivers approximately 60,000m2 of retail space surrounding a centralised car park.
2. Commercial	Consistent with the intent of Clarence Commercial zoning, including hotel, tourist accommodation, fuel station, fuel retail, existing child care centre, kennels, other retail and restaurants.
3. Industry	Consistent with the intent of the Clarence Industry zoning, including aviation-related businesses, industry, freight logistics and fabrication.
4. Commercial	Consistent with the intent of Clarence Commercial zoning, including commercial space, and aviation-related businesses, such as retail, showroom, sales yards, convenience and other retail, commercial uses, commercial aviation office accommodation, Antarctic administration/operations centre and hotel accommodation.
5. Commercial	Consistent with the intent of Clarence Commercial zoning, including commercial office space, trade centres, retail and car rental -related uses.
6. Commercial	Consistent with the intent of Clarence Commercial zoning, including food preparation and distribution and other logistics, light industrial use and associated storage.
7. Commercial	Consistent with the intent of Clarence Commercial zoning, including a Centre of Excellence for aviation education and training.
8. Commercial	Consistent with the intent of Clarence Commercial zoning, including General Aviation, freight and logistics.
9. Industry	Consistent with the intent of Clarence Commercial zoning, including Airside Freight Facilities.

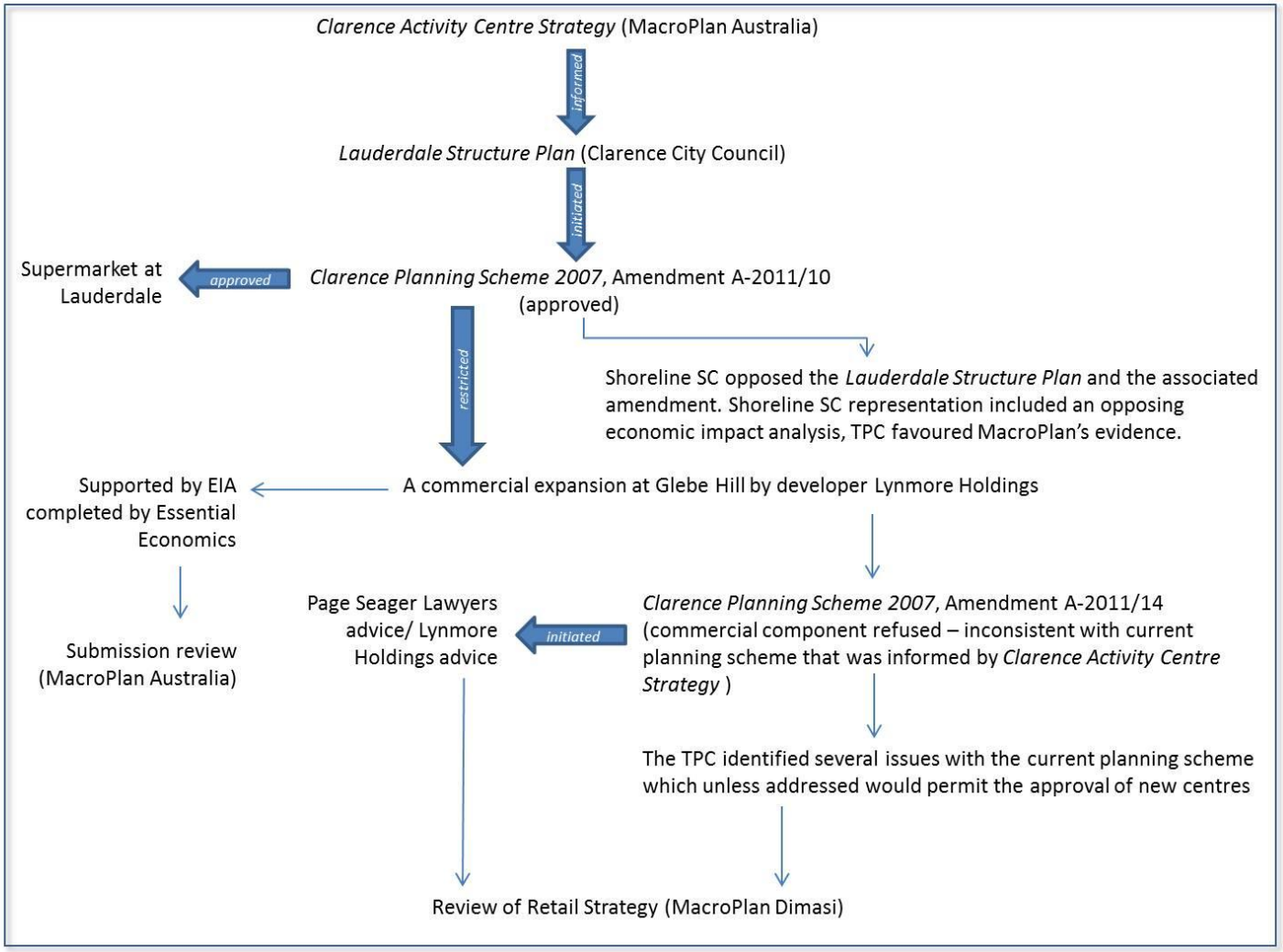
Source: Hobart Airport Master Plan, 2009

Section 2: Planning Analysis

Literature Review

The following presents the relevant planning strategies and planning decisions that have occurred since the initial *Clarence Activity Centres Strategy* came into effect. These decisions / planning strategies have been summarised below:

Recent Planning Decisions / Strategies



Clarence Activity Centre Strategy 2010

MacroPlan and E3 Planning were engaged by the City of Clarence to provide advice on a preferred activity centre framework for development to inform a planning scheme. Our report identified that there was a need for a third neighbourhood activity centre to support the existing activity centre hierarchy. It was recommended that Southern Clarence would provide the most appropriate location for a third neighbourhood activity centre based on the above average trading levels, the potential for additional population growth in the area and hence the requirement for additional supermarket facilities. The neighbourhood centre market gap was calculated as follows:

- 2010: -9,710 sqm
- 2011: -10,551 sqm
- 2016: -14,707 sqm

There were three potential areas that were identified as suitable locations for the new activity centre. These areas were determined by relevant socio-economic, planning and geographic factors. Areas included Rokeby, Oakdowns and Lauderdale.

MacroPlan Dimasi recommended the following key economic principles for inclusion in the planning scheme to encourage sustainable economic development:

- Maximising economic development & employment by capitalising on the retail sector.
- Demonstrating need for retail floorspace for new and existing centres using a catchment that reflects their position in the activity centres hierarchy.
- Mitigating impacts of proposed developments on existing centres.
- Reducing length and number of vehicle trips so that the household budget is not impacted.

- Encouraging a mix of uses i.e. supporting and complementary uses within activity centres.

Lauderdale Structure Plan 2011

Clarence City Council developed a long term structure plan for the use and development of Lauderdale. MacroPlan Dimasi notes the major components of the *Lauderdale Structure Plan*:

- Expansion of the urban growth boundary to accommodate the existing urban areas along the South Arm Highway. These areas contain a number of commercial developments and most are contained within urban zones. In particular, MPD notes the approvals at Minno Street (DPO 16), Howrah, Malwood, Paranville (DPO 12) and the Glebe Hill extension.

- Expansion of the urban growth boundary in order to provide a logical connection between the urban areas of the South Arm Highway and the residential areas along Roches Beach and Bangalee Street.

- Provision for a neighbourhood activity centre with a large supermarket and associated specialty shops to serve the Lauderdale community and surrounding suburbs, from Acton Park to Opossum Bay and from eastern Rokeby and Oakdowns. Identification for the urgent need for this commercial expansion is provided in the Clarence Activity Centre Strategy 2010 (MacroPlan et al).

- To promote the implementation of reticulated sewerage to urban Lauderdale, to avoid the environmental risks associated with the current forms of effluent disposal and to ensure that new developments are appropriately serviced.

- To ensure a well-designed community, with ready access to a wide range of community services and facilities.

Clarence Planning Scheme 2007, Amendment A-2011/10

The amendment (approved by TPC) involved the implementation of the recommendations from the *Lauderdale Structure Plan 2011* and the *Clarence City Council Retail Strategy 2010* by providing for the expansion of the Lauderdale neighbourhood activity centre. In particular, MacroPlan Dimasi notes the following:

- The change in the zoning map which extend the Residential zone along Ringwood Road and Mannata Street and introduce the commercial zone to the area to include land on the corner of the intersection of Ringwood Road and South Arm Road.
- A new development plan highlighting requirements for commercial development and overriding the size restrictions for shopping centres for land zoned local business in the DPO.

Clarence Planning Scheme 2007, Amendment A-2011/14

The amendment (partly refused by the TPC) involved an additional commercial expansion at Glebe Hill (to be developed by Lynmore Holdings) that was supported by the EIA completed by Essential Economics providing grounds for a second activity centre in Southern Clarence. MacroPlan Dimasi notes that TPC effectively refused the commercial component of the rezoning as it was inconsistent with the current planning scheme and the recommendations from our initial Clarence Retail Analysis.

Future Commercial Zoning in Clarence, 2011

Lynmore Holdings corresponded with Clarence City Council in March-April 2011 regarding council's position on any future commercial zoning in the City of Clarence. Lynmore Holdings requested that Council spend money on the solutions for all developers wanting to put forward any commercial zoning outside of the existing centres. Lynmore Holdings attaches a report completed by Page Seager Lawyers regarding the Lynmore Holdings decision by the Tasmanian Planning Commission and the steps that council will need to take in order to address the issues created by the last retail strategy. It was recommended by Lynmore Holdings that council fund an investigation as soon as possible into its retail

strategy by an independent economic consultant before developing a one or two page document so that other developers can then lodge an amendment with commercial components, prior to the adoption of any interim Planning Scheme.

Scheme Amendment and Rezoning – Glebe Hill Page, Page Seager Lawyers

This report highlights that the Commission is regularly critical of proposals to rezone further land commercial and does not favour proposals that appear to be developer driven despite council's support of those proposals. While there was support from council in this case, council has initiated an amendment contrary to a retail strategy that was recently implemented and did not call any evidence to support it making a contrary decision such a short time later. Page Seager Lawyers claim that it was the lack of evidence and lack of apparent critical analysis by Council that undermined this proposal. They recommended the following steps:

- Council to undertake an investigation into its retail strategy. MacroPlan's involvement in this was not preferable as it may hinder the case. An alternative consultant was recommended.
- Council would need to consider the analysis and rather than adopting that full document as its strategy for retail, it should form the basis for the strategy. This strategy should then also be adopted to Southern Clarence or the whole municipality.
- Once the strategy was in place, there would need to be a further amendment to the Planning Scheme.

Glebe Hill Neighbourhood Centre: Economic Assessment, June 2011

This report was prepared by Essential Economics to consider the development of a neighbourhood shopping centre at the intersection of Rokeby Road/South Arm Highway, Pass Road and Tollard Drive. It envisaged a neighbourhood centre that would comprise approximately 4,650 sqm of retail floorspace, including a supermarket of approximately 3,200 sqm and twelve specialty shops. The report provides a review of the MacroPlan report explaining that our analysis supports

the development of up to two neighbourhood centres even though this has not been expressed in the text. Essential Economics claim that the subject site was not assessed as it was not available for development at the time of our analysis and that our analysis lacked credibility when considering the methodologies used to forecast total retail floorspace demand and forecast neighbourhood retail floorspace potential in southern Clarence. As a result, they have recommended that Clarence City Council not use our report to inform planning and / or retail decisions. They highlight the low provision of supermarket floorspace in Southern Clarence and the demand for the development of at least two new supermarkets in the Southern Clarence catchment. They also propose a neighbourhood centre network to include the existing Shoreline SC, the planned neighbourhood centre at Lauderdale and the proposed centre at Glebe Hill.

City of Clarence, Retail Economic Submission Review, September 2011

This review addresses the submission prepared by Kate Loveday on behalf of Pocantico Pty Ltd (managers of IGA convenience store, Lauderdale) and the submission prepared by Essential Economics on behalf of Lynmore Holdings in relation to the proposed Glebe Hill neighbourhood centre.

MacroPlan Australia responded to the argument put forward by Pocantico Pty Ltd claiming that there is no need for a new large shopping centre. We concluded that this claim was not substantiated by credible economic analysis, and is contrary to market demand for additional retail facilities based on the view of several leading economists.

MacroPlan Australia reviewed the analysis undertaken by Essential Economics and concluded that while different methodologies were used between the two consultants, similar results were observed for Southern Clarence in regard to the undersupplied retail floorspace. We also concluded that:

- the short term delivery of two major centres within Southern Clarence (as proposed by Essential Economics) is not sustainable.

- the development of a second neighbourhood centre at Glebe Hill will limit any revitalisation potential of existing facilities within the "Church Street" precinct.

- A centre at Glebe Hill would also direct the highest level of trading impacts on the existing Shoreline Shopping Centre, which will subsequently impact on community facilities that are supported off this trade.

- the proposed Glebe Hill will result in limited additional benefits to the community given the lack of separation between existing facilities at Shoreline and the proposed site whereas a centre at Lauderdale would result in wider community benefit as it would extend to those facilities such as the tavern, retirement village, medical centre etc.

Southern Tasmania Regional Land Use Strategy, Southern Tasmanian Councils Authority, October 2011

The activity centres network is acknowledged as follows:

- *Primary Activity Centre* – Hobart CBD and immediate surrounds.
- *Principal Activity Centre* – Central Glenorchy, Rosny Park and Kingston.
- *Major Activity Centre* – Moonah, Bridgewater (Greenpoint).
- *Rural Services Centre* – Brighton, Huonville, New Norfolk, Oatlands.
- *Minor and Neighbourhood Centre* - to be determined at the local level, (examples include Claremont, Howrah (Shoreline), Lauderdale, Margate, Sandy Bay Shopping Centre and Triabunna).
- *Local Strip* – to be determined at the local level.
- *Specialist Centre* – Cambridge Park, Derwent Park (others may be identified of a local nature).

Glebe Hill Neighbourhood Centre -Addendum: Development of Commercial Sites, April 2012

Essential Economics responds to the Clarence City Council's concern that the commercial sites to the west of the proposed neighbourhood centre may be developed for 'big box' retailing rather than uses that will support the neighbourhood centre. As a result, Lynmore Holdings drafted a set of draft planning controls for the sites in order to invite a range of retail, community, health and/or recreational facilities and services that would contribute to the neighbourhood role envisaged for the centre.

Lauderdale Neighbourhood Centre

A planning permit was granted in June 2013 for a "Supermarket specialty retail shops and associated car parking, access" at 438-450 South Arm Road, Lauderdale. Stage one of the neighbourhood centre includes 3,975 sq.m of total retail GLA comprising a supermarket of 3,200 sq.m and 775 sq.m of specialty retail. Stage 2 (subject to a separate development application) includes a 600 sq.m expansion of the total retail GLA. Plans also include a 1,412.5 sq.m site for a liquor outlet and a 1,348 sq.m site for a fuel outlet.

Current Planning Provisions and Strategies

There are a number of planning provisions and strategies which have the potential to impact upon the development, expansion and or improvement of activity centres. This section considers these in order of importance. It also considers them in relation to the existing activity centres and the associated hierarchy as listed previously.

Clarence Planning Scheme 2007

The following lists the relevant sections of the Clarence Planning Scheme 2007 (the scheme) in relation to the key activity centres. Sections taken from the scheme are highlighted in italics and comments follow.

Planning Policy Framework

Key Influences

(a) Overview
The development of this planning scheme has been guided by Council's understanding of the critical land-use issues which are likely to challenge the City's future growth and development to 2050. A brief summary of the key land-use issues are provided below.

(d) Economic Development
Retail growth, particularly at the regional shopping centre at Rosny Park, will continue to provide commercial opportunities to deliver expanding ranges of consumer goods, based on the sustainable competitive advantage its convenient location provides.

Vision – Strategic Framework

(b) Clarence 2050
Clarence 2050 provides the strategic framework for Clarence over the next 50 years. The plan identifies a number of social, economic and environmental objectives and outlines broad strategies for achieving them. It therefore leads the Council's strategic approach to managing the City's resources and facilities. In encouraging Council and its stakeholders to consider what the City should be in 2050, it focuses on four key areas:

- *Social.*
- *Economic.*
- *The environment.*
- *Government.*

(e) Strategic Land Use Framework Plans
The major strategic directions identified in the Strategic Land Use Framework Plans include:
- *Identification of the urban growth boundary of suburbs and villages.*
- *Recognition of the retail centre hierarchy.*

Objectives, Strategies and Implementation
(c) Economic Development

(i) Retail and Commerce

Overview

In 2000 there was 62,000m2 of retail floor space in the City. This is dominated by Eastlands at Rosny Park, with 44,000m2. In 1999 /2000, several new and important developments commenced in this centre, indicating strong interest in commercial development and highlighting the strategic importance of the regional centre.

There are also strong indicators of growth and business revitalisation at Bellerive / Kangaroo Bay and Richmond, where attractions including heritage and environmental values, as well as the potential to develop niche markets, will continue to succeed.

The growth of other centres is most influenced by the rate of local population change and accordingly some expansion and revitalisation is anticipated in Howrah and Lindisfarne.

Lauderdale performs a significant function in providing for the retail needs of southern Clarence. However, expansion of the commercial centre is required to appropriately serve the needs of the residents in southern Clarence.

Key Issues

The primacy of Rosny Park within the Clarence retail hierarchy.

The future place of Rosny Park within the hierarchy of retail centres of the metropolitan area.

The presentation and image of the Rosny Park retail centre.

The need for improved presentation of all neighbourhood and community centres.

The ability to provide for business growth and revitalisation in niche centres at Bellerive / Kangaroo Bay and Richmond.

The need to provide for specialist bulky goods stores in multi-use complexes or industrial centres, where there is inadequate or inappropriate space available in established retail centres.

The need to provide for appropriate expansion of the Lauderdale commercial centre.

Objectives

- *To reinforce the Rosny Park business area as a vibrant facility and as the prime retail and commercial centre serving the Clarence community and nearby communities from the southeast and the Western Shore.*
- *To reinforce the role of the Rosny Park business area as the major regional centre within the greater Hobart area.*
- *To ensure the long term viability of all of the City's retail centres.*
- *To ensure that the design, presentation and use of commercial and retail properties complements the role of the City's retail centres.*

- *Expansion of the Lauderdale commercial centre to ensure the needs of southern Clarence are met.*

- *To ensure that the heritage assets of the Richmond business centre are utilised to greatest effect in the economic growth of the village.*

- *To facilitate a range of tourism, recreational, commercial and residential uses and developments at Kangaroo Bay.*

- *To provide for specialist/ bulky goods stores in locations which balance the location preferences of businesses and the needs of customers.*

Strategies

- *Maintain the City's retail hierarchy, including the pre-eminence of the Rosny Park business area.*

- *Programs that upgrade the appearance and presentation of the Rosny Park business area and other key retail centres.*

- *Strengthen the range of supporting cultural and community facilities in the Rosny Park Business area and other key retail centres.*

- *Develop a greater commercial link between the Rosny Park and Bellerive Village centres and provide for an exciting range of well-designed commercial, tourism, recreational and residential developments in and around the Bellerive Village centre and Kangaroo Bay.*

- *Expand the commercial centre at Lauderdale, with provision for a supermarket and specialty shops.*

- *Promote the heritage values of Richmond, to encourage a greater range of tourism businesses as well as local services.*

- *Rezoning of land for retail purposes on freestanding sites separated from existing centres will not be supported.*

- *Provide for specialist/ bulky goods stores in industrial centres.*

The strategies will be implemented by:

- *Applying the Business Zone to existing retail areas and to limited areas which adjoin these areas so as to provide for expansion which reinforces the retail hierarchy and applying the Local Business Zone to existing service business areas and to local shopping centres.*

- *Implementing a Special Development Zone for the Bellerive/ Kangaroo Bay area in recognition of its special qualities and its opportunities for enhancement.*

- *Implementation of the recommendations of the "Clarence City Council Retail Analysis 2010" (MacroPlan Australia and E3 Planning) and the "Lauderdale Structure Plan 2011", to provide for expanded retail development in Lauderdale.*

- *Implementing a Heritage Overlay on Richmond, to ensure planning decisions to protect and enhance the heritage values of the village.*

- *Implementing Clarence Policy - "Clarence Retail Policy" which requires planning decisions to support the retail hierarchy and be consistent with the Land Use Strategy.*

- *Implementing Clarence Policy - "Cash in Lieu for Parking" which requires planning decisions to provide for car parking as cash in lieu, to be used for developing or maintaining public land for car parking in designated locations.*

Supporting actions include:

- *A comprehensive retail study of the hierarchy, in the context of the greater Hobart area, examining the future role of centres, potential niche markets, the mix of shops, future floor space requirements and urban design concepts.*

- *A program of initiatives to encourage growth of the Rosny Park business area, including attracting anchor stores, offices and entertainment facilities.*

- *Revitalisation of the Lindisfarne shopping centre, through urban design initiatives.*

- *Continuing urban design improvements in the Richmond town centre, consistent with enhancing both its significant heritage assets and the commercial opportunities that has created.*

- *A progressive series of urban design improvements in small centres, to include street tree planting, tourist information, public seating, public art and other facilities.*

Activity Centres as previously stated are key strategic assets of a city and/or region, it is therefore appropriate that they receive elevated status within any strategic plans or planning scheme. In this case, the desired role and character of different activity centres has been outlined in detail in the Southern Tasmanian Regional Land Use Strategy and council has increased the importance of its activity centres through relevant amendments and "development plans".

Many of the specific actions, such as *Revitalisation of the Lindisfarne Shopping Centre, through urban design initiatives* would appear to have been implemented. It is noted that Activity Centre beautification projects such as this if implemented effectively positively influence the future growth and vibrancy of an activity centre.

Clarence Retail Policy

The scheme also sets out a Clarence Retail Policy as listed below:

2.3 Clarence Planning Policies

2.3.1 Clarence Retail Policy

(a) Policy Basis

In 2000 there was 62,000 m2 of retail floor space in the City. This is dominated by Eastlands at Rosny Park, with 44,000 m2. In 1999 /2000, several new and important developments consolidated the standing of Rosny Park as a regional centre in the metropolitan context.

There are also strong indicators of growth and business revitalisation at Bellerive / Kangaroo Bay and Richmond, where there are specific attractions. The growth of other centres is most influenced by the rate of local population change and it is therefore necessary to ensure these can be encouraged to develop in ways which best meet the needs of their communities.

(b) Objective

To consolidate and improve the existing hierarchy of retail centres within the City.

To encourage investment in retail development.

To encourage new development which builds on the identified role and character of each retail centre, to create a vibrant retail sector.

(c) Policy

It is Clarence Planning Policy that in considering an application to use or develop land for retail purposes, the Council will have regard to:

- *The need to protect the retail hierarchy and reinforce the established retailing patterns.*
- *The need to encourage the development of attractive shopping venues.*
- *The desirability of new developments being designed to suit the urban form of the particular centre, enhancing its special characteristics.*

- *Where appropriate to the urban form of the centre, encourage residential use above ground floor, to promote casual surveillance and after business hours activity in those centres.*

- *Encourage Specialist/ Bulky Goods Stores and Superstores in locations which reinforce the retail hierarchy and do not fragment smaller centres, thus avoiding locations in community centres and small neighbourhood centres.*

The data analysis contained within section 5 of this report identifies a need for another activity within Southern Clarence. There are a number of basic criteria which need to be met for land to be appropriate for activity centre development, including but not limited to:

- Located on a major transport route;

- Has a sufficiently large population catchment and market;

- Is of sufficient size in area.

Use and Development Categories

The scheme defines five relevant categories primarily for retail/commercial use and development; these are defined by the scheme as follows:

Shop -Land used to sell goods or services, or to hire goods, but does not include uses defined elsewhere in this clause.

Shopping Centre - A group of 6 or more Local Shops, Shops, Restaurants and/or Take Away Food Shops but may include other uses on the same lot.

Local Shop - Land used to sell food and other daily needs goods, or as a hairdressing salon, pharmacy, newsagency, betting agency, or a self-service laundry principally serving the surrounding neighbourhood. It does not include a Restaurant.

Specialist/ Bulky Goods Store - Land used to sell goods, with a gross floor over 1000 square metres, that has at least 100 square metres of floor space trading in three or more of the following categories:

- Fabrics and other soft goods retailing.
- Furniture retailing.
- Floor covering retailing.
- Domestic hardware and houseware retailing.
- Recorded music retailing.
- Sport and camping equipment retailing.
- Toy and game retailing.

Office - Land used for administration, or clerical, technical, professional or other like business activity. No goods or materials intended for manufacture, sale, or hire may be stored on the land.

The following table lists the classification of each of these uses in the relevant zones of the scheme.

P – Permitted

D – Discretionary

X- Prohibited

Table 3: Zone and Use Classification

Zone	Local Shop	Shop	Specialist Bulky Goods Store	Shopping Centre	Office
Residential	D if <100 sq.m in floor area	X	X	X	X
Low Density	X	X	X	X	X
Rural Residential	D if ≤ 100sq.m in gross floor area except on 1169 Acton Road (CT 125761/1) where it must not exceed 135m2.	X	X	X	X
Village	D if ≤ 100sq.m in gross floor area	X	X	X	X
Industry	D	D if in association with a warehouse use on the same site.	D if within land bounded by Kennedy Drive and the Tasman Highway but other than 66 Kennedy Drive (CT146586/1).	X	D if within land bounded by Kennedy Drive and the Tasman Highway.
			P if located on 66 Kennedy Drive (CT 146586/1).		
Commercial	D	D	D	D	D
Local Business	P if ≤ 100 sq.m in floor area	D	X	X	D
	D if > 100sq.m floor area				
Rural	X	X	X	X	X
Intensive Agriculture	X	X	X	X	X
Landscape Skyline Conservation	X	X	X	X	X
Recreation	X	X	X	X	X

Source: Clarence Planning Scheme 2007

The planning scheme provides for the development of Activity Centres in two zones, Commercial and Industry and only where specified for the latter. Kennedy Drive has developed as a key Activity Centre of Clarence, this Activity Centre although being within the Industry Zone is likely to continue to be developed for offices, bulky goods outlets, as an administrative centre and for warehouses. It is considered unlikely that the precinct will be developed for "traditional" industrial type use and development. The future development of Kennedy Drive is therefore likely to be 'out of character' with the other industry zoned areas of Clarence. Having an activity centre within the Industry Zone has the potential to undermine the remaining Industry Zoned areas.

Cambridge Park is currently zoned industrial and as outlined in the Clarence City Industrial Development Strategy May 2007[3]:

There is presently a total of 324 hectares (ha) of industrial zoned land in Clarence City, excluding the Hobart International Airport. Presently only around 100 ha of this land is presently occupied, leaving a net balance of more than 220 ha of vacant land. Of this, Risdon Vale contains around 54 ha that are not considered suitable for future industrial development (this issue is discussed later in this report). This reduces the vacant industrial land to approximately 165 ha Industrial Strategy.

[3] Clarence City Industrial Development Strategy, AEC, May 2007

There would appear therefore to sufficient land within the municipality to accommodate for future demand for industrial land.

Clarence has a relatively high diversity of activity centres in the State, it has the largest shopping centre complex (Eastlands at Rosny Park), a Specialist Bulky Goods Homemaker Centre at Cambridge and lower order retail offerings. There are obviously significant differences between and across these retail centres (some of which are considered below) and council should continue to develop a set of desired future character statements for each activity centre and include these within the Planning Policy Framework before referencing these within the Specific Decision Requirements for the relevant zone.

Regional Perspective

The Southern Tasmanian Regional Planning Project

Overview and Rationale:
The Southern Tasmanian Councils Authority is the management body for the Southern Tasmanian Regional Planning Project (STRPP), which commenced in late February 2009.

The initiative is the result of an agreement between the State Government, the Southern Tasmanian Councils Authority, and (the STCA), and the 12 southern Tasmanian Councils and aims to achieve the following outcomes:

- A comprehensive regional land use strategy for the region.
- An infrastructure investment strategy for the region.
- The development of coordinated, consistent and contemporary planning schemes for all councils involved, based on the common strategy.

One of the main aims of the project is to develop a Metropolitan Settlement Strategy which will amongst other things:

- *Define a nominal 10 year Urban Growth Boundary and a nominal 25 year Urban Growth Boundary. Land within the 10 year UGB will be zoned appropriately for development within the new draft planning schemes. Land within the 25 year UGB will be flagged as intended 'future urban land' within the Strategic Framework (the UGB is currently pending final approval).*
- *Set forth the preconditions necessary for 'future urban land' to be rezoned for development purposes.*
- *A hierarchy of Activity Centres will be recognised.*

The new activity centre hierarchy can be divided into six activity centre levels and are as follows:

- *Primary Activity Centre* – Hobart CBD and immediate surrounds.
- *Principal Activity Centre* – Central Glenorchy, Rosny Park and Kingston.
- *Major Activity Centre* – Moonah, Bridgewater (Greenpoint).
- *Rural Services Centre* – Brighton, Huonville, New Norfolk, Oatlands and Sorell.
- *Minor and Neighbourhood Centre* - to be determined at the local level, (examples include Claremont, Howrah (Shoreline), Lauderdale, Margate, Sandy Bay Shopping Centre and Triabunna).
- *Local Strip* – to be determined at the local level.
- *Specialist Centre* – Cambridge Park, Derwent Park (others may be identified of a local nature).

Section 3: Study Area

Context

The City of Clarence is one of 3 City Councils (Clarence, Glenorchy and Hobart) which make up the city of Greater Hobart. It is located on the eastern shore of Hobart and is well located in respect to local community, regional retail and health facilities. Clarence is easily accessed from Hobart via the Tasman Highway.

Clarence is of particular importance given the increasing demand for residential and retail floorspace in Greater Hobart with favourable attributes including:

- Connectedness to the Hobart CBD.
- Transport links (public and private vehicle),
- Availability of non-fragmented land parcels, such as Cambridge Airport,
- Few development constraints, and
- Accessibility.

Clarence City shares its municipal boundary with Sorell and Brighton Councils.

Clarence Study Area

MacroPlan Dimasi have considered a number of factors in the formulation of a study plan for activity centres within the City of Clarence, including, infrastructure, natural and existing barriers, existing competition and the intended role and function of centres.

With well-established residential areas, Clarence has an existing population surrounding the several key activity centres including Rosny Park, Howrah, Lindisfarne, Bellerive and Richmond.

Taking the above into account, Clarence is expected to be influenced by the following:

- Hobart CBD, providing the dominant retail and commercial offer serving southern Tasmania.
- The regional non-food offer within Eastlands / Rosny Park.
- The strong food and convenience role the centre will have for the surrounding residents.
- The location of the city on the eastern shore, making activity centres within the city easily accessible for residents from the broader region.
- The major homemaker and bulky goods precinct at Cambridge airport.

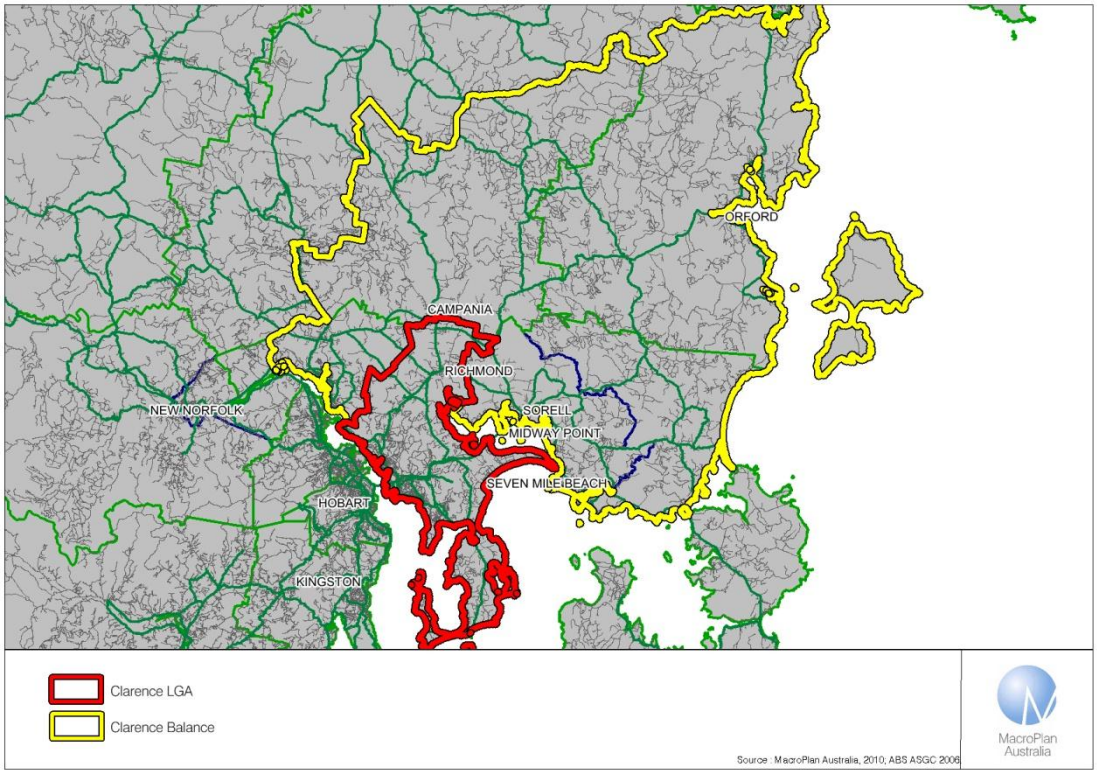
The retail and commercial facilities in Clarence attract visitation from residents within Clarence, and areas beyond the Clarence boundary. To understand the total potential for Clarence activity centres, the study area has been defined to include two discrete sections that are reflective of the source of the majority of trade. The study area is defined in the map below.

- Primary sector, which is identified as the City of Clarence boundary, extending approximately 35km north past Richmond to Campania and to South Arm.
- Secondary sector which includes regional areas that would be attracted to facilities within Clarence. This section extends an estimated 90km to the northeast of Clarence to include Sorell and Orford, and generally encompasses vast and low-density areas.

As a food and groceries shopping destination, activity centres within Clarence provide for their local community and effectively serve the primary trade area and workers within Clarence. Rosny Park also provides a significant non-food offer, providing the most significant regional retail offer behind Hobart CBD, allowing Clarence to serve residents in regional areas to the east. Being the largest shopping complex in Tasmania Rosny Park also services the eastern shore.

The major homemaker and bulky goods precinct at Cambridge Airport is also a major attractor for all residents across Greater Hobart, and will maintain its prominence as the largest precinct of its type in Hobart.

Clarence Study Area Map



Demographic and Socio Economic Analysis of Study area

Retail expenditure depends on income and/or propensity to spend. Income levels deviate from area to area. Regions with proportions of higher income individuals typically have higher than average retail expenditures.

The table overleaf details the key socio-economic characteristics of the study area population, and benchmarks these characteristics with respect to Hobart and Australian averages. The information presented has been derived from the *2011 Population and Housing Census* undertaken by the ABS.

As illustrated, income levels within the study area vary, with Clarence (c) providing a higher individual and household incomes profile of up to 4% in relation to the Hobart and Australian averages. The rural Clarence Balance sustains lower income levels of up to 21% below benchmarks.

Home ownership levels within the study area are above the respective benchmarks for both Hobart and Australia.

A review of household structures within the study area identifies that traditional families are the most prevalent, couples with children accounting for 41.6% of all study area households.

The average age of study are residents, at 38.9 years, is in line with the Hobart average and slightly older than the Australian average. This is particularly the case within Clarence (c) where there are higher proportions of residents aged 60 years and over. Clarence Balance has a higher than average number of children aged 14 years and younger.

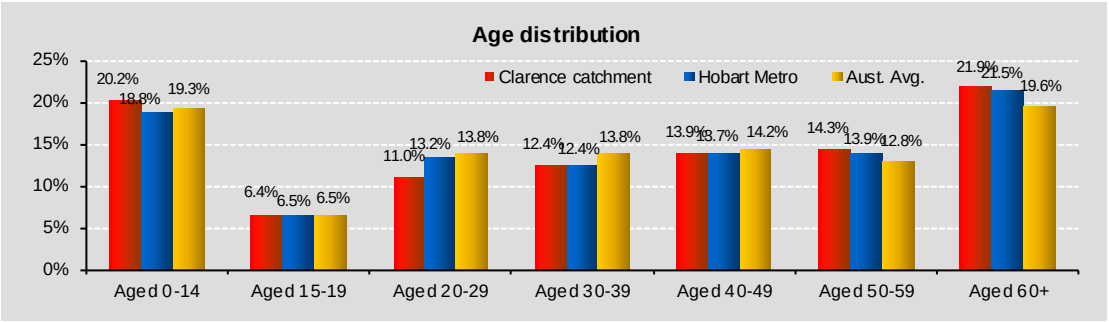
The demand core food retailing is generally consistent across all socio demographic profiles and is likely to be consistent with Hobart's relative food spend.

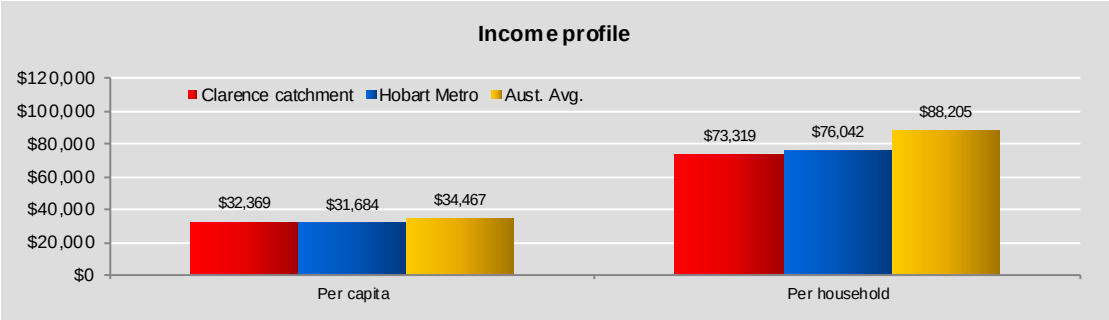
Clarence catchment - socio-demographic profile, 2011

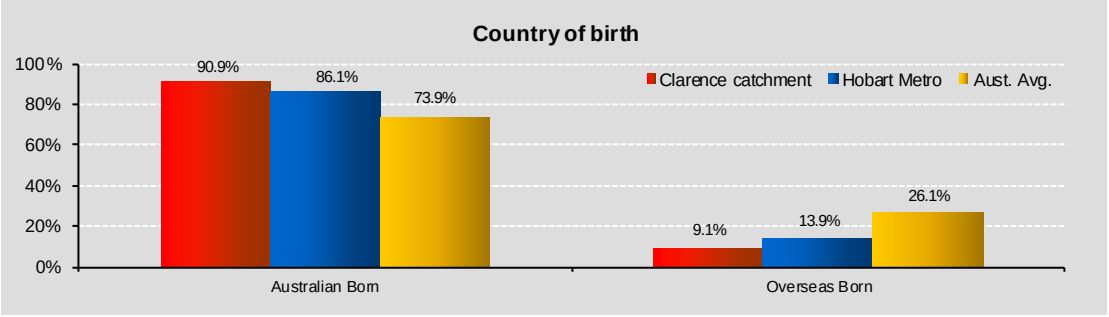
	Sectors				
Census item	Clarence (C)	Clarence Balance	**Total catchment**	**Hobart Metro avg.**	**Aust. avg.**
Per capita income	$32,369	$25,153	$29,509	$31,684	$34,467
Var. from Hobart Metro benchmark	*2.2%*	*-20.6%*	*-6.9%*		
Avg. household income	$79,042	$63,842	$73,319	$76,042	$88,205
Var. from Hobart Metro benchmark	*3.9%*	*-16.0%*	*-3.6%*		
Avg. household size	2.4	2.5	2.5	2.4	2.6
Age distribution (% of population)					
Aged 0-14	18.8%	22.4%	20.2%	18.8%	19.3%
Aged 15-19	6.3%	6.5%	6.4%	6.5%	6.5%
Aged 20-29	10.9%	11.1%	11.0%	13.2%	13.8%
Aged 30-39	12.3%	12.6%	12.4%	12.4%	13.8%
Aged 40-49	13.7%	14.2%	13.9%	13.7%	14.2%
Aged 50-59	14.3%	14.3%	14.3%	13.9%	12.8%
Aged 60+	23.9%	18.9%	21.9%	21.5%	19.6%
Average age	40.2	37.1	38.9	39.0	37.9
Housing status (% of households)					
Owner/purchaser	77.2%	74.1%	76.0%	71.1%	68.7%
Renter	22.2%	25.2%	23.3%	28.2%	30.4%
Other	0.7%	0.7%	0.7%	0.8%	0.9%
Birthplace (% of population)					
Australian born	89.5%	93.0%	90.9%	86.1%	73.9%
Overseas born	10.5%	7.0%	9.1%	13.9%	26.1%
Family type (% of households)					
Couple with dep't children	41.4%	41.8%	41.6%	41.1%	45.3%
Couple with non-dep't child.	7.2%	7.1%	7.2%	6.6%	7.7%
Couple without children	25.3%	23.7%	24.7%	24.2%	23.0%
One parent with dep't child.	10.2%	13.8%	11.6%	11.0%	9.2%
One parent w non-dep't child.	3.8%	3.3%	3.6%	3.4%	3.5%
Other family	0.8%	0.6%	0.7%	0.9%	1.1%
Lone person	11.3%	9.6%	10.6%	12.7%	10.2%

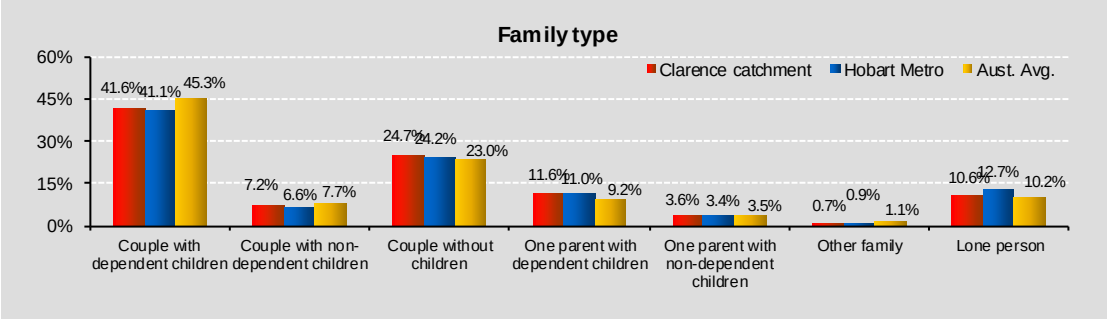
Source: ABS Census of Population & Housing, 2011; MacroPlan Dimasi

Clarence catchment - socio-demographic profile, 2011









Source: ABS Census of Population & Housing, 2011; MacroPlan Dimasi

Income and wealth are important factors when considering retail expenditure as it generally dictates the amount of disposable income residents in the study area may have. One measure of income and wealth is through analysing the socio-

economic advantage and disadvantage of the area. These are undertaken through indexes such as the Socio-Economic Index for Areas (SEIFA) which measures the general welfare of residents in particular areas based on small area Statistical Area 1 (SA1).

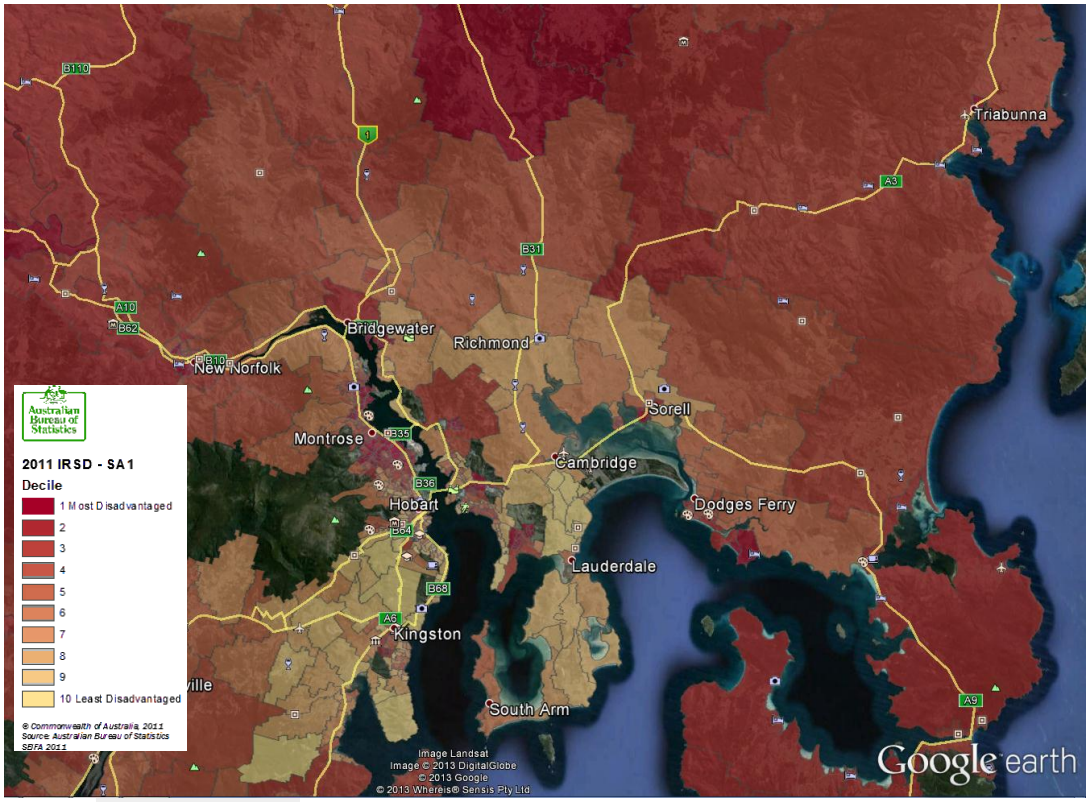
The map below is based on the Index of Relative Socio-economic Advantage and Disadvantage whereby higher values denote a socio-economic advantage and lower values denote a socio-economic disadvantage.

Key points to note from the SEIFA map are:

- Whilst coastal pockets on the western shore exhibit generally higher levels of wealth, Clarence is evolving with high socio-economic advantage clustered around coastal nodes within Clarence such as Bellerive, and rural communities.

- Lower socio economic areas have historically been concentrated around Howrah, Rokeby and industrial areas of Clarence.

SEIFA Map



Source: IRSD, SEIFA 2011

Competition

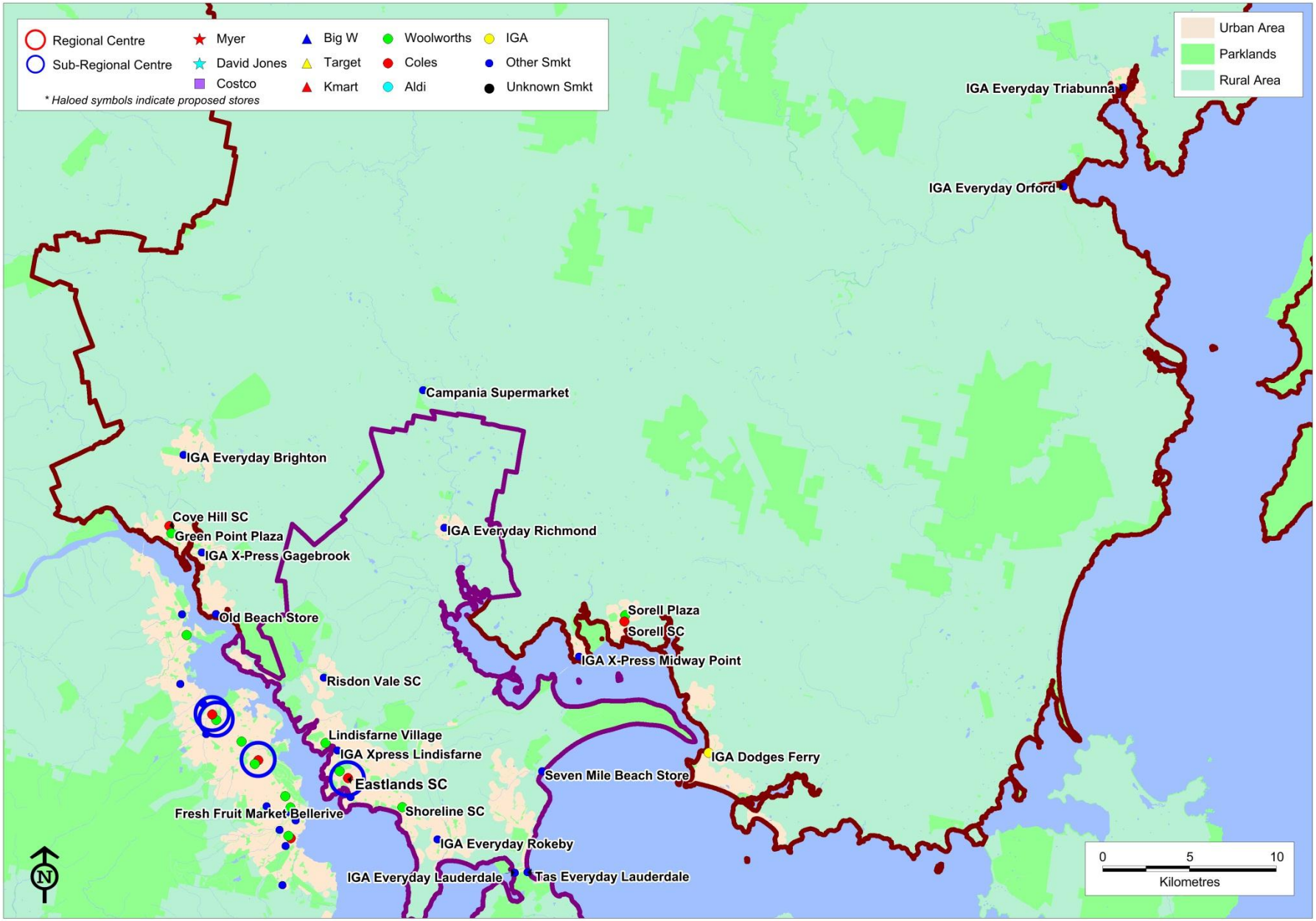
The major competitive retail facilities within the Clarence trade area are illustrated in the following map. Eastland Shopping Centre is the major retail centre within the catchment and comprises 30,000 sq.m of retail floorspace and includes two discount department stores, two major supermarkets and a mini major store. There are a number of neighbourhood and supermarket based centres throughout the Clarence trade area which serve residents in their immediate catchment areas.

Since the previous report in 2010 there has been one addition to the retail hierarchy within the Clarence trade area. Sorell Shopping Centre is a supermarket based centre located at 12 Coles Street in Sorell and includes a 3,500 sq.m Coles supermarket limited specialty offer and car parking. This centre will serve the food retailing needs of the immediate catchment.

Planned Centres

Lauderdale is a planned neighbourhood centre located approximately 9km south of Shoreline Shopping Centre in southern Clarence and is expected to be anchored by a Woolworths supermarket. It is understood that a development application for this centre has been approved and comprises Stage 1 at 3,975 sq.m. Estimated timing on this development is expected to be complete in late 2014.

Cambridge Homemaker Centre is a planned homemaker centre located at 63 Cambridge Park Drive, Cambridge. This development has received development approval and is expected to be completed by June 2014.


Regional Centre
Sub-Regional Centre
Myer
David Jones
Costco
Big W
Target
Kmart
Woolworths
Coles
Aldi
IGA
Other Smkt
Unknown Smkt
* Haloed symbols indicate proposed stores
Urban Area
Parklands
Rural Area
IGA Everyday Triabunna
IGA Everyday Orford
Campania Supermarket
IGA Everyday Brighton
Cove Hill SC
Green Point Plaza
IGA X-Press Gagebrook
IGA Everyday Richmond
Old Beach Store
Sorell Plaza
Sorell SC
IGA X-Press Midway Point
Risdon Vale SC
Lindisfarne Village
IGA Xpress Lindisfarne
Eastlands SC
IGA Dodges Ferry
Seven Mile Beach Store
Fresh Fruit Market Bellerive
Shoreline SC
IGA Everyday Rokeby
IGA Everyday Lauderdale
Tas Everyday Lauderdale
N
0
5
10
Kilometres

Section 4: Clarence Retail Economic Analysis

From an overall economic viewpoint, retailing is a key component and a critical generator of economic activity for both the national economy and the Tasmanian state economy.

Every dollar spent at a retailer generates multiplier effects throughout the economy, including direct wages to employees, payments to suppliers, profits or surpluses to owners, and all of the flow-on benefits, which these payments in turn generate. Within TAS, retail trade typically represents approximately 20-25% of total state expenditure.

Clarence is currently well served for retailing, with the primary source of future demand for retailing based on growth in new residents.

Residents within the study area generally provide with the source of between 60% and 90% of retail sales, depending on the centres position within the retail hierarchy.

Methodology

Measuring retail demand is complex and limited by the availability of data industry wide. The retail projection model estimates additional retail floorspace required within the study area based on population growth, worker population and expected market shares. Consideration of the competitiveness of the centres assists in identifying strategies to improve a centres performance and will form the basis of policy recommendations. This approach is summarised below.

Population Projections

MacroPlan Dimasi note that the previous report contained estimates out to 2031 however since the report was published department of health and ageing projections have changed because of "*the inherent uncertainties in small area projections, its seen as not appropriate to project beyond a 20 year horizon*". The latest released data from the Department of Health and Ageing is based on the latest 2011 Census of Population and Housing and projects population growth to 2026 using ABS.

The following tables detail the recent and projected population levels within the surrounding Statistical Local Areas (SLA's) and study area. Population trends and forecasts for the population have been based on the following:

- The latest release of the 2011 Census of Population and Housing by Australian Bureau of Statistics (ABS).
- Population Projections prepared by the Department of Health and Ageing
- Investigations of residential development throughout the region, undertaken by this office.

The population levels within the surrounding Statistical Local Areas (SLA's) are detailed in the table below. These projections are sourced from the ABS and were prepared for the Commonwealth Department of Health and Ageing. These growth rates are then applied to the relevant study areas for Clarence to forecast population.

Clarence catchment population, 2006-2026*

Catchment	Estimated population 2006	2011	2013	Forecast population 2016	2021	2026
Clarence (C)	50,780	52,780	53,360	53,900	54,700	55,350
Sorell (M) - Pt A	10,820	12,030	12,410	12,800	13,550	14,300
Sorell (M) - Pt B	1,360	1,420	1,440	1,440	1,440	1,440
Hobart (C) - Inner	590	620	640	670	720	770
Hobart (C) - Remainder	48,540	49,520	49,840	50,200	50,900	51,600
Southern Midlands (M)	5,450	5,950	6,070	6,100	6,150	6,200
Glamorgan/Spring Bay (M)	4,740	4,720	4,740	4,800	4,900	5,000
Brighton (M)	14,360	15,670	16,170	16,860	18,010	19,160
Total catchment	**136,640**	**142,710**	**144,670**	**146,770**	**150,370**	**153,820**

Catchment	Average annual growth (no.) 2006-11	2011-13	2013-16	2016-21	2021-26
Clarence (C)	400	290	180	160	130
Sorell (M) - Pt A	242	190	130	150	150
Sorell (M) - Pt B	12	10	0	0	0
Hobart (C) - Inner	6	10	10	10	10
Hobart (C) - Remainder	196	160	120	140	140
Southern Midlands (M)	100	60	10	10	10
Glamorgan/Spring Bay (M)	-4	10	20	20	20
Brighton (M)	262	250	230	230	230
Total catchment	**1,214**	**980**	**700**	**720**	**690**

Catchment	Average annual growth (%) 2006-11	2011-13	2013-16	2016-21	2021-26
Clarence (C)	0.8%	0.5%	0.3%	0.3%	0.2%
Sorell (M) - Pt A	2.1%	1.6%	1.0%	1.1%	1.1%
Sorell (M) - Pt B	0.9%	0.7%	0.0%	0.0%	0.0%
Hobart (C) - Inner	1.0%	1.6%	1.5%	1.4%	1.4%
Hobart (C) - Remainder	0.4%	0.3%	0.2%	0.3%	0.3%
Southern Midlands (M)	1.8%	1.0%	0.2%	0.2%	0.2%
Glamorgan/Spring Bay (M)	-0.1%	0.2%	0.4%	0.4%	0.4%
Brighton (M)	1.8%	1.6%	1.4%	1.3%	1.2%
Total catchment	**0.9%**	**0.7%**	**0.5%**	**0.5%**	**0.5%**

**As at June*

Source: ABS; Department of Health & Ageing; MacroPlan Dimasi

The ABS forecast Clarence for minor population growth of between 260 and 350 new residents each year. Clarence will also be further supported by growth within Sorell to the east, which is also forecast for around 280 new residents each year.

Based on these regional population forecasts, the population levels within the study area for Clarence are detailed in the table below. This eastern shore is generally well established, with the current population of the study area estimated at 88,960 residents. This includes 53,360 residents with Clarence, which accounts for approximately two thirds of the study area population.

Strong population growth is expected to continue over the forecast period, with an average annual growth rate of 1,065 residents per year over the period to 2026. Clarence Balance is expected to capture the majority of this growth with an average annual growth rate of 738 per annum with the majority of this growth captured in Sorell and Brighton.

Clarence catchment population, 2006-2026*

	Estimated population			Forecast population		
Catchment	2006	2011	2013	2016	2021	2026
Clarence (C)	50,780	52,780	53,540	54,590	56,190	57,490
Clarence Balance	31,870	34,660	35,980	38,290	42,140	45,890
Total catchment	**82,650**	**87,440**	**89,520**	**92,880**	**98,330**	**103,380**

	Average annual growth (no.)				
Catchment	2006-11	2011-13	2013-16	2016-21	2021-26
Clarence (C)	400	380	350	320	260
Clarence Balance	558	660	770	770	750
Total catchment	**958**	**1,040**	**1,120**	**1,090**	**1,010**

	Average annual growth (%)				
Catchment	2006-11	2011-13	2013-16	2016-21	2021-26
Clarence (C)	0.8%	0.7%	0.6%	0.6%	0.5%
Clarence Balance	1.7%	1.9%	2.1%	1.9%	1.7%
Total catchment	**1.1%**	**1.2%**	**1.2%**	**1.1%**	**1.0%**

**As at June*

Source: ABS; Department of Health & Ageing; MacroPlan Dimasi

Retail Expenditure Analysis

Retail Definition

Population is the primary driver for retail spending within the study area. The expenditure profile for residents has been developed according to retail spending categories sourced from MarketInfo, which is developed by Market Data Systems (MDS) and utilises a detailed micro simulation model of household expenditure behaviour for all residents of Australia

The expenditure profile of residents varies across Australia and is primarily determined by income. The authors have identified regional spending profiles within the study area based on the aggregation of MarketInfo small area retail estimates (i.e. built up from SA1 level).

In the Strategy, retail floorspace and spending is divided into three product categories, namely Food, Non-Food and Services. These three categories are defined as follows:

Retail Group and Retail Categories

Retail Group	Retail Categories
Food	
Food Retailing	Spending at supermarkets and food specialties on take-home food, groceries and liqour.
Food Catering	Spending for catering purposes including at cafes, restaurants and take-aw ay food outlets.
Non Food	
Non-food	Includes all non-food based retail products including clothing, apparel, homew ares, leisure goods and bulky merchandise.
Services	Includes spending on dry cleaning, hairdressers, video hire, clothing alterations etc.

Source: MacroPlan Dimasi

Bulky Goods/Showroom retailing refers to large format retail stores (typically greater than 1,000 sq.m), which general sell merchandise in the following product categories:

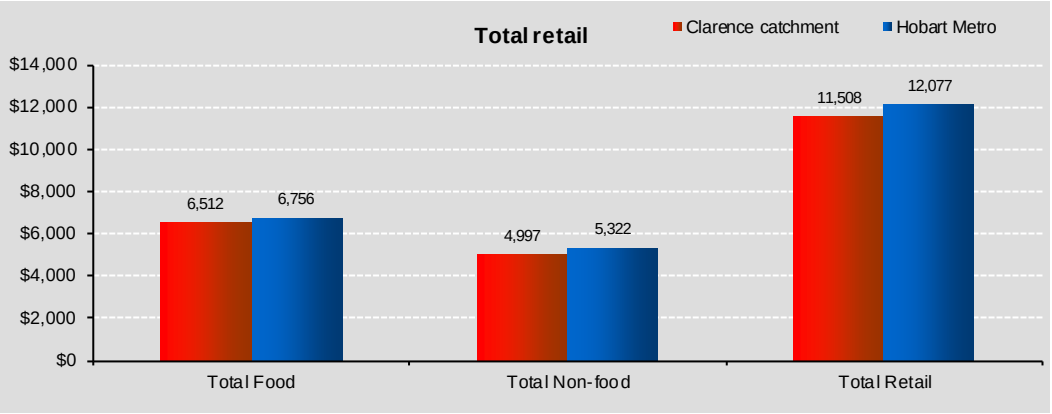
- Furniture and whitegoods;
- Hardware;
- Electrical goods, and
- Camping equipment.

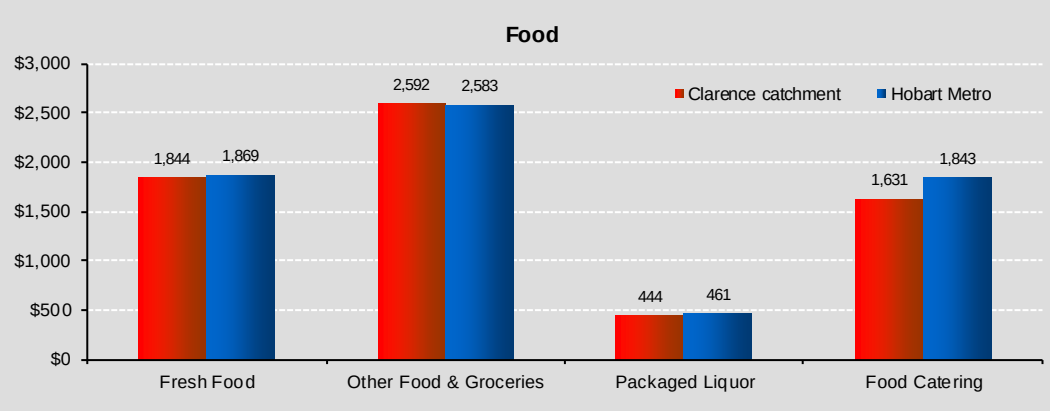
Retail Expenditure Analysis

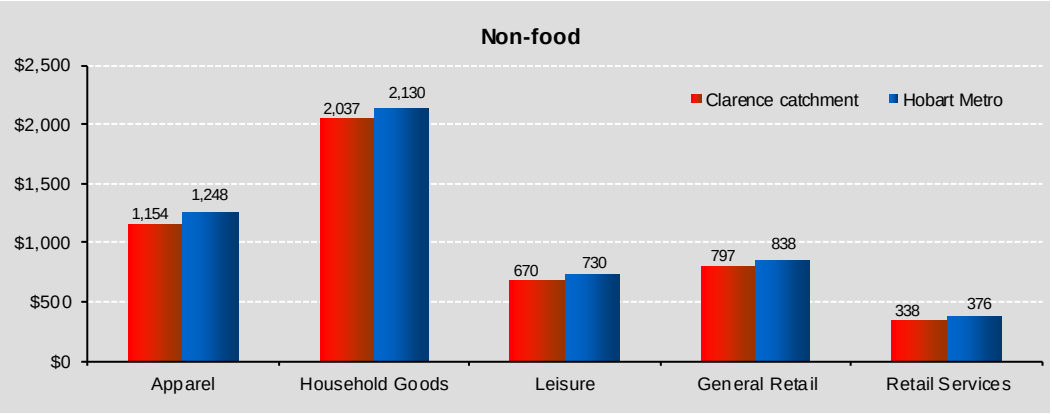
The figures and tables below presents a comparison of the retail expenditure characteristics per capita of study area residents with Hobart Metropolitan averages.

The following figure presents a comparison of the retail spending behaviour of study area residents with Hobart Metropolitan averages. The estimated level of total retail spending per person across the study area is $11,508. This comparison is below the Hobart average of $12,403, which is particularly prevalent in non-food retailing; this is likely driven by the proximity of these services within Clarence, in comparison to the average Hobart resident.

Clarence catchment - retail spending per person, 2011/12*







Including GST

Source: MarketInfo; MacroPlan Dimasi

The following table summarises the total retail spending capacity of the study area population, for the period from 2013 to 2026. Spending forecasts presented in this analysis are expressed in inflated dollars (i.e. assuming 2% inflation per annum).

The retail expenditure of the total study area population is currently estimated at $1.06 billion. This expenditure capacity is forecast to increase strongly over the forecast period to around $1.7 billion for the study area. Clarence consists of a total retail spend of $668 million (63% of the total study area spend) and is forecast to increase by 26 million per annum to the period 20256 where total retail expenditure will reach $1.012 billion.

The available retail expenditure of the study area population is projected to increase at an average rate of 3.7% over the forecast period and reflects the stronger growth rates in Clarence Balance sector.

Clarence catchment - retail expenditure ($M), 2012-2026*

	Forecast retail spend ($M)				Avg. ann. growth	
Catchment	2013	2016	2021	2026	($M)	(%)
Clarence (C)	668	737	863	1,012	26	3.2%
Clarence Balance	396	456	563	703	24	4.5%
Total catchment	**1,064**	**1,193**	**1,426**	**1,715**	**50**	**3.7%**

**Inflated dollars & including GST*
Source: MarketInfo; MacroPlan Dimasi

The table shown below presents total retail spending by the study area population across key retail commodity group. Total retail spending by study area residents is estimated to increase by $50 million per annum to $1.7 billion by 2026. As detailed, all categories are expected for growth of around 3.7% per annum.

Clarence catchment - retail expenditure by product group ($M), 2013-2026*								
Year ending June	FLG	Food catering	Apparel	Household goods	Leisure	General retail	Retail services	Total retail
2013	452	151	106	188	62	74	31	1,064
2014	469	157	110	195	64	77	32	1,105
2015	488	164	114	202	66	80	33	1,147
2016	508	170	118	210	69	83	35	1,193
2017	521	175	121	215	70	86	35	1,225
2018	542	183	126	223	73	89	37	1,272
2019	563	190	130	231	76	93	38	1,322
2020	585	198	135	240	78	97	40	1,373
2021	608	206	140	249	81	101	41	1,426
2022	632	214	145	258	84	105	42	1,481
2023	656	222	150	267	87	109	44	1,536
2024	680	231	156	277	90	113	45	1,593
2025	706	240	161	286	94	118	47	1,653
2026	733	250	167	297	97	123	49	1,715
Average annual growth ($M)								
2013-2026	22	8	5	8	3	4	1	50
Average annual growth (%)								
2013-2026	3.8%	3.9%	3.5%	3.6%	3.5%	4.0%	3.5%	3.7%

**Inflated dollars & including GST*
Source: MarketInfo; MacroPlan Dimasi

Supportable Retail Floorspace

For the purposes of this update MacroPlan Dimasi have maintained a consistent approach to the retail floorspace demand, however undertaking a detailed review of other reports we note that this assessment does not apply any escalation of retail expenditure or beyond trade analysis and is therefore considered a conservative approach. If you assume an escalation rate the total retail floorspace could be larger.

The amount of floor space that can be sustained within Clarence is directly dependent on the forecast population from a holistic approach, factoring per capita floorspace ratios into the equation, and considers the minimum amount of floorspace that should be provided within Clarence based on the expected population growth.

To translate the previously estimated retail expenditure pool into an estimate of retail floorspace demand, MacroPlan Dimasi has applied appropriate industry standard retail floorspace provisions. These provisions are the threshold levels of desired people per sq.m of floorspace and are based on our retail experience, standard industry data sources and knowledge of the trading performance within the Clarence area.

MacroPlan Dimasi has applied the following provisions for each retail category to determine the total retail floorspace demand across the study area:

- Supermarkets – 0.35 sq.m/ person.
- Food retail specialties – 0.15 sq.m / person.
- Food catering – 0.25 sq.m / person.
- Total food retailing – 0.75 sq.m / person.
- Department store / Discount department store – 0.30 sq.m / person.
- Non-food specialties – 0.35 sq.m / person.
- Bulky Goods – 0.65 sq.m / person.
- Retail Services – 0.15 sq.m / person.
- Total retail floorspace – 2.2 sq.m / person.

These estimates reflect the typical pattern observed in such sub-metropolitan areas, and allow for the fact that initial trading levels will be lower than full-established levels, but will grow steadily. It should be noted that these provisions represent an average for established retail facilities trading successfully.

Based on the growth in the available expenditure, the demand for retail floorspace is expected to be limited, with additional demand of over 8,700sq.m of retail floorspace generated from within Clarence by 2026.

The table below details the distribution of retail floorspace that would be expected from within the study area. Whilst some of the demand will be directed to the Hobart CBD through worker spend and occasional shopping trips, the majority of

floorspace demand would be expected to be contained and developed from within the study area, both though the enhancement of existing centres, and the development of new centres.

Within the study area, there is a requirement for a significant increase in total retail floorspace to be provided in Clarence and surrounding areas, with demand for an additional 30,500 by 2026.

Floorspace Requirement by Tenancy Type

	Provision Rate	2013	2016	2021	2026
Population		**89,520**	**92,880**	**98,330**	**103,380**
Food Retailing					
Supermarkets	0.35	31,332	32,508	34,416	36,183
Food Retail Specialties	0.15	13,428	13,932	14,750	15,507
Food Catering	0.25	22,380	23,220	24,583	25,845
Total Food Retailing	0.75	67,140	69,660	73,748	77,535
Non-Food Retailing					
Department Stores / DDS	0.30	26,856	27,864	29,499	31,014
Non-Food Specialties	0.35	31,332	32,508	34,416	36,183
Bulky Goods	0.65	58,188	60,372	63,915	67,197
Total Non-Food	1.30	116,376	120,744	127,829	134,394
Retail Services					
Retail Services	0.15	13,428	13,932	14,750	15,507
Total Retail Floorspace	**2.20**	**196,944**	**204,336**	**216,326**	**227,436**

Source: MacroPlan Dimasi

Section 5: Specific Centre Review

Centre Competitiveness Methodology

The authors have assessed the competitiveness of key activity centres in Clarence based on a range of economic, social and environmental indicators that help assess their performance as an activity centre, and assists in guiding recommendations for the future development of these centres.

The indicators are broadly based on strategic policy directions in the role and function of an activity centre detailed in the following table.

Competitiveness Methodology			
	Indicator	Description	Statistical measurement
Economic	Economic Activity	Encourage economic activity, business synergies and economies of agglomeration.	Number of jobs in centre and primary trade area population.
	Economic Profile	Should provide for a strong residential catchment with review of growth potential	Number of residents within a centre catchment.
	Higher order commercial offer	Should provide for a mix of employment including commercial floorspace.	Number of commercial office jobs
	Anchors and retail network	Should provide anchors (retail and non-retail) to support economic development	Number, size and type of anchors as well as total retail floorspace.
Social	Accessibility	Should provide anchors (retail and non-retail) to support economic development	Number, size and type of anchors as well as total retail floorspace.
	Community Facilities	Should provide a range of community and entertainment facilities.	Number and form of community facilities.
Enironmental	Optimise public transport networks	Should integrate public transport into everyday life. Public transport networks	Journey to work profile
	Reduce private vehicle trips	Reduce the number of private vehicle (car) trips to and from activity centres.	Journey to work profile

Source: MacroPlan Dimasi

In the full assessment, activity centres are awarded a score up to 5 against 8 performance indicators resulting in a total possible score of 40. Applying this approach, a score of 15 is therefore a critical threshold. Below this, the future success of the centre without significant public or private investment is questionable. The following table provides an interpretation of scores.

Activity Centre Assessment Criteria		
	Characteristic	Total Score
Exemplar	The activity centre is a leading example with a diverse range of key competitive advantages and characteristics that together achieve success in the market. These advantages should continue to be emphasised and enhanced.	27 – 40
Successful	The activity centre performs well in a broad range of key indicators. While its current performance is good, there are a number of areas that can be improved. These can generally be readily rectified and improved through minor amendments and adjustments.	23 – 27
Positive	The activity centre is performing positively but has a range of areas of improvement. The centre has many key advantages that can facilitate further development. While its development is constrained by a range of factors, the centre can improve its performance through strategic amendments and adjustments.	20 – 23
Marginal	The activity centre contains a range of positive and negative characteristics with overall performance being marginal. Development should focus on limiting the effects of its negative characteristics and aim to further nurture its positive characteristics.	15- 20
Testing	The activity centre contains few key competitive advantages. Significant investment and strategies are required to transform the activity centre.	10 – 15
Challenging	The activity centre contains little to no key competitive advantages. This will seriously inhibit its success in the market without significant public or private intervention.	5 – 10
Almost impossible	The activity centre contains no key competitive advantages. This will prevent its success in the market. Its designation as an activity centre should be reconsidered.	0 – 5

Source: MacroPlan Dimasi

Consideration of Constraints

The authors acknowledge that activity centres may not necessarily be able to accommodate all of the retail floorspace growth required due to land constraints, planning intentions and other market factors (i.e. financing difficulties, developer attraction, etc.). As a result estimate of retail floorspace accommodated within each activity centre will need to consider these constraints to ascertain a realistic level of retail floorspace that could be delivered.

Specific Centre Competitiveness

Rosny Park / Eastlands

Rosny Park is the largest centre outside of Hobart and has the largest enclosed shopping centre in Tasmania.

The assessment resulted in a total score for Rosny Park Activity Centre of 26 out of 40 with all bottom lines (economic, social, environmental) performing moderately above average. This places Rosny Park Activity Centre within the 'Successful' assessment category – above the critical 15 point threshold. This indicates that the centre is currently performing well as a Principal Activity Centre supporting Hobart but should be encouraged to improve particular areas.

Rosny Activity Centre competitiveness

Indicators	Score	Comments
Economic indicator		
Employment profile	4.0	57% white collar employment 20% pink collar employment 21% blue collar employment.
Economic activity - Population catchment	4.5	85,000+ residents in Main Trade Area (regional catchment).
Higher order commercial offer	3.0	Regional commercial, government and health employment.
Anchors and retail network	4.5	Anchored by sub-regional Eastlands Shopping Centre, with total retail of 30,060sqm but additional catering for Cafés and Restaurants.
Social indicator		
Accessibility	2.0	The bus interchange limits accessibility within the centre and is not integrated with other uses.
Community Facilities	3.5	Good community facilties including health, education and some entertainment offer. However, given the position within the retail hierarchy, there is potential for increases in community facilties, particularly entertainment offer.
Environmental indicator		
Optimise public transport networks	2.5	10% of journey to work trips in are via public transport
Reduce private vehicle trips	2.0	90% of journey to work trips by private vehicle.
Triple Bottom Line (totals)		
Economic	16.0	Performs well with high economic activity and high levels of commercial and government services. However, its retail provision is limited.
Social	5.5	Accessibility within and to the centre is good with its main issue relating to Railway Road. There is also a good level of higher residential density within the centre.
Environmental	4.5	Use of public transport and private vehicles is relatively in line with other TOD-oriented Major Activity Centres.
Activity Centre Rating	26	**Successful:** The Activity Centre contains a range of positive characteristics. Being the largest asset within Clarence, development should focus on encouraging employment and community uses and aim to further nurture its positive characteristics.

As highlighted in the previous table, Rosny Activity Centre performs successfully as a Principal Activity Centre (PAC). Its key strength is in the high number of jobs within its boundary with the centre having highest number of jobs compared to the other Activity Centres. This is further enhanced given the close proximity of Hobart CBD.

It should be noted that whilst its performance is rated 'Successful', it does not necessarily mean that its overall performance as a PAC is significantly lacking. However from a retail perspective, there is an increasing competitive market given the development of the Cambridge Park Bulky Goods Centre along the Tasman Highway drawing much of the non-food expenditure pool out of the Activity Centre.

The key tenancy market gap has been identified as a major Department Store. Rosny should be considered as the only recommended location if Clarence is able to attract a major Department Store tenant.

Howrah / Shoreline

The assessment of the competitiveness of the Howrah Activity Centre is based on policy objectives. MacroPlan Dimasi's assessment resulted in a total score for Howrah Activity Centre of 18 out of 40 with all bottom lines (economic, social, environmental) performing marginal to averages. This indicates that the centre can improve in a number of areas.

Howrah Centre competitiveness

Indicators	Score	Comments
Economic indicator		
Employment profile	3.0	57% white collar employment 21% pink collar employment 21% blue collar employment.
Economic activity - Population catchment	3.0	27,000 residents in Main Trade Area (very strong NAC catchment).
Higher order commercial offer	2.0	Local retail, commercial and government employment.
Anchors and retail network	3.5	Anchored by a well performing Woolworths supermarket with a strong residential catchment.
Social indicator		
Accessibility	2.0	Strong road connections, with adequate car parking facilities..
Community Facilities	2.0	Basic community facilities with some night time activity, including the Howrah recreational facility.
Environmental indicator		
Optimise public transport networks	1.0	8% of journey to work trips in are via public transport
Reduce private vehicle trips	1.5	92% of journey to work trips by private vehicle.
Triple Bottom Line (totals)		
Economic	11.5	Has well performing convenience retail provision with high critical mass of population.
Social	4.0	Low performing social indicator, reflecting its position as a NAC and its proximity to Rosny.
Environmental	2.5	Use of public transport and private vehicles is in line with other Neighbourhood Activity Centres.
Activity Centre Rating	18	**Marginal:** The activity centre is performing positively but has a range of areas of improvement. The centre has many key advantages that can facilitate further development as a NAC. However, its development is constrained by a range of factors, including available land.

The provision of only one full line supermarket for this catchment results in a high level of expenditure escaping to other retail facilities beyond Howrah, and reinforces the potential for an additional supermarket based centres within this general area.

Lindisfarne

The assessment resulted in a total score for Lindisfarne Activity Centre of 21 out of 40 with all bottom lines (economic, social, environmental) performing moderately above average. This places Lindisfarne Activity Centre within the 'positive' assessment category – above the critical 15 point threshold. This indicates that the centre is currently performing in line with or slightly above other Neighbourhood Activity Centres.

Lindisfarne Centre competitiveness

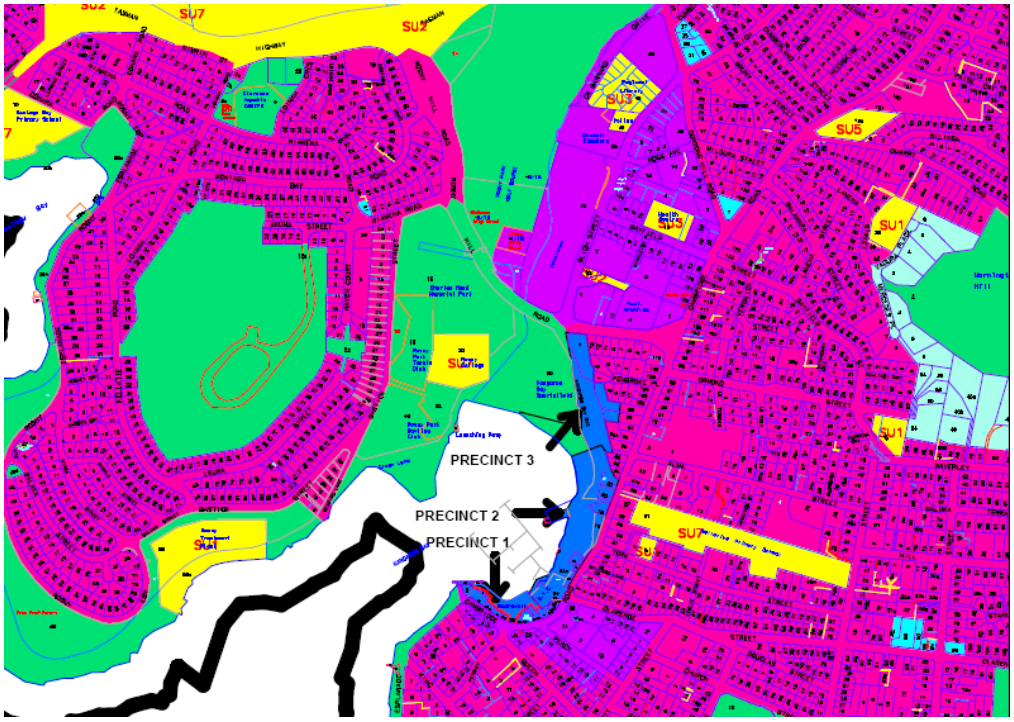
Indicators	Score	Comments
Economic indicator		
Economic activity - Number of jobs	4.0	58% white collar employment 20% pink collar employment 20% blue collar employment.
Economic activity - Population catchment	3.0	13,000 residents in Main Trade Area (local catchment).
Higher order commercial offer	2.0	Local retail and commercial employment.
Anchors and retail network	4.0	Anchored by Woolworths supermarket with limited supporting specialty offer and a small IGA X-Press convenience store.
Social indicator		
Accessibility	2.0	Primarily car based visitation.
Community Facilities	2.0	In line with other Neighbourhood Activity Centres
Environmental indicator		
Optimise public transport networks	1.5	9% of journey to work trips in are via public transport
Reduce private vehicle trips	2.0	91% of journey to work trips by private vehicle.
Triple Bottom Line (totals)		
Economic	13.0	Performs well with high economic activity and good retail provision.
Social	4.0	Amentiy can be improve, which is currently identified within Council plans.
Environmental	3.5	Use of public transport and private vehicles is relatively in line with other Neighbourhood Activity Centres.
Activity Centre Rating	21	**MARGINAL / POSITIVE:** The activity centre is performing marginally but has a range of key advantages that can facilitate further development as a NAC. Its development should focus on continued market penetration into the local catchment.

As highlighted in the previous table, Lindisfarne Activity Centre currently performs in line with other NACs. It has a relatively solid economic base with a good mix of retail.

Source: Clarence City Council

Bellerive

Bellerive Village retains a village type character. The walkway linking the area to Rosny Park is a significant upgrade.



Source: Clarence City Council

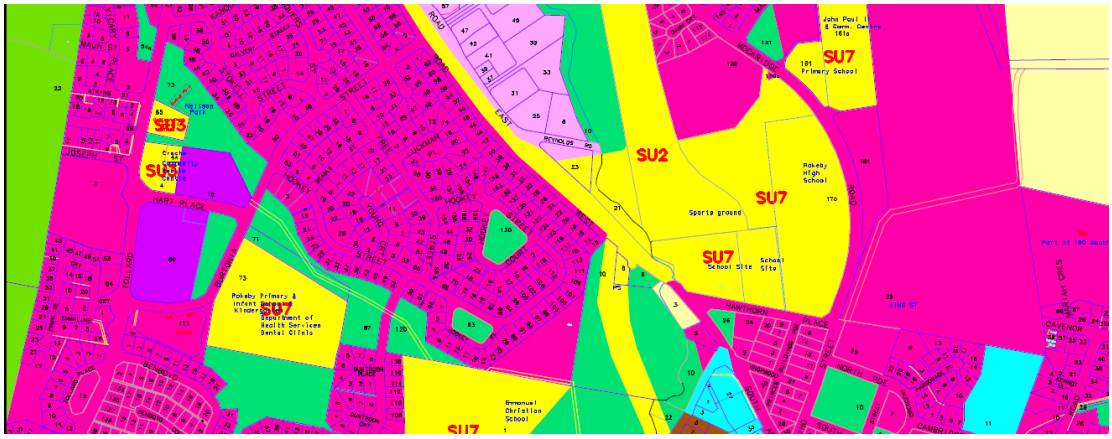
Rokeby

Rokeby is located in the Southern area of the municipality and is bisected by the South Arm Highway. It contains a small number of retail and commercial outlets the majority of which are along the highway in the local business zone.

There is a small area of land zoned commercial as shown in the following image, however this is not considered to be ideally suited for the following reasons:

- Poorly located in relation to a major transport route – access to the Commercial zone is via Burtonia Road, off Rokeby Road and through an established residential area.
- The land is not centrally located – being on the outskirts of the residential area and within 100 metres of the Landscape Skyline Conservation Zone.
- The area is not of a sufficient size to provide for a supermarket complex with an anchor tenant, specialty stores, car parking etc. and it is very unlikely that this land would be developed for retail purposes without an anchor tenant expressing an interest in moving to the site.

- The land has been zoned Commercial or similar for some decades and no activity centre has been developed.

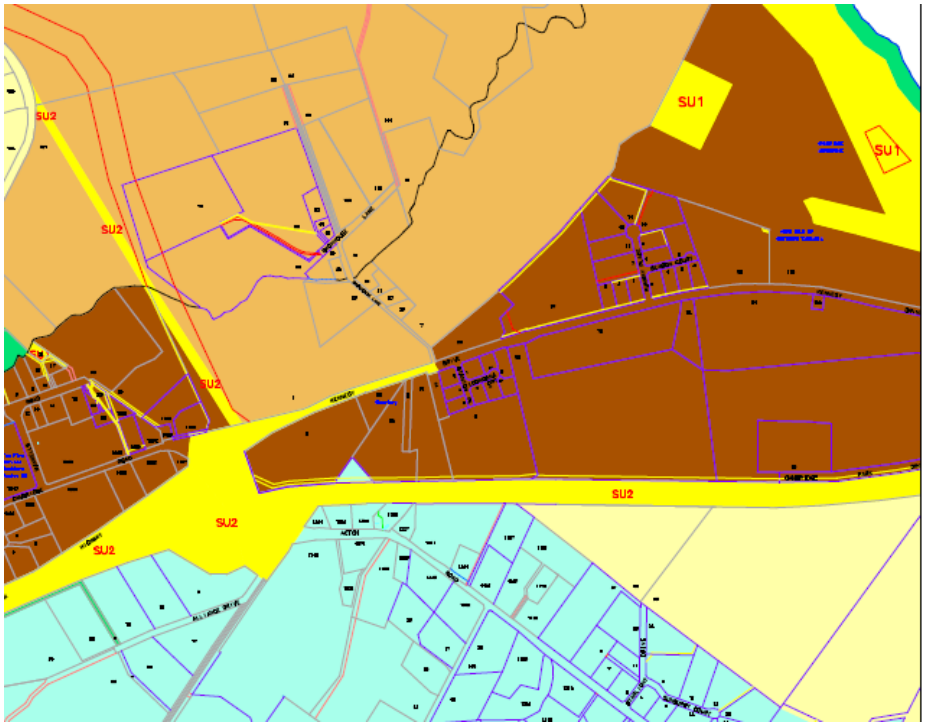


Source: Clarence City Council

Cambridge Park

The area of Cambridge Park as shown in the following image, has developed relatively rapidly mainly via the construction of the Big Box Retail Homemakers Centre, containing Harvey Norman, K&D Warehouse and other large retailers. Subsequently a number of businesses have also established in the area. The businesses consist of administrative headquarters, business parks and other commercial type activities.

The area is zoned Industry and it is not considered that the zoning most appropriately reflects the type of use and development which has and or is likely to establish in the area. It is considered that the following types of uses are more likely and more appropriate to occur in this 'precinct' - warehouses, distribution centres, administrative headquarters, bulky goods retail outs (this is not intended to be a representative list). Although some of these uses could be provided for within the current Industry Zoning, it is considered that this would negatively impact upon the overall integrity of the Industry Zone. It is considered that more appropriate zoning controls either via the introduction of a new zone or precinct overlay be included within the scheme.

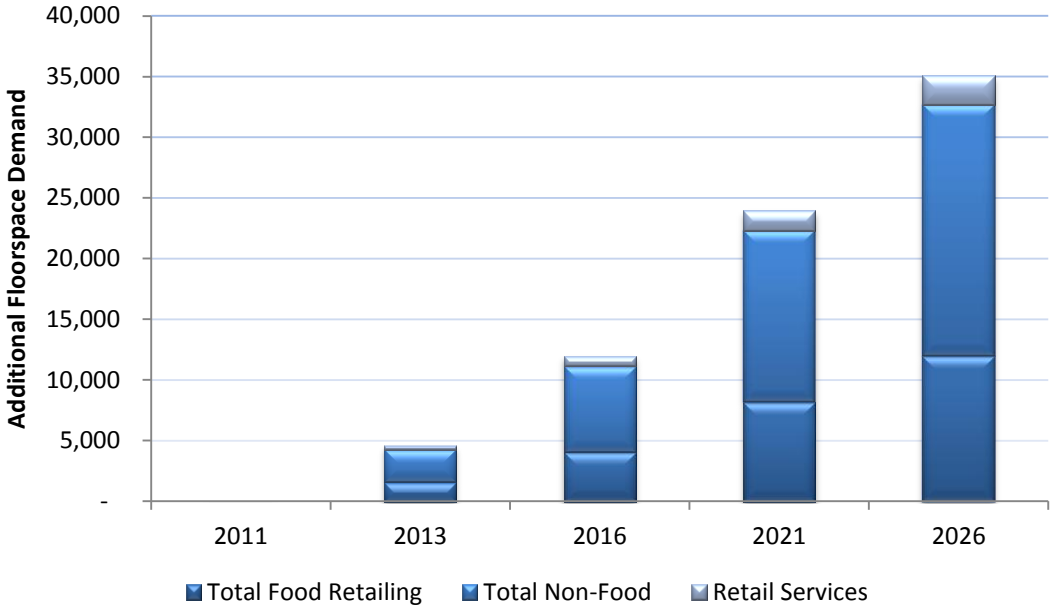


Source: Clarence City Council

Retail Opportunities

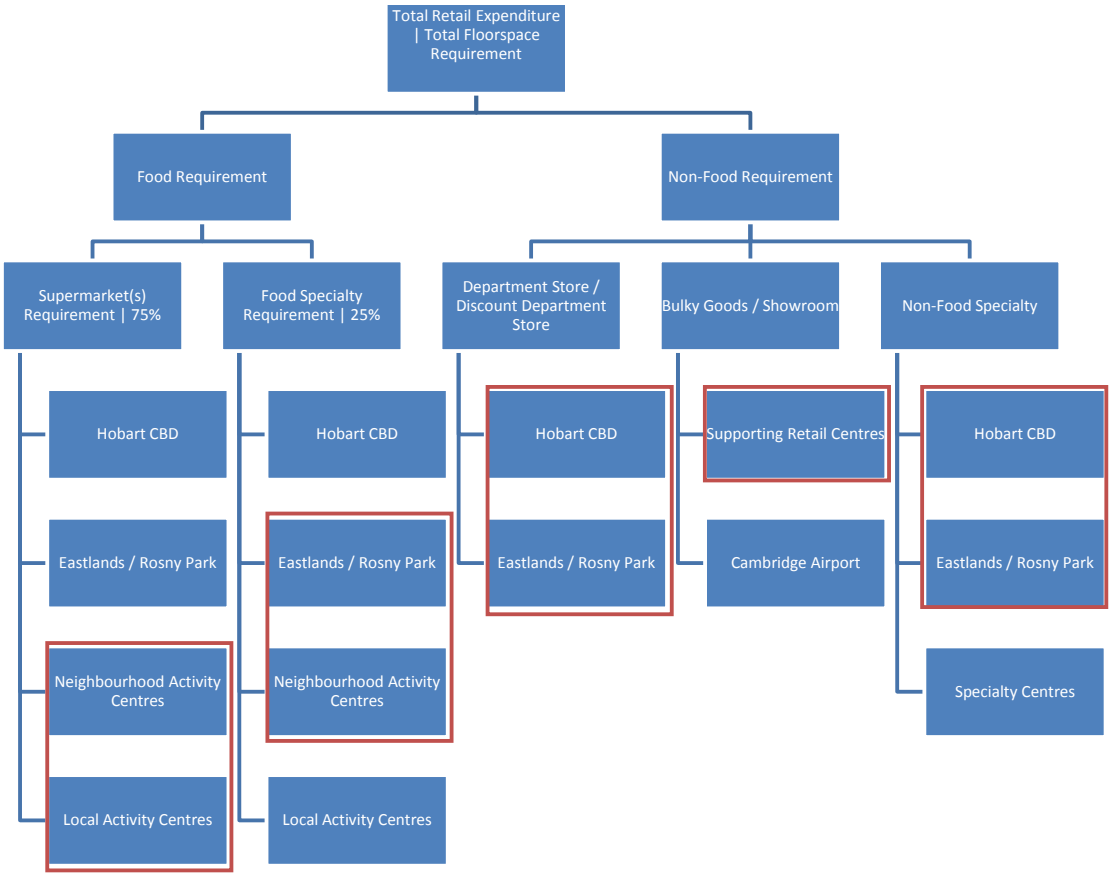
The modelling and analysis of growth in retail expenditure based on the assessments outlined above confirm the need for some increases in the retail floorspace requirement. In view of the limited increase in population within Clarence, a reasonable timeframe for analysis is between 10 – 15 years, therefore forecast floorspace requirement is analysed until 2026.

This analysis assumes that existing levels of expenditure injection and escape expenditure are maintained, reflecting the current strong retail offer in Clarence and proximity of residents to Hobart.



Source: Department of Health and Ageing, ABS, MacroPlan Dimasi

The floorspace requirement has been based on an average provision rate for established retailers within the relevant retail categories. Based on the analysis, the additional floorspace requirement to 2021 is forecast at approximately 24,000 sq.m. This would include supermarket and non-food retail.



Source: MacroPlan Dimasi

As identified in the floorspace allocation methodology above, there are a range of forms with which the floorspace requirement may be allocated, including:

- Between food and non-food
- Between centre type
- New centre development verse expanded existing centre.

Food and Grocery

The majority of food requirement is directed towards supermarkets, accounting for approximately 75% of food and grocery requirements. The remaining 25% should be directed towards food specialties. In particular, neighbourhood and local activity centres should be the focus for increased food retailing, with higher order centres currently providing an adequate level of food retailing.

In the short to medium term, there is a requirement for additional food retailing, likely to support the development of a new Neighbourhood Activity Centre in addition to the proposed Lauderdale centre.

Long term requirements for food retailing are unlikely to warrant the development of multiple additional Neighbourhood Activity Nodes, however local strip shopping and convenience facilities are encouraged within growing areas to provide for top up shopping needs.

Non-Food

The non-food requirement is not in itself significant enough to encourage or sustain the development of new higher order retail centres. Therefore, additional demand for non-food retailing should be directed towards the continued vitalisation within existing activity centres, and supporting any potential new Neighbourhood Activity Centre.

It is recommended that the primary aim of the non-food requirement should be the injection of activity within existing centres. This is particularly relevant for core activity centres within Clarence to maintain competitiveness given the potential of airport lands to further establish their non-food offer, including potentially 'factory outlet' retailing.

Importantly, the identification of additional non-food retailing should focus on the provision of facilities that provide a wider net community benefit (i.e. entertainment, community facilities and services).

Market Gaps and Opportunities

This review has detailed population and retail trends within Clarence, confirming the need for an additional Neighbourhood Activity Centre (in addition to the proposed Lauderdale Centre) to support the existing activity centre hierarchy.

A number of factors must be considered in understanding where a new activity centre and retail facilities should be located, including:

- Population capacity.
- Population growth and development trends.

- Existing shopping and travel patterns.
- Ability to provide mixed use outcomes, including social and community uses.
- Implications on the existing activity centre framework.
- Provide a 'distributed' system of retail centres.
- Supported by the existing community, and will also support the growth within the catchment.
- The role and function of existing centres and if it is an appropriate extension to the existing retail hierarchy.

Based on the previous review, it is clear southern Clarence would provide the most appropriate location to deliver these facilities, supported by the existing Shoreline Shopping Centre trading at well above average benchmarks, a proposed centre at Lauderdale and the potential for additional population growth in the area. The next section reviews the southern Clarence area in more detail to provide recommendations for activity centre development.

Southern Clarence Neighbourhood Activity Centre (NAC)

Whilst the focus for this study is placed on future retail floorspace requirements serving Clarence, the strong performance of supermarkets within southern Clarence, including Shoreline Shopping Centre, requires further attention on the ability of these existing supermarkets to adequately serve the market. Shoreline Shopping Centre, particularly the supermarket within the centre, is trading at well above average levels being the only major supermarket south of Rosny, and is not likely to adequately serve the southern Clarence market into the future.

It has been previously identified through the Resource Planning and Development Commission (CLARENCE PLANNING SCHEME, AMENDMENT A-2008/25 & PERMIT APPLICATION D-2008/97, LAUDERDALE SHOPPING CENTRE) that there is a requirement for additional supermarket facilities. The figure below details southern Clarence and identifies a key investigation area for the development of this new Neighbourhood Activity Centre.

To understand the requirements of the Southern Clarence area for retailing, a discrete trade area has been defined that takes into account the role and function and natural catchment of the southern area and therefore ensures the economic viability of the retail hierarchy.

Southern Clarence Trade Area Map

Source: MacroPlan Australia 2010

Competitive Context

This section specifically focuses on the surrounding neighbourhood and supermarket based centre competition within southern Clarence. This provides an understanding of the key facilities which would compete and hence be affected by an additional neighbourhood centre.

The provision of retail facilities available within the southern Clarence trade area and retail facilities of relevance for trade area residents is detailed within the Clarence Retail Analysis and again in the Southern Tasmania Regional Land Use Strategy.

Based on these documents and site visits, the primary location for residents to undertake their FLG retailing in southern Clarence is at Shoreline Shopping Centre, with a number of smaller centres at Rokeby, Howrah and Lauderdale. Rosny Park also fulfils a higher and lower order shopping destination for residents of the trade area.

Shoreline Shopping Centre

Shoreline Shopping Centre is a neighbourhood centre along Shoreline Drive in Howrah. It is anchored by a Woolworths (3,434sq.m) supermarket. The centre also has 731sq.m of specialty floorspace including newsagents, chemist and bakery.

Lauderdale

Lauderdale is a planned neighbourhood centre located approximately 9km south of Shoreline Shopping Centre and is expected to be anchored by a Woolworths supermarket. It is understood that a development application for this centre will be submitted to Council shortly.

Market Potential within Southern Clarence

This section focuses on the analysis of retail floorspace need with the southern Clarence area, and also the potential for an additional Neighbourhood Centre (in addition to the Lauderdale Centre), including and implications that may occur as a result of its development.

The following table details the potential size and scale of retail that is supported from a sustainability perspective in the southern Clarence area.

Southern Clarence Floorspace Requirements				
	2011	**2013**	**2016**	**2021**
Population	**33,060**	**33,960**	**35,100**	**36,950**
Food Retailing				
Supermarkets	11,571	11,886	12,285	12,933
Total Food Retailing	24,795	25,470	26,325	27,713
Non-Food Retailing				
Total Non-Food	42,978	44,148	45,630	48,035
Retail Services	4,959	5,094	5,265	5,543
Total Retail Floorspace	**72,732**	**74,712**	**77,220**	**81,290**
Neighbourhood / Local Centre Requirement				
Market Share	27%			
Total Neighbourhood Centre Requirement	19,638	20,172	20,849	21,948
Market Share	20%			
Total Neighbourhood Centre Requirement	14,546	14,942	15,444	16,258
Existing & Proposed Neighbourhood Centre Provision				
Shoreline Shopping Centre GLA	4,165			
Lauderdale Neighbourhood Centre (p)			3,975	
Neighbourhood Centre Market Gap				
Over/Under Supply	**-10,381**	**-12,361**	**-10,894**	**-14,964**

Source: Department of Health and Ageing, ABS, Cordells, MacroPlan Dimasi

Since the previous report was published there has been a neighbourhood centre approved in Lauderdale and is expected to be completed by late 2014.

Previously in this report it is stated that a retail catchment of 8,000 – 10,000 total residents is a general benchmark for being able to support a supermarket based centre. Based on this benchmark, the current southern Clarence trade area population would clearly support (3) supermarket based centres.

The development of an additional neighbourhood centre (in addition to the proposed Lauderdale Centre) will have implications on the existing retail hierarchy. Implications could include:

- It is highly likely that new centres entering the market will trade at levels significantly below the average identified as each centre attempts to

establish a market share. Conversely, existing centres which have strong and established shopping patterns are likely to continue to trade at levels above the calculated average.

- Furthermore, a centre or retailer has a number of possible actions which it may take in order to mitigate the extent of the introduction of a new centre or may eliminate it all together. Expansions and improvements may be undertaken at other centres throughout the region, and all of those factors can change the nature of the impact of the new centre being developed or expanded.

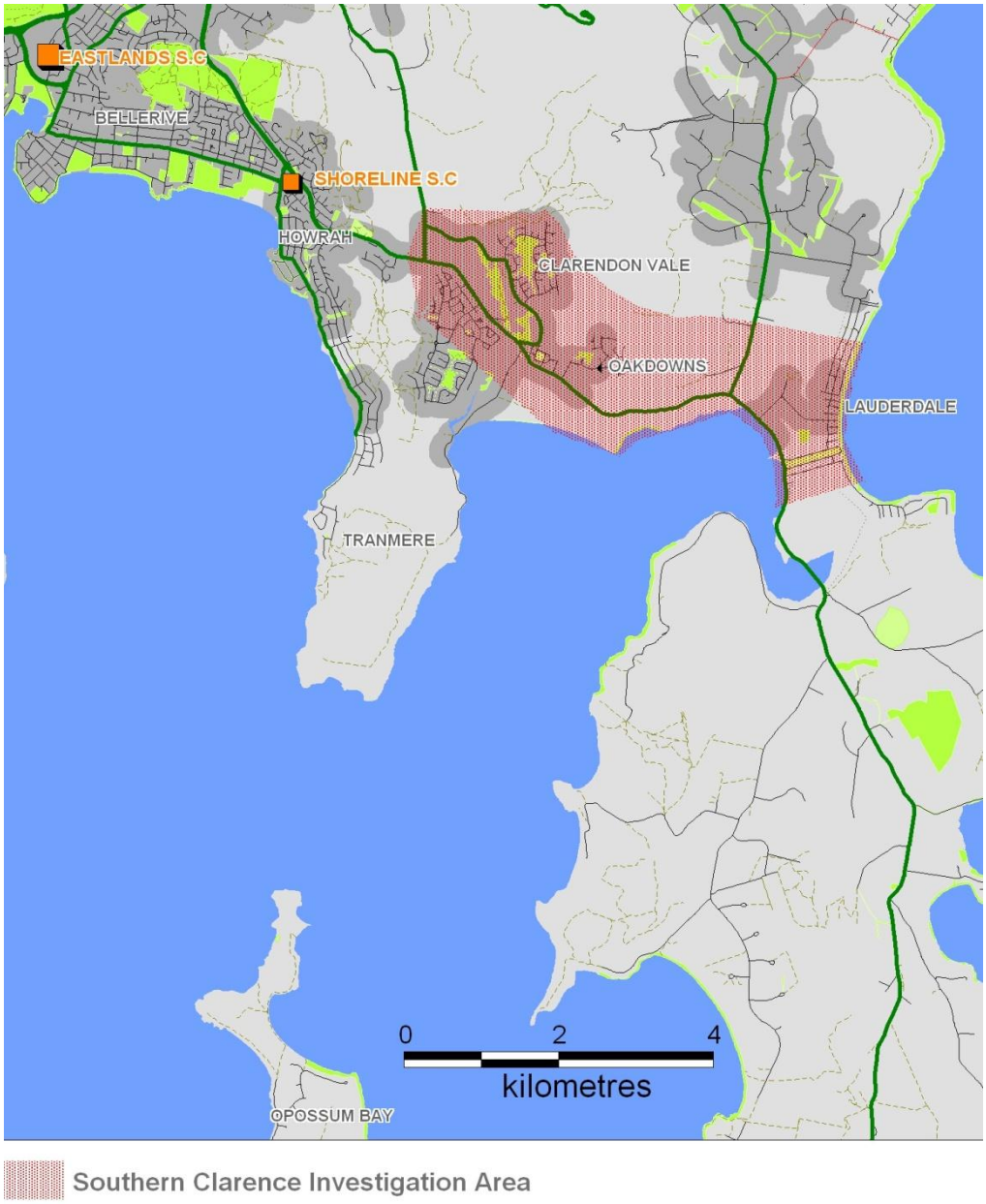
- If a centre is currently trading very well, such as Shoreline Shopping Centre, which is understood to be trading at levels in excess of $12,000 per sq.m, then the ability for centres to absorb an impact is much greater than centres trading poorly.

- In all likelihood, and certainly based on the forecast growth in available FLG spending, the average trading level would continue to grow for all retail facilities within the southern Clarence area.

- With only one major operator currently represented in southern Clarence, and the planned centre at Lauderdale is also understood to be anchored by a Woolworths, it is therefore likely that a new centre would be anchored by a different supermarket operator creating better competition for the community.

Having identified a need for additional third neighbourhood centre in Southern Clarence, the next step is to identify a potential location for the centre. The figure below details southern Clarence and identifies a key investigation area for the development of this new Neighbourhood Activity Centre.

Southern Clarence Investigation Area



Source: MacroPlan Australia 2010

To understand the drivers behind this submarket, key indicators for the investigation area include:

- Existing built up urban areas are located within Glebe Hill, Rokeby, Oakdowns, Clarendon Vale, Lauderdale and Acton Park.

- The approved and proposed subdivisions are generally within the urban growth boundary and would be served by the existing Shoreline Shopping Centre and a potential new centre.

- Associated mix of social and community uses should also be considered as integral into the development of activity centres to take advantage of the catchment that food attracts.

- Lack of extensive retail offering south of Shoreline at Howrah, with an emphasis on Seven Mile Beach, Lauderdale, South Arm and further afield.

The previous section outlined a range of key indicators for appropriate activity centre development. Central to this is the ability to provide a genuine mixed use centre with a range of community and social uses. Generally activity centre components consist of the following attributes to maximise economic and community benefits.

Critical Mixed Use Components

Summary

There is no exact science as to where the centre should be located, however a number of key principles should guide the location of a new centre, such as:

- Ability to provide mixed use outcomes, including social and community uses.

- Population growth and development trends.

- Existing shopping and travel patterns.

- Implications on the existing activity centre framework.

- Desire of a Commercial developer to locate in a particular area

- Availability of land
- Patterns of demand
- Market demand

As a Shopping Centre is only discretionary in the Commercial Zone; an area of land would require rezoning or the commercial zoned land at Rokeby be developed, for an activity centre to be established.

The existing commercially zoned land at Rokeby is considered inappropriate for the development of a new activity centre as:

- it is located immediately within an existing residential area;
- Is on the outskirts of the residential area;
- has limited access being located on a minor road;
- is poorly serviced by any existing public transport routes and likely to continue; and
- No commercial interest has been shown in its development for its zoned purpose, although having been zoned Commercial for some decades.

Having a land inappropriately zoned is not considered to make the best use of the City's available assets and as such it is considered that the land should be rezoned from commercial to residential.

This land is the last remaining undeveloped commercially zoned land within the city and as such removing it would extinguish the opportunity for a new activity centre to be developed in Southern Clarence. It is therefore recommended that new parcels of land be rezoned to Commercial in Southern Clarence.

There are three potential areas (as shown in the figure below) in which this new Activity Centre could be located. These are:

1. Rokeby;

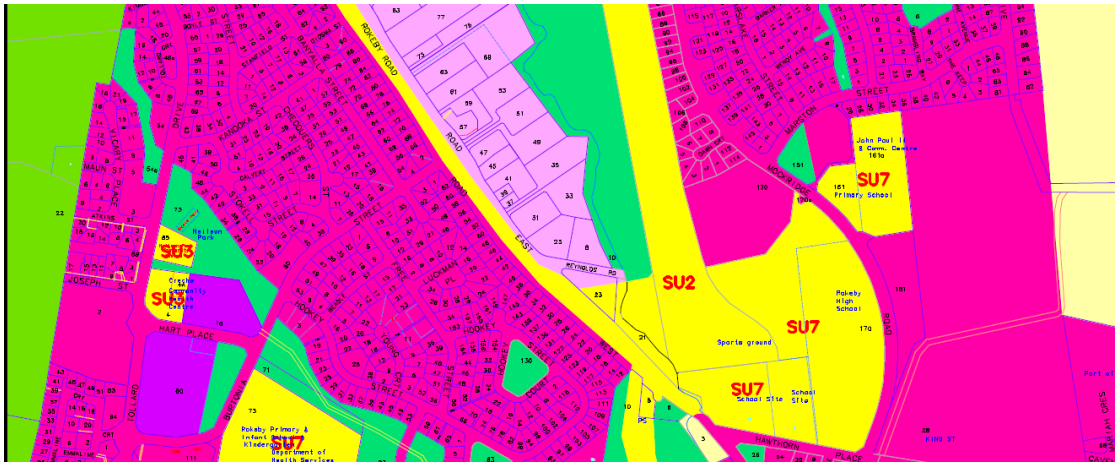
2. Oakdowns; and

3. Glebe Hill

Rokeby

Rokeby is located close enough to the existing Neighbourhood Activity Centre at Howrah, such that a new Activity Centre would significantly impact upon its trade and the existing retail hierarchy.

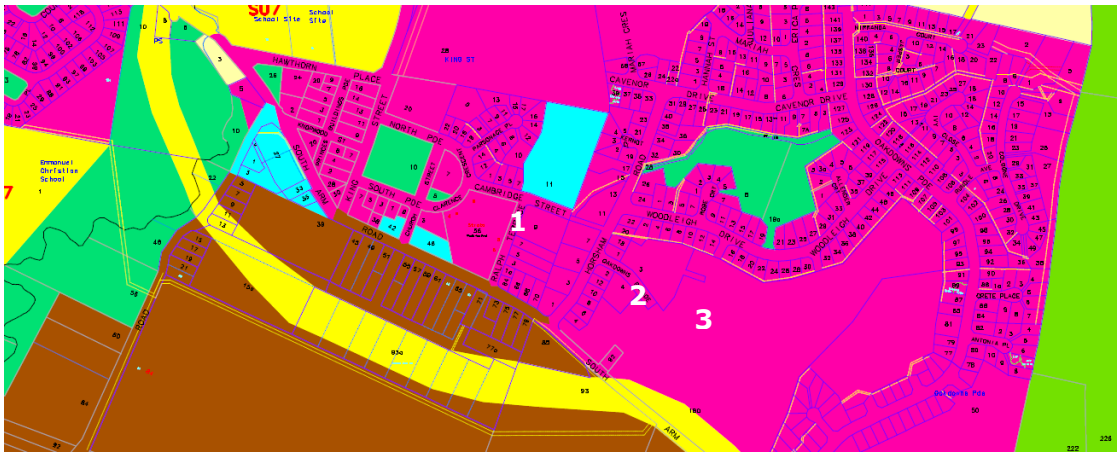
The land to the west zoned residential has all been developed as has land to the east zoned Low density Residential. The only parcels of sufficient size are currently either zoned Special Use; for a future road and school or Recreation. This can be seen in the following image.



Source: Clarence City Council

Oakdowns/Rokeby

There are three parcels of land along South Arm Road in Oakdowns/Rokeby which are zoned Local Business.



Source: Clarence City Council

The three Local Business Zones as shown in the figure above have the approximate following areas.

1. 1.2ha
2. 1400 sq.m
3. 2700 sq.m

Areas 2 and 3 are not considered of sufficient size to support a new Activity Centre and are somewhat disjointed.

Area 1 has good frontage to a major transport route, is on an intersection, and is possibly of adequate size to provide for a new Neighbourhood Activity Centre. The significant drawback for the site is that it is comprised of seven separate titles all of which have been developed to differing degrees. The largest of these titles is approximately 2500 sq.m which is not considered large enough for major supermarket to establish. Although it would be possible for titles to be combined and existing buildings demolished to provide for the establishment of a new Neighbourhood Activity Centre, it is more likely that even if the site was rezoned to Commercial it would remain as a Local Activity Centre. It is also important to note that although a Shopping Centre is prohibited in the Local Business Zone a shop is not, a supermarket such as Coles or Woolworths could have established in the locale for the entire time that the land has been zoned Local Business, this has not occurred and this is another reason for concluding that a major supermarket is unlikely to establish in this locale.

A new Neighbourhood Activity Centre in this locale is likely to have a greater impact upon the trade of the Shoreline Shopping Centre to the northwest in Howrah than if one established further to the south.

To the south of this locale on the eastern and western sides of South Arm Road is residential land and the Police Training Academy respectively. It is considered most appropriate that these areas continue to be developed for their zoned purposes as access off South Arm Highway in this area would be difficult to achieve and there are no existing intersections available to provide for access.

Glebe Hill

Glebe Hill is a developing residential estate located approximately 10km east of the Hobart CBD. The proposed commercial zoning applies to approximately 4.35 hectares of land in the Glebe Hill estate at Howrah, bound by Pass Road to the east and South Arm Highway to the south.

The proposed Glebe Hill centre was not known to be available at the time of the previous retail analysis. It is now understood that subsequent to a number of land swap arrangements to enable the South Arm Highway development, the site has since become available.

Since this site has become available MacroPlan Dimasi has completed an impact assessment on the proposed Glebe Hill centre. Whilst it has been our previous view that only one neighbourhood centre would likely establish within southern Clarence, within this assessment it considered and tested the implications of a given development plan at Glebe Hill on the planned retail hierarchy.

Based on this additional review, it is in MacroPlan Dimasi's view that the development of the proposed Glebe Hill site does not necessarily undermine the long-term potential for the retail hierarchy in southern Clarence.

Section 6: Recommendations

Whilst the Lauderdale neighbourhood centre has been approved with development planned for late 2014, our market gap assessment confirms the need for an additional Neighbourhood Activity Centre (NAC) within the study area. The Neighbourhood Activity Centre should encourage more diverse land uses with social and community land uses.

Retail Strategy

Food

Based on the wider Clarence trade area in the short to medium term, an additional 8,000 sq.m of food retailing is required by 2021. This is likely to support the development of a new Neighbourhood Activity Centre in addition to the Lauderdale centre. This is tested in the Southern Clarence assessment.

It is important to note that the long term requirement for food retailing is still considered unlikely to warrant the development of multiple additions Neighbourhood Activity Nodes. Despite this local strip shopping and convenience facilities are still encouraged within growing areas to provide for top up shopping needs.

Non-Food

The short to medium term non-food requirement of an additional 14,000 sq.m by 2021 is not considered significant enough to encourage or sustain the development of a new higher order retail centre/s. Therefore, it is suggested that non-food retailing continue to be directed towards existing activity centres.

For Clarence to maintain its competitiveness, MacroPlan Dimasi recommends the majority of non-food retailing be supported within existing higher order centres. This is important should the 'factory outlet' at airport lands be developed.

The identification of additional non-food retailing should also focus on the provision of facilities that provide a wider net community benefit (i.e.

entertainment, community facilities and services) to maintain/increase centre activity.

Southern Clarence

This updated assessment of the retail hierarchy in southern Clarence revealed an estimated a current undersupply at 12,000 sq.m growing to 15,000 sq.m within the next 10-15 years. Based on this review, including updates to latest data sources and market information, it is our view that both Lauderdale and Glebe Hill neighbourhood centre do not undermine the long-term potential for the retail hierarchy in southern Clarence and would be supportable. In addition to this having assessed potential locations it is evident that Glebe Hill and Lauderdale are strong additions to fulfil this requirement. We note in the case of Glebe Hill its proximity could result in trading impacts but our recent EIA suggest these would be within competitive ranges.

MacroPlanDimasi