

11.1. PSA-LLP0018 - Rezoning of land at 23 Racecourse Crescent, Launceston from the Recreation Zone to the Commercial Zone

FILE NO: PSA-LLP0018

AUTHOR: Jen Welch (Coordinator Planning Assessments)

APPROVER: Chelsea van Riet (Executive Leader Community Assets and Design)

DECISION STATEMENT:

To make a recommendation to the Tasmanian Planning Commission subsequent to the public exhibition period for the draft planning scheme amendment PSA-LLP0018 to the Launceston Local Provisions Schedule of the Tasmanian Planning Scheme, for the land at 23 Racecourse Crescent, Launceston.

PLANNING APPLICATION INFORMATION:

Applicant	6ty
Site	23 Racecourse Crescent, Launceston CT176749/1
Existing Zones	Recreation Zone
Existing Use	Sports and Recreation

RELEVANT LEGISLATION:

Land Use Planning and Approvals Act 1993
Tasmanian Planning Scheme - Launceston

PREVIOUS COUNCIL CONSIDERATION:

Council - 3 April 2000 - Amendment 043 (DA0065/2000): Combined rezoning application
Council - Thursday 11 June 2026 - Agenda Item 11.2: Council determined to initiate the amendment that is the subject of this item.

RECOMMENDATION:

That Council:

1. pursuant to and in accordance with 40K of the *Land Use Planning and Approvals Act 1993*, considers the merit of any representations received during public exhibition of the planning scheme amendment PSA-LLP0018 to rezone land at 23 Racecourse Crescent, Launceston.
2. recommends to the Tasmanian Planning Commission that the draft planning scheme amendment PSA-LLP0018 to rezone land at 23 Racecourse Crescent, Launceston to be approved as initiated.

REPORT:

APPLICATION FOR PLANNING SCHEME AMENDMENT

1. INTRODUCTION

At its meeting on 11 June 2026, Council considered an application under Section 37(1) of the *Land Use Planning and Approvals Act 1993* for a scheme amendment to the Local Provisions Schedule. The amendment was to rezone land at 23 Racecourse Crescent from the Recreation Zone to the Commercial Zone.

Council resolved to initiate the amendment.

As required by the Act, council then advertised the rezoning for 28 days between 22 June 2026 and 20 July 2026

Nine (9) representations were received and are discussed below.

2. REPRESENTATION ASSESSMENT

The matters raised in representations received are set out and addressed in the table below. The response has been written in accordance with the format as specified by the Tasmanian Planning Commission.

For the purposes of this assessment 'Previous Agenda' refers to Thursday 11 June 2026 - Agenda Item 11.2, where Council initiated the amendment and includes detail of the proposed draft amendment.

Summary of representation 1: a) Loss of an important recreational asset and replacement with another shopping precinct. b) Loss of land integrated within Launceston's significant sporting and recreation precinct. c) broader impacts on Launceston community wellbeing and economic development
Officer response to representation 1: a) <i>The application is for an amendment only, the existing sporting facilities will retain existing use rights in the Commercial Zone.</i> b) <i>The land is privately owned. Further discussion is included in response to Matter 2 below.</i> c) <i>The existing use and development are capable of operating on the site under an alternative zoning.</i>
Merit of representation 1: This representation does not merit consideration of a change to the recommendation for the amendment.
Summary of representation 2: a) The land is an important and historical precinct. The current gym is an established part of the urban fabric and has approximately 6000 members. b) Together with the tennis centre and ovals this large centrally located recreation area provides a convenient location for residents of Greater Launceston to exercise, play sport and spectate at a variety of sporting contests. c) The commercial rezoning will increase traffic movements on and off the site.

d) The current commercial use of the neighbouring property (Coles/Kmart) is surrounding roads with easy access/egress from a variety of directions and suburbs, whereas the site relies onto access to Racecourse Crescent.
Officer response to representation 2: a) <i>The site does not recognised for any historical significance. The proposed amendment does not prohibit the site for continued use as a recreational facility. Further discussion is included in response to Matter 2 below.</i> c) and d) <i>Refer further discussion in response to Matter 1 below.</i>
Merit of representation 2: This representation does not merit consideration of a change to the recommendation for the amendment.
Summary of representation 3: a) The proposal is incompatible for the area b) The annual tournament at the neighbouring tennis centre relies on suitable changing and gymnasium facilities. c) The rezoning would contribute to traffic congestion and further pressure on parking and traffic flow. d) The expanding commercial areas would put an intolerable strain on this unique and very popular area of the best city in Australia
Officer response to representation 3: a) <i>The proposed zone is consistent with the surrounding Commercial Zones, and contiguous with and complimentary to the adjoining Launceston Plaza, which is subject to the Launceston Plaza Retail Specific Area Plan and is situated in an existing urban area.</i> b) <i>The land is privately owned and operated, there are no existing or available planning controls that can secure the synergy between the existing tennis club and the gym.</i> c) <i>Refer further discussion in response to Matter 1 below.</i> d) <i>Refer further discussion in response to Matter 2 below.</i>
Merit of representation 3: This representation does not merit consideration of a change to the recommendation for the amendment.
Summary of representation 4: a) places existing highly valued recreation, health and wellbeing facility at risk that assist people with a disability. b) the existing gym supports the broader recreation hub, including the Regional Tennis Centre, Elphin sports centre, and Northern Tasmanian Cricket Association Ground, the facilities are used by the tennis club. c) The rezoning would give an uncertain future to the existing sporting facilities. d) A previous rezoning for the site was refused.
Officer response to representation 4: a) <i>The application is for an amendment only, the existing sporting facilities will retain existing use rights in the Commercial Zone.</i> b) <i>The land is privately owned and operated. Refer further discussion in response to Matter 2 below.</i> c) <i>The land is privately owned. The use of the site would retain existing use rights in the Commercial Zone.</i> d) <i>In review, a previous rezoning in 2000 was applied for the development of 'Spotlight', the recommendation to the Council (Agenda 27/03/2000) was not to initiate amendment 043 to the Launceston Planning Scheme as it was contrary to the Council Policy that was in effect at the time:</i>

"In the CBD fringe areas major shops should be excluded to prevent the occurrence of a shift or split in the central city's single retail focus"

This policy and planning scheme is no longer applicable. The proposal has been assessed in accordance with the requirements of S34 of the Act as detailed in the Previous Agenda and further discussion in response to Matter 2 below.

Merit of representation 4:

This representation does not merit consideration of a change to the recommendation for the amendment.

Summary of representation 5

- a) The proponent has not demonstrated, through a robust strategic planning process and by reference to the statutory planning framework, that the permanent removal of Recreation zoned land and its replacement with Commercial zoning is necessary, justified and in the long-term public interest.
- b) the existing zoning pattern provides no strategic justification for extending the Commercial Zone into the Recreation Precinct.
- c) the proposed amendment would diminish the integrity of an established regional recreation precinct without demonstrating any corresponding strategic planning benefit.
- d) The evolution of the site reinforces, rather than undermines, the continuing strategic justification for retaining the existing Recreation Zone.
- e) The amendment is inconsistent with Schedule 1 of the LUPAA as it prioritises a site-specific commercial outcome over the coordinated, balanced and sustainable management of strategically important community infrastructure.
- f) Tasmanian Planning Policies (TPPs); the proposal has not been demonstrated that the amendment gives proper effect to the holistic planning framework established by the policies.
- g) Northern Tasmania Regional Land Use Strategy (NTRLUS); the amendment does not establish that the proposal is genuinely consistent with the broader intent of the as it documentation does not include a recreation needs assessment, a social infrastructure assessment, an evaluation of whether the land is surplus to current or future recreation requirements, or a precinct-level assessment of the implications of removing land from the Elphin Recreation Precinct.
- h) City of Launceston Strategic Plan; the proposed amendment adopts an unduly narrow interpretation of the plan by focusing predominantly upon the opportunity for additional commercial development without demonstrating how the permanent contraction of the Recreation Zone advances the Plan's broader strategic objectives.
- i) Greater Launceston Plan (GLP); the amendment does not demonstrate that the proposed amendment represents a superior long-term planning outcome or that it is genuinely consistent with the broader strategic intent of the plan.
- j) Northern Tasmania Sports Facility Plan; the amendment does not preserve the land base necessary to implement the recommendations of the plan, including the future master planning and potential expansion of the NTCA/Elphin precinct, the proposal would permanently remove Recreation Zoned land from a precinct expressly identified for ongoing strategic enhancement.
- k) City of Launceston Recreation and Open Space Strategy (Background Paper – 2023); the proposal is inconsistent with the Strategy's emphasis on evidence-based planning, integrated recreation networks and the long-term protection and enhancement of the municipality's recreation infrastructure.

- l) Tasmanian Planning Commission Guidance (Practice Note 12); the proposed amendment may have identify a potential commercial redevelopment opportunity, but it has not been supported by the comprehensive strategic analysis contemplated by the Commission's guidance for amendments of this nature.**
- m) State Planning Provisions (SPPs); whilst the Commercial Zone is an appropriate statutory planning tool where land is required to accommodate commercial activities and reinforce the activity centre hierarchy, the applicant has not demonstrated why its application to this particular site would represent a superior strategic planning outcome to the existing Recreation Zone**
- n) Proposition 1: Commercial Opportunity Does Not Establish Strategic Justification**
- o) Proposition 2: The Recreation Zone Continues to Perform an Important Strategic Function**
- p) Proposition 3: The Existing Urban Structure Should Not Be Altered Without Compelling Strategic Justification**
- q) Proposition 4: The Broader Strategic Planning Framework Does Not Support the Amendment**
- r) Proposition 5: The Public Interest Has Not Been Demonstrated**

Officer response to representation 5:

- a-f) The proposal has been assessed in accordance with the NTRLUS, the TPPs, and Council's Strategic Plan, which are the strategic documents that the application is required to be assessed for consistency with as required by LUPAA. Further discussion is included in response to Matter 2 below.*
- g) It is not considered necessary to request a recreation needs assessment, or social infrastructure assessment as the proposed amendment is for private land; it does not prohibit the current use of the land; it is consistent with the Activity Centre strategies of the NTRLUS; and it is not identified in the Northern Tasmania Sports Facility Plan.*
- h) The application was assessed in response to Council's strategic plan in the attachment to the previous agenda (p 60). Further discussion is included in response to Matter 2 below.*
- i) The Greater Launceston Plan (GLP) is from 2014 and was not revised in 2023. The GLP was prepared with respect to the NTRLUS, with subsequent updates to the NTRLUS. The application has had appropriate regard to the strategic intent of the GLP through responding to the NTRLUS.*
- j) The Northern Tasmania Sports Facility Plan considers public land, it does not include the subject site in its assessment. Recommendations of the plan are for the land adjoining in the NTCA precinct and encourage that a masterplan is prepared for the site; Council is currently in detailed design for the precinct.*
- k) The background report considers public open space and does not consider the subject site as it is not public land. This is not a formal strategy that requires assessment in relation to the proposal.*
- l) This is a practice note only, the application has sufficient documentation to satisfy the requirements of LUPAA for an amendment to the LPS.*
- m) As discussed in the previous agenda (p 50) the proposed amendment is for a zone changes and does not result in any changes to the SPPs. Further to this the proposed zone change is considered in response to Section 8A guidelines (p 62) and found to be consistent with the application of the SPPs*

n-r) An assessment of the application has been prepared that demonstrates that the application satisfies the S34 LPS Criteria of the Act. The propositions provide no evidence of the specific policies, or objective referred to in LUPAA that have not been met in the assessment of the application.

Merit of representation 5:

No modifications to the amendment are recommended as a consequence of this representation.

Summary of representation 6:

- a) The property is a substantial component of the Recreation precinct which is without equal in the greater Launceston area, in terms of usage and history and should be preserved as such.**
- b) If the zone is not fit for the owner's purpose they should sell the property. The rezoning would significantly increase the value of the land.**
- c) owners of residential properties bought with a full knowledge of the zoning of the land and should be able to rely on LCC not to support a rezoning which would only advantage the applicant and would negatively impact residential property owners from increased foot, cars, commercial vehicles/trucks.**
- d) the rezoning would decrease property value and utility.**
- e) The data shows demand for additional commercial space. The existing Launceston plaza should consider redevelopment of the current site over multi-levels.**
- f) The private ownership of the site is not of itself justification to rezone to Commercial.**
- g) There was no notification on the boundary of 23 Racecourse Crescent regarding this application.**

Officer response to representation 6:

- a) The site does not have any heritage significance. Further discussion is included in response to Matter 2 below.*
- b) The ownership of land is not a planning matter.*
- c) No use or development is proposed with the application. Any future applications for the land would be required to be in accordance with the standards of the SPPs, which includes standards in the Commercial Zone and the Recreation Zone so that there would not be an unreasonable loss of amenity to residential zones.*
- d) Property values are not considered in assessment of planning applications.*
- e) The provided Retail Assessment found that the supportable floor area would be 4,200m² for year 5, 5,400m² for year 10, and 6,600m² for year 15.
All sites within the surrounding Commercial Zone have been developed and an application has been lodged and approved for 15 Racecourse Crescent, 'Launceston Plaza' for an additional 1,100m² of floor area. The Launceston Plaza site is subject to the Launceston Plaza Retail Specific Area Plan, which provides for different retail purposes and uses to the Commercial Zone.
The proposed rezoning would assist in delivering the anticipated retail demand.*
- f) As the land is in private ownership there is limited options to ensure the continued operation of the site for the existing approved use and development.*
- g) It is not a requirement for notification signs to be on the boundaries of the site for a planning scheme amendment.*

Merit of representation 6:

No modifications to the amendment are recommended as a consequence of this representation.

Summary of representation 7:

a) Regular user of the existing gym and sees this as something that the city should preserve, rather than additional commercial development. b) The land is being successfully used for a recreation purpose, which should be retained as it is of considerable value to the community c) Traffic and noise from the existing commercial area significant and there is limited off street car parking. Further commercial development would likely place more pressure on the surrounding residential area.
Officer response to representation 7: a) <i>There is no use or development proposed with the application and the existing development can be retained in the Commercial Zone.</i> b) <i>As the land is in private ownership there is limited options to ensure the continued operation of the site for the existing approved use and development. Further discussion is included in response to Matter 2 below.</i> c) <i>No use or development is proposed with the application. Any future applications for the land would be required to be in accordance with the standards of the SPPs, which includes standards in the Commercial Zone and the Recreation Zone so that there would not unreasonable loss of amenity it residential zones. Further discussion is included in response to Matter 1 below.</i>
Merit of representation 7: No modifications to the amendment are recommended as a consequence of this representation.
Summary of representation 8: a) the rezoning is not in the long-term interest of the Launceston community. b) the arguments demonstrate a commercial rationale, but not a community rationale. c) From a community perspective, the site clearly forms part of an established recreation precinct. d) The site is actively being used for recreation purposes. e) A commercial use would contribute to existing traffic, volumes, noise and demand. f) Increased commercial activity would place further pressure on residential street parking and reduced amenity for residents. g) the rezoning is inconsistent with Council's strategic direction.
Officer response to representation 8: - a-d) <i>The proposal has been assessed in response to the legislative, policy and strategic documents applicable to Launceston. Refer to discussion in response to Matter 2 below.</i> - e-f) <i>The SPPs would be consistently applied to any future use and development regardless of the zone. Refer to discussion in response to Matter 1 below.</i> g) <i>The application was assessed in response to Council's strategic plan in the attachment to the Previous Agenda (p 60). Further discussion is included in response to Matter 2 below.</i>
Merit of representation 8: No modifications to the amendment are recommended as a consequence of this representation.
Summary of representation 9: a) The site has historically formed and remains part of the sports precinct and should remain so. b) Development of the site would diminish the sporting grounds and increase noise levels.

c) Additional commercial vehicles movements would contribute to noise levels in the area day and night. d) Racecourse Crescent already has excessive truck movements and this would be increased with additional commercial development. e) The corner of Cimitiere Street and Racecourse Crescent is inherently dangerous the person making the representation has personally been hit at this intersection and had a number of near misses. Additional commercial development would increase this risk.
Officer response to representation 9: a) Refer to discussion in response to Matter 2 below. b) The application is for an amendment only, the existing sporting facilities will retain existing use rights in the Commercial Zone. SPPs have standards in response to residential amenity in the Commercial Zone. c-e) Any future development would be subject to the SPPs for vehicle movements. Refer to discussion in response to Matter 1 below.
Merit of representation 9: No modifications to the amendment are recommended as a consequence of this representation.

The following table has responses to key matters raised by applicants. Responses generally applied consistently to a number of representations received.

Matter 1 - increased vehicle movements and traffic The site has existing and approved use and development that contributes considerable traffic to the area over a 24 hour period. Any new use and development would be required to be assessed in accordance with the SPP standards of the Road and Railway Assets Code and the Parking and Sustainable Transport Code. Intensification of the use, particularly for large vehicles, would be required to meet the purpose of the Road and Railway Assets Code of protecting the safety and efficiency of the road network.	
Matter 2 - The permanent removal of Recreation zoned land and its replacement with Commercial zoning is not necessary The application has been assessed by Council officers in response to the requirements of LUPAA, detail of which was included in the Previous Agenda Attachments (11/06/2026, p 50). The assessment included a review of the NTRLUS, which is the strategic planning document applicable for the region. Furthermore, the State Policies, TPPs and Council's Strategic Document are responded to. As stated in the Previous Agenda (p 56) the site is strategically located in the area identified in the NTRLUS as the 'Launceston (Kmart) Plaza' Activity Centre. Table E.2 of the strategy does not have a clear definition of the role of the Launceston Plaza Activity Centre, however the TPS interprets an Activity Centre 'means a place that provides a focus for retail, commercial, services, employment, and social interaction in cities and towns.' The key relevant policies of the NTRLUS related to activity centre planning have been addressed in the Previous Agenda. In review, the following policies for Social Infrastructure from the NTRLUS are responded to below:	
Specific Policies and Actions	Planning Assessment
Policy	Action

<i>SI-PO2 Provide social infrastructure that is accessible and well-located to residential development, public transport services, employment and educational opportunities.</i>	<i>SI-A01 Plan for the region's social infrastructure needs through:</i> <i>• A needs analysis;</i> <i>• Identification of locally appropriate standards of service;</i> <i>• Identification of gaps in supply and predicted future needs;</i> <i>• An implementation plan; and</i> <i>• Monitoring and review.</i>	The Northern Tasmania Sports Facility Plan provides a needs assessment that identifies the regions needs for sports facility planning. The plan does not consider the subject site as it is not public land. Recommendations include that a masterplan is prepared for the NTCA, which has been progressed. As identified in the Previous Agenda (p 35), the proposed zoning is for 9,910m². The remaining titles in the Recreation Zone have an area of 98,780m² and continues to provide a supply of recreation and sports facilities that service the needs of the locality and region. As illustrated in the following Error! Reference source not found., Central Launceston is serviced for Recreation Zone with Council owned sporting facilities adjoining the Subject site, Heritage Forest, Royal Park, Riverbend Park the Aquatic Centre Windmill Hill and other various parks in the Open Space Zone. A further needs assessment for sports and recreation facilities is not considered warranted.
<i>SI-PO3 Provide multi-purpose, flexible and adaptable social infrastructure that can respond to changing and emerging community needs over time.</i>	<i>SI-A05 Planning schemes are to support the co-location of community facilities and services, while encouraging multi-purpose, flexible and adaptable social infrastructure.</i>	The proposed zoning will not prevent the site from continuing to be used for Sports and Recreation use and provide social infrastructure. The existing activities on adjoining titles will continue to be able to be used as social infrastructure.

The proposal is considered to be consistent with all the NTRLUS strategic policies including for social infrastructure.

The TPPs considers social infrastructure as 'including, but not limited to, schools, health care libraries, social services and child and aged care.' Although not specifically addressing sporting or recreation facilities the response to strategies of the TPPs is

generally consistent with the response to the social infrastructure policies of the NTRLUS.

The relevant objectives of the City of Launceston Strategic Plan were considered in the Previous Agenda.

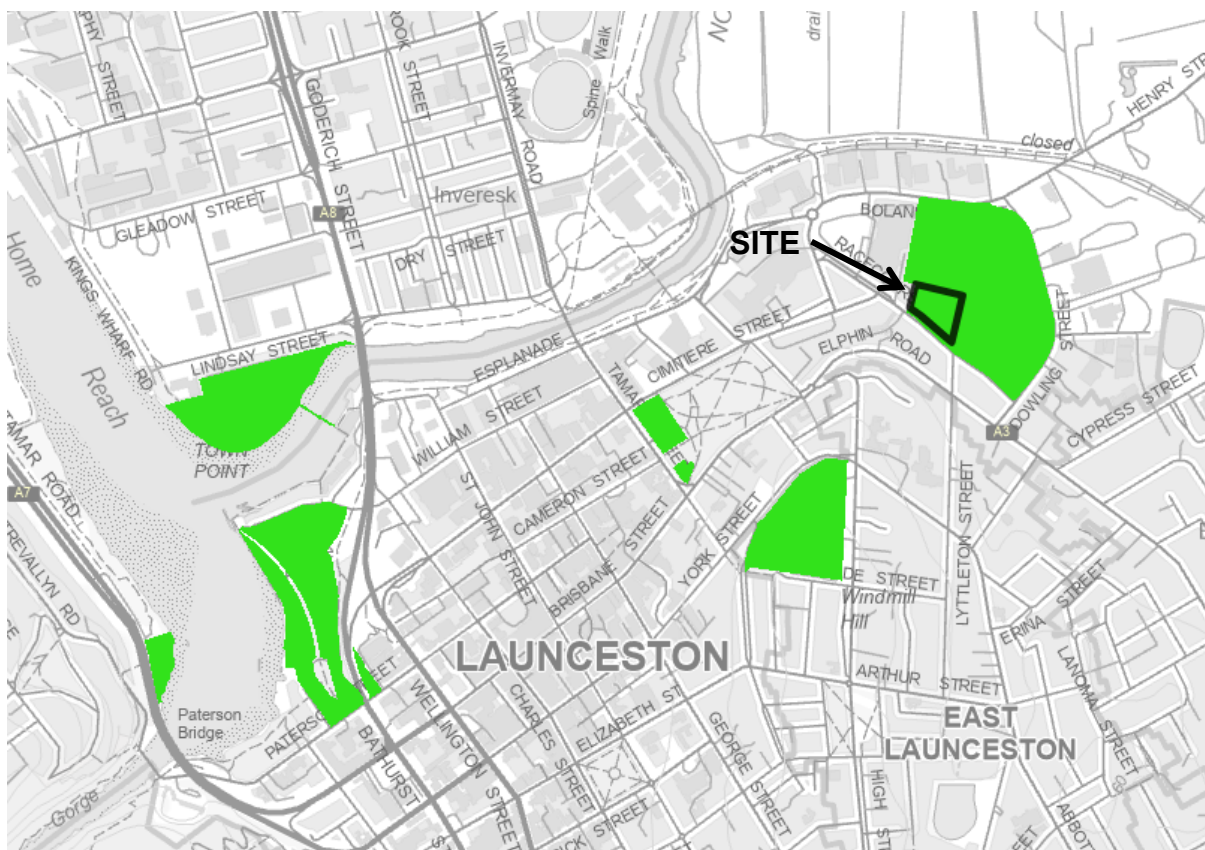


Figure 1 Existing Recreation Zone land in Launceston

Further to these representations TasWater issued a SPAN for the proposed amendment (ref: 6/02/2026, TWDA 2024/00161-LCC), they did not have any objections or any formal comments in response to the proposed amendment.

3. CONCLUSION

Representations received during public exhibition do not merit any changes to the recommendation for the amendment or modification to the draft amendment

RISK IMPLICATIONS:

Not considered relevant to this report.

ECONOMIC, ENVIRONMENTAL AND SOCIAL IMPACT:

The Tasmanian Planning Scheme - Launceston contains provisions intended to implement the objectives of the Resource Management Planning System. The application has been assessed using these provisions and as such the economic, environmental and social impacts have been considered.

STRATEGIC DOCUMENT REFERENCE:

Land Use Planning and Approvals Act 1993

Tasmanian Planning Scheme - Launceston

BUDGET AND FINANCIAL IMPLICATIONS:

Not considered relevant to this report.

DISCLOSURE OF INTERESTS:

The author and General Manager have no interests to declare in this matter.

ATTACHMENTS:

1. CONFIDENTIAL - PSA-LLP0018 - 23 Racecourse Crescent Launceston - Representations - NOT FOR PUBLIC DISTRIBUTION [11.1.1 - 48 pages]

11.1. PSA-LLP0018 - Rezoning of land at 23 Racecourse Crescent, Launceston from the Recreation Zone to the Commercial Zone

FILE NO: PSA-LLP0018

AUTHOR: Jen Welch (Coordinator Planning Assessments)

APPROVER: Chelsea van Riet (Executive Leader Community Assets and Design)

DECISION STATEMENT:

To make a recommendation to the Tasmanian Planning Commission subsequent to the public exhibition period for the draft planning scheme amendment PSA-LLP0018 to the Launceston Local Provisions Schedule of the Tasmanian Planning Scheme, for the land at 23 Racecourse Crescent, Launceston.

PLANNING APPLICATION INFORMATION:

Applicant	6ty
Site	23 Racecourse Crescent, Launceston CT176749/1
Existing Zones	Recreation Zone
Existing Use	Sports and Recreation

RELEVANT LEGISLATION:

Land Use Planning and Approvals Act 1993
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PREVIOUS COUNCIL CONSIDERATION:

Council - 3 April 2000 - Amendment 043 (DA0065/2000): Combined rezoning application
Council - Thursday 11 June 2026 - Agenda Item 11.2: Council determined to initiate the amendment that is the subject of this item.

RECOMMENDATION:

{recommendation-start}

That Council:

1. pursuant to and in accordance with 40K of the *Land Use Planning and Approvals Act 1993*, considers the merit of any representations received during public exhibition of the planning scheme amendment PSA-LLP0018 to rezone land at 23 Racecourse Crescent, Launceston.
2. recommends to the Tasmanian Planning Commission that the draft planning scheme amendment PSA-LLP0018 to rezone land at 23 Racecourse Crescent, Launceston to be approved as initiated.

{recommendation-end}

{remove-from-minutes-end}

Jen Welch (Coordination Planning Assessments), Dileep Karna (Town Planner) and Richard Jamieson (Senior Leader City Development) were in attendance to answer questions in respect of this item. A table of questions asked by Councillors during debate is provided after the decision.

George Walker spoke for the Recommendation.

DECISION: 3 September 2026

MOTION

Moved Councillor Alan Harris, seconded Councillor Alex Britton.

That Council:

1. pursuant to and in accordance with 40K of the *Land Use Planning and Approvals Act 1993*, considers the merit of any representations received during public exhibition of the planning scheme amendment PSA-LLP0018 to rezone land at 23 Racecourse Crescent, Launceston.
2. recommends to the Tasmanian Planning Commission that the draft planning scheme amendment PSA-LLP0018 to rezone land at 23 Racecourse Crescent, Launceston to be approved as initiated.

CARRIED 9:1

FOR VOTE: Mayor Councillor Matthew Garwood, Councillor Alan Harris, Councillor Joe Pentridge, Councillor Andrew Palmer, Councillor Lindi McMahon, Councillor Susie Cai, Councillor Alex Britton, Councillor Krista Preece and Councillor Ross Marsden

AGAINST VOTE: Councillor Tim Walker

COUNCILLOR	QUESTION	RESPONSE
Councillor Alan Harris	What are the next steps for the rezoning application at 23 Racecourse Crescent?	Coordinator Planning Assessments <i>The application will go to the Tasmanian Planning Commission, with hearings where those who made representations can speak before a determination to rezone is made.</i>
Councillor Tim Walker	Is it correct that a traffic impact study isn't required at this stage?	Town Planner <i>Yes, that is correct.</i>
Councillor Tim Walker	If the rezoning is successful, would the commercial zone allow a range of uses such as retail or drive-in services, and is the	Town Planner <i>The proposed commercial zone includes multiple use classes, which includes food services which is a discretionary pathway.</i>

	impact unknown at this stage?	
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