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Improving residential standards in Tasmania

Final recommendations report

State Planning Office | October 2024

Tasmanian Government

ERA Planning and Environment acknowledge *palawa* as the Traditional Owners of *lutruwita* (Tasmania).

They are the original custodians of our land, sky and waters. We respect their unique ability to care for country and deep spiritual connection to it.

We honour and pay our respect to Elders past and present, whose knowledge and wisdom has and will ensure the continuation of culture and traditional practices.

We acknowledge that their sovereignty has never been ceded.

Always was, always will be.

ERA Planning Pty Ltd trading as ERA Planning and Environment

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Introduction & background context

1 Introduction

1.1 The project

The State Planning Office has completed a review of Tasmania's residential use and development standards in the State Planning Provisions (SPPs). The Improving Residential Standards in Tasmania project (the Project) has developed recommendations that will inform future amendments to the SPPs.

The Project was led by the State Planning Office in the Department of Premier and Cabinet (DPAC), with a Steering Committee comprised of representatives from Social Policy (DPAC) and Urban Renewal and Development (State Growth).

To support the Project, a Technical Reference Group (TRG) was established, which included representatives of the Australian Institute of Architects, Homes Tasmania, Local Government (each of the three regions), Planning Institute of Australia, and State Growth. To progress the Project, the State Planning Office engaged ERA Planning and Environment with Hip v Hype and Studio GL as the Project Team.

The Project was also informed by key stakeholders in the building industry, established community and environmental groups, and the general public.

1.2 The final report

This final report introduces the project and background context, outlines the recommended improvements, highlights engagement outcomes, and details the next steps for implementation. For quick reference, the report can be navigated through the following sections.

Section 1-2 Introduction	**Section 3** Definitions and terms	**Section 4** A mature suite of residential standards	**Section 5** Homes in business zones	**Section 6** The right housing in the right location	**Section 7-8** Other improvements and next steps
Introduces the project and provides background context	Outlines the improvements to definitions and terms	Outlines the improvements to use, development and subdivision standards	Outlines the improvements to residential standards in business zones	Details the implementation framework for delivering improvements	Outlines improvements to miscellaneous matters and details next steps

A series of fact sheets have been produced to summarise key sections of the report and cover the following topics. The fact sheets are available at Appendix A.

- Project overview fact sheet
- Development standards fact sheet
- Subdivision standards fact sheet
- Implementing the improvements fact sheet

1.3 Why review Tasmania's residential standards

The Project forms part of the first five yearly review (undertaken in 2023) of the SPPs pursuant to section 30T of the *Land Use Planning and Approvals Act 1993* (the LUPA Act). Regular review of planning requirements is necessary to ensure constant improvements that address emerging planning issues.

More broadly, Tasmania's planning system is in a period of maturing. Significant changes include the implementation of the Tasmanian Planning Scheme (TPS), introduction of the Tasmanian Planning Policies (TPP), and review of the Regional Land Use Strategies (RLUS). Now is a pivotal time to align the relevant elements of Tasmania's Resource Management and Planning System (RMPS) to deliver best practice planning outcomes in a whole of system approach. Residential standards are a vital component of this reform agenda, providing a 'tool' to implement effective and efficient strategies and policies that affect all Tasmanians.

The Tasmanian Government also has obligations under the National Housing Accord and more specifically the National Planning Reform Blueprint which forms part of the accord to review and update its planning system to, amongst other things:

- Increase density to meet the housing supply targets.
- Create improved streamlined approvals pathways including for appropriate medium density housing.
- Promote medium and high density housing in well located areas close to existing public transport connections, amenities and employment.
- Consider inclusionary zoning or other planning pathways to support permanent affordable, social and specialist housing.
- Rectify gaps in housing design guidance to ensure the quality of new builds, particularly apartments.

More recently the Australian Government has released a draft National Urban Policy, that is aimed at improving urban outcomes in cities across Australia around five key goals:

- Liveable: Where people can live in a place of their choosing, within their means, suitable to their needs. This is a safe, well designed, well-built city that promotes active, independent living, quality of life and connections within the community.
- Equitable: Where everyone has fair access to resources, opportunities and amenities, no matter where they live or their socio-economic status.
- Productive: Where cities foster shared prosperity and provide economic opportunities by enabling goods and services to move efficiently, and providing people with access to employment, services and infrastructure.
- Sustainable: Where governments, industry and community work together to appropriately plan for urban growth, reduce emissions, promote a circular economy and adapt to climate change to ensure that our urban areas meet the needs of diverse communities and that our natural environments are rehabilitated for future generations.
- Resilient: Where our cities are economically, socially and environmentally resilient to the impacts of change, including changing climate and increasing exposure to climate-related hazards.

The draft policy recognises that there are key challenges around housing availability, affordability, access and urban development patterns in cities. Development outcomes promoted through the TPS are an important part of the picture for Tasmania's urban areas.

1.4 Tasmanian Planning Scheme

The TPS sets out the requirements for use or development of land in accordance with the LUPA Act. The TPS is currently being established across Tasmania as a single state-wide planning scheme and consists of the State Planning Provisions (SPPs) and Local Provisions Schedules (LPSs) which are unique to each Local Government Area (LGA).

The SPPs were established in 2017 and provide a consistent set of planning rules across the state providing for 23 zones and 16 codes. The SPPs have no practical effect in a municipal area until the LPS for that area comes into effect. The LPS include the zone and overlay maps which spatially apply the SPPs. Each Council has been going through a process of preparing a draft LPS specific to their LGA, with 24 of the 29 Councils in Tasmania having now transitioned to the TPS.

State-wide exemptions and standards for residential use and development are set out in SPPs. Localised revisions to residential standards are possible in select circumstances through mechanisms in the LPSs

including Specific Area Plans (SAPs) and Particular Purpose Zones (PPZ). 15 out of the 23 zones that make up the SPPs allow residential use and development in some form.

1.5 Previous engagement

The Tasmanian Government has completed a series of scoping reports that summarise the issues and feedback received to date on the broader 2023 SPP review, including the residential standards. The previous engagement outcomes form the genesis for considering improvement options and have been built on throughout the Project. Key matters raised throughout previous engagement include:

- Implementation of common standards across the state, including the benefits and disadvantages a consistent, state-wide approach brings to the planning system.
- Drafting concerns including the interpretation of development standards, varied levels of complexity and prescription in some standards, and those which are not achieving their intended outcomes.
- Specific concerns on development standards, including those related to multiple dwelling densities, setbacks, building envelope, site coverage, private open space, and subdivision.
- Better differentiation between the residential zones.

1.6 Project scope

The scope for the Project is confined to the following:

- Review of the residential standards in the Low Density Residential Zone (LDRZ), General Residential Zone (GRZ), Inner Residential Zone (IRZ), Urban Mixed Use Zone (UMZ), Local Business Zone (LBZ), General Business Zone (GBZ), and Central Business Zone (CBZ). This report collectively refers to the LDRZ, GRZ and IRZ as the main urban residential zones, and the UMZ, LBZ, GBZ, and CBZ as the business zones.
- Review of the draft apartment development code in context of findings from parallel work in Tasmania.
- Review of definitions of terms relevant to residential standards.
- Review of explanatory illustrations relevant to residential standards.
- Review of parking numbers for residential use.
- Exploring whether additional residential zones, clauses and/or codes are warranted.
- Considering whether unique residential provisions in existing LPSs, including Glenorchy's apartments SAP and Hobart's central business district residential amenity standards, warrant broader application through the SPPs.
- Coordination with parallel work where appropriate to deliver consistency and minimise duplication.

1.6.1 Out of scope

It is important to note that the Project scope does not include the following:

- Does not review other parts of Tasmania's planning system, such as the Regional Land Use Strategies, Tasmanian Planning Policies, State Policies, or the broader planning framework in the LUPA Act and associated legislation.
- Does not review how the planning scheme operates, such as the fundamental structure and function of the SPPs.
- Does not review residential standards in the Rural Living Zone, Village Zone, Rural Zone, Agriculture Zone, Landscape Conservation Zone, Major Tourism Zone, Community Purpose Zone, and Future Urban Zone.
- Does not review codes and standards associated with non-residential use and development other than those elements specifically referred to in the Project scope.

1.7 Parallel work in Tasmania

An extensive work program is in place to coordinate the Tasmanian Government's review of the SPPs. The following projects are also underway in parallel to the review of residential standards. Where relevant, this report refers to the parallel work:

- Review of Subdivision Standards Project, including relevant parts of the *Local Government (Building and Miscellaneous Provisions) Act 1993*, and subdivision design guidelines (DPAC)
- Review of Parking and Sustainable Transport Code Project (DPAC)
- Design Guidelines for Medium Density Development Project (State Growth)
- Tasmanian Development Manual Project (LGAT)
- Improved Guidance and Background Information on the SPPs Project (DPAC)

1.8 Contact us

For more information about the 'Improving residential standards in Tasmania' project, you can visit the Planning in Tasmania website or contact the project team via the details below.

Email: spo@stateplanning.tas.gov.au
Phone: 1300 703 977
Project webpage: www.stateplanning.tas.gov.au

2 Context

2.1 The housing we need

To explore where there are opportunities for improving Tasmania's residential standards, it is necessary to understand the housing we need and have. We must also consider the role of planning in housing and best practice planning for residential standards, including planning scheme drafting and consideration of approaches used in other jurisdictions, particularly in light of the Tasmanian Government's obligations under the National Planning Reform Blueprint.

The current housing stock in Tasmania is primarily larger, detached homes in private ownership. It is well established that Tasmania needs more affordable housing and a range of different housing types. Strategy and policy are seeking to rectify this imbalance; however, the development industry experiences broader challenges impacting this goal.

2.1.1 Housing profile

There is limited housing diversity across Tasmania, with detached dwellings accounting for 88% of total housing stock; a higher proportion than all other Australian states and territories[1], as shown in Figure 1. In Tasmania, a large proportion of infill residential development still comprises cost efficiency design responses such as additional dwellings in larger backyards[2]. However, there is some variation across the more urbanised population centres.

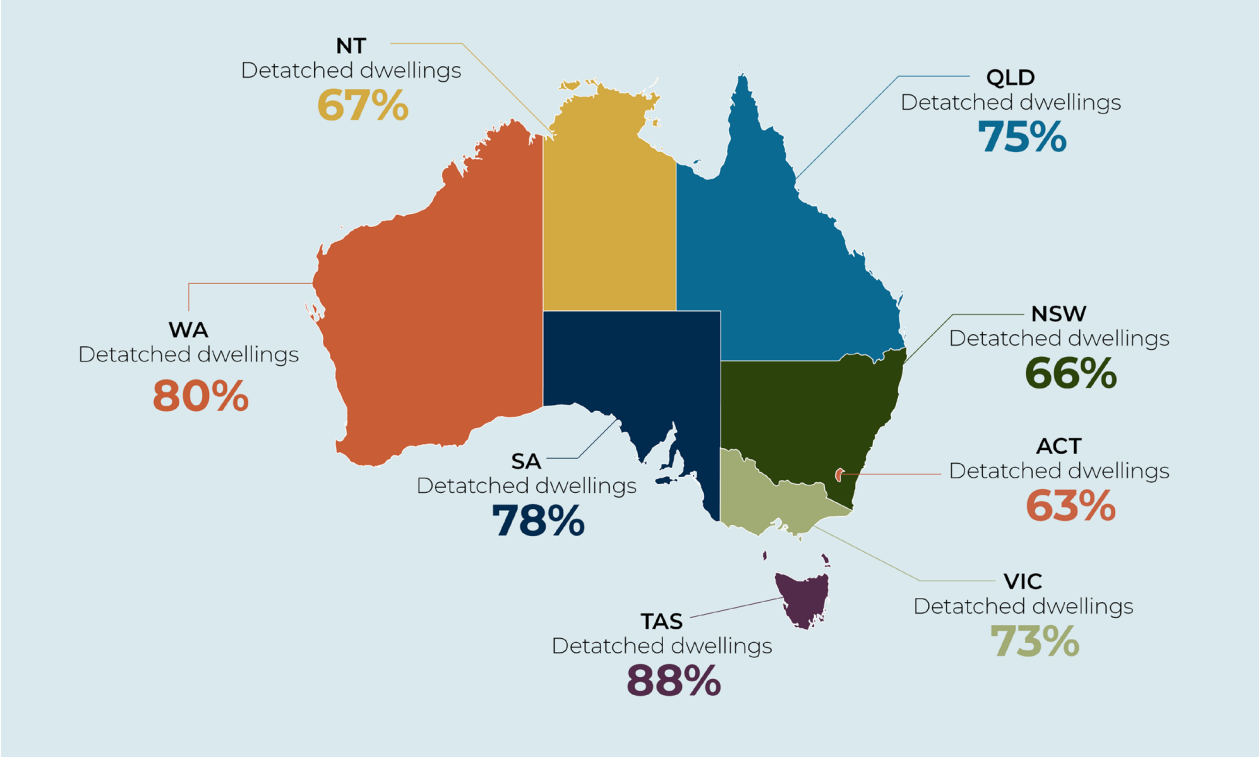


Figure 1 Comparison of housing homogeny across Australian jurisdictions[1]

Data from the Australian Bureau of Statistic (ABS) demonstrates that there has been little change in Tasmania's housing diversity over the past 20 years, with an additional 35,295 detached dwellings constructed, holding between 86.2% and 87.7% of the total housing profile. An additional 2,770 dwellings other than detached dwellings (e.g. semi-detached, townhouse, apartments) have been constructed, which saw a percentage decrease in this housing typology from 12.3% in 2001 to 11.4% in 2020.

[1] ABS Quick Stats
[2] Place Design Group, Toward Infill Housing Development, 2019

Only 10% of stock for dwellings other than detached houses was constructed after 2001, indicating that much of Tasmania's density lies in legacy stock.

Table 1: Breakdown of dwellings by type in Tasmania over the last 20 years[1]

Dwelling structure	2001		2006		2011		2016		2021	
Detached house	156,266	86.2%	157,799	86.7%	166,516	86.4%	172,999	87.6%	191,561	87.7%
Semi-detached, townhouse, etc.	9,698	5.4%	7,381	4.1%	10,329	5.4%	11,383	5.8%	13,402	6.1%
Flat/Apartment	12,509	6.9%	15,240	8.4%	14,516	7.5%	11,262	5.7%	11,575	5.3%

2.1.2 Household composition

The high proportion of detached housing stock in large family homes is not well suited to Tasmania's household composition and age profile. Statistics point to a scenario where increasing demand for smaller and more adaptable homes are not being met by the supply chain[3,4].

Data from the ABS[1] demonstrates that Tasmania has an aging population, which is likely contributing to the shift in household composition over time. While the average of 2.4 persons per household has remained relatively consistent over the past 20 years, Tasmania is now experiencing an increased proportion of single/lone person and group households. The median age for Tasmania has increased from 39 in 2006 to 42 in 2021. By not creating more diverse housing stock, the opportunities for older Tasmanians to downsize/rightsize are diminished.

Table 2: Household composition in Tasmania over the last 20 years[1]

Household type	2001		2006		2011		2016		2021	
Family household	123,305	68.1%	127,211	69.9%	132,582	68.8%	132,573	67.1%	147,619	67.6%
Single (or lone) person	47,353	26.1%	48,923	26.9%	54,039	28%	58,516	29.6%	63,360	29%
Group household	5,209	2.9%	5768	3.2%	6,205	3.2%	6,491	3.3%	7,429	3.4%

2.1.3 Housing affordability

Housing in Tasmania is becoming increasingly less affordable to buy and to rent. It is generally accepted that if housing costs exceed 30 per cent of a low-income household's gross income, that household is experiencing housing stress. Rental affordability is a solid market indicator of housing affordability. This is because rental prices, unlike housing prices, are not distorted by speculative behaviour. High rents relative to household incomes mean that Greater Hobart has remained the least affordable metropolitan area in Australia since 2019. The average rental household in regional Tasmania is nearing the definition of rental stress, using 28% of their income if renting at the median rate[5].

Tasmania has a lower median weekly income, a higher unemployment rate, and a greater proportion of people with long term health issues compared to the rest of Australia[1]. For example, the median weekly household income in Tasmania has remained approximately 22% less than the Australia median over the last 15 years. By comparison, as of October 2023 the median house price in Hobart is only 19% below median of all Australia capital cities combined[6].

[3] AHURI Final Report 325, Effective downsizing options for older Australians, 2020
[4] The Conversation, What sort of housing do older Australians want and where do they want to live?, 2019
[5] SGS Economics and Planning, Rental Affordability Index Key Findings, 2022
[6] Michael Yardney, The latest median property prices in Australia's major cities, 2023

2.1.4 Dwelling demand

Modelling of Tasmania's projected housing demand has been completed through to 2041 for the Northern, Northwest, and Southern regions[7]. Based on medium series population trends under an increased densification scenario, the modelling forecasts demand in southern Tasmania for 13,312 higher density dwellings over the next twenty years. Demand for higher density housing is less significant in other regions; 3,110 dwellings in northern Tasmania, and -222 dwellings in northwest Tasmania over the same period. There are approximately 260,000 dwellings across all zones in Tasmania (~55,000 Northwest; ~71,000 Northern; ~132,000 Southern). Demand for 3,000 higher density dwellings in Northern Tasmania would represent a 4% increase in dwelling stock. Demand for 13,000 higher density dwellings in the Southern region represents a 10% increase in dwelling stock.

2.1.4.1 Social housing

In May 2024, there was unmet demand of 4,731 applications for social housing throughout Tasmania, on the housing register[8]. To meet unmet demand through to 2041, approximately 275 social housing dwellings are needed per year. Demand for smaller homes in social housing is substantial, with 55% of applicants on the housing register seeking a one-bedroom dwelling[8].

2.1.4.2 Seasonal worker accommodation

Seasonal worker accommodation and visitor accommodation are also important considerations; both having a direct influence on the supply and demand of housing across Tasmania. The impacts of short-stay accommodation are being carefully watched as small changes can have a large impact on housing in Tasmania. In Greater Hobart, a change in rental vacancy rate from 2% to 1% would only need the withdrawal of 195 properties from the rental market[9]. In March 2023, there were 6,267 short-stay properties listed across Tasmania.

2.1.5 Dwelling supply

Over the five years from 2019 to 2023, an average of 3,099 detached house building approvals were issued per year compared to 263 other dwelling approvals per year[10]. When compared to the previous five years from 2013 to 2018, the proportion of dwelling approvals for detached houses has increased over time, and the proportion of other dwellings has decreased, indicating a decrease in housing density and diversity.

The Tasmanian Government and community housing providers are committing significant resources to increase the supply of social housing. There are around 14,500 social housing properties in Tasmania, comprised of public and community housing. This represents approximately 6.5% of the State's total housing stock. In the year to June 2023, there were 714 new long-term social housing dwellings built[8]; equivalent to approximately 30% of overall dwellings built in that period. For comparison, in other Australian jurisdictions, supply targets for social housing are typically at 15%[11] of the total number of new dwellings.

Table 3: Tasmania's average dwelling supply (building approvals) over past decade[10]

Period	Detached house supply		Other dwelling supply	
Financial years 2013 - 2018	2,059 dwellings per year	83%	424 dwellings per year	17%
Financial years 2019 - 2023	3,099 dwellings per year	92%	263 dwellings per year	8%

[7] Homes Tasmania, Tasmania Housing Strategy Exposure Draft: Data Dashboard, 2023
[8] Homes Tasmania, Housing Dashboard, May 2024
[9] Shelter Tasmania, Monitoring the impact of short term rentals on Tasmanian housing markets, June 2022
[10] ABS Building Approvals Australia (8731.0), compiled by Informed Decisions, 2023
[11] AHURI, Final Report 297 Supporting affordable housing supply: inclusionary planning in new and renewing communities, 2018

2.1.6 Dwelling approvals

An audit of dwelling and subdivision approvals has been completed based on Council data from the last 10 years (note that the results are from planning approvals and are averaged over a minimum of three years depending on data availability). There is notably more development activity in the Southern region, where on average, each Council in Southern Tasmania approved 239 new dwellings per year[12]. Although there appears to be a relatively even split of single and multiple dwelling approvals, it is important to note that the multiple dwelling approvals data is largely comprised of detached multiple dwellings, termed grouped dwelling in this report (see Section 3). That is, only a fraction of new dwelling supply is for townhouses, apartments, and communal residences., as demonstrated in Table 3.

Relatively few dwellings and lots are being created in the IRZ and business zones, with a vast majority of dwelling approvals occurring in the GRZ.

Table 4 Dwelling approvals data (planning approvals data supplied by Councils)

Region	Approvals (avg per Council)	Approvals (total per region)	Approvals by dwelling type	Approvals by zone
Northern region	90 dw/yr 65 lots/yr	720 dw/yr 520 lots/yr	58% single 40% multiple	76% in GRZ 18% in LDRZ 3% in IRZ 3% in Business
Northwest region	54 dw/yr 45 lots/yr	486 dw/yr 405 lots/yr	57% single 39% multiple	89% in GRZ 9% in LDRZ 3% in Business 0% in IRZ
Southern region	239 dw/yr 122 lots/yr	2868 dw/yr 1464 lots/yr	37% single 58% multiple	63% in GRZ 20% in IRZ 9% in LDRZ 7% in Business

2.1.7 Spatial application of zones

By land area, the GRZ is the most widely applied urban residential zone in Tasmania, covering approximately 20,500 hectares. The next largest urban residential zone is the LDRZ, with approximately 11,000 hectares. The size and proportion of business and urban residential zones in scope of the Project is shown in Figure 2.

Looking more closely at the spatial application of zones, business zoned land is most concentrated in the Southern Region, while the two largest population centres (Hobart, Launceston) hold 25% of all business zoned land. Launceston holds the largest supply of GRZ in the state, but a relatively small supply of IRZ compared to other major population centres. Overall, the application of IRZ is limited, and applied in only 7 out of the 29 LGAs. There has been a policy preference by many Councils to avoid or minimise the application of the IRZ.

Based on Council approvals data, there are notably more dwellings approved in the GRZ (70%) compared to the IRZ (13%), LDRZ (11%) and business zones (6%). Council approvals data correlate broadly to the spatial application of zones across the state. That is, regions with a greater proportion of land zoned for higher residential densities, such as the IRZ, are also achieving a greater number of approvals and more dwelling diversity. This highlights that the spatial application of zoning is a significant factor in the delivery of housing, and a concerted focus on the right zoning in the right locations is critical.

[12] Recent approval data prepared by REMPLAN for the Southern Tasmania Regional Land Use Strategy review is based on building permit data not planning permit data.

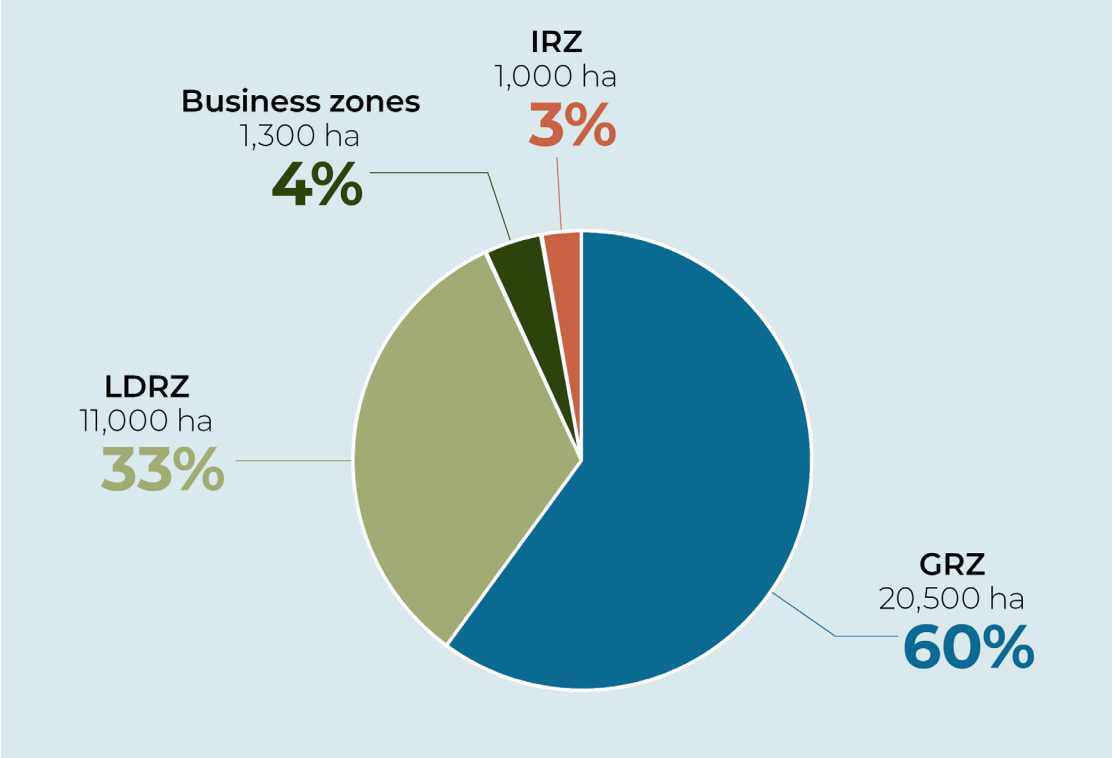


Figure 2 Spatial application of business and urban residential zones in Tasmania

2.1.8 Dwelling density

Spatial data metrics by the Tasmanian Government[13] provide an insight into gross dwelling density by zones, as of 2020. When viewed in context of the targets set in the RLUSs, the figures in Table 5 show notably less density across the urban residential zones than required to achieve strategic planning intent. It is also interesting to note that dwelling density in the GRZ is four times greater than the LDRZ, whereas density in the IRZ less than twice that of the GRZ. When acknowledging that the lower density in the IRZ is likely a result of legacy housing stock created under previous planning schemes. This supports concerns raised in previous engagement that there is comparatively little difference in the outcomes between the IRZ and GRZ.

Table 5: Tasmania's dwelling density by zone[13]

Zone	Area	Gross dwelling density (dw/ha) (existing)			Dwelling density targets (net)
		Tas	Hobart	Launceston	
Business zones	1,260 ha	3	9	2	NTRLUS: <25 dw/ha (suburban activity centres) 25+ dw/ha (major activity centres) 40+ dw/ha (principal activity centres) CCRLUS: <30 dw/ha in all centres STRLUS: 25+ dw/ha
Inner Residential	1,243 ha	15	17	14	
General Residential	20,341 ha	8	10	10	NTRLUS: N/A CCRLUS: 12+ dw/ha STRLUS: 15+ dw/ha
Low Density Residential	11,263 ha	2	6	2	

[13] Department of State Growth, Greater Hobart Act Spatial Data Metrics, 2020

2.1.9 Barriers to infill development

There are barriers to achieving greater density and more diverse housing supply in Tasmania. Delivery of new infill housing carries risks for developers which are typically higher than for traditional greenfield development[2]. Some of the barriers to infill development include:

- High land valuations
- Extra risks to profit margin and financial feasibility
- Difficulty in attaining finance
- Additional site constraints such as heritage, established character, amenity impacts, infrastructure
- Higher construction costs
- Labour and skills shortages
- Difficulty consolidating smaller land parcels
- Competition with owner occupiers when acquiring sites
- Community resistance to density
- More complex and lengthy approvals processes
- Unsuitable planning scheme provisions or inadequate spatial application of zones.[2, 14]

One of the most significant barriers to infill housing is the cost associated with finding, acquiring, and preparing suitable development sites. Urban land suitable for infill development tends to be comparatively expensive due to its locational advantages, existing infrastructure capacity, and higher permitted development densities. There is also strong competition between owner occupiers and developers when purchasing land with an existing dwelling. That is, a developer looking to redevelop a site sees less value in the existing dwelling comparative to the owner occupier. Acquiring and preparing land can be one of the largest costs associated with infill development and, as such, the price at which land can be purchased will often determine whether or not an infill development will be feasible[15].

Another significant barrier is the traditional nature of Tasmania's housing stock, which results in narrowed developer capabilities and a sector largely comprising Tasmanian owned and based businesses of a small to medium scale. Due to the relatively small size of the state, there are currently few large-scale developers available to deliver larger infill projects. Increasing the number and capability of builders in the market is an important factor in promoting competition and innovation throughout the sector.

The restricted capacity and resource availability of the Tasmanian development sector compared to mainland counterparts also plays a part in construction costs for infill development, which heavily influences financial viability. For example, a 10% increase in construction costs can mean a 40% reduction in the internal rate of return[16]. This immediately places limitations on infill above 3 storeys, which experience higher construction costs than low-rise development. Construction cost is currently one of the most significant barriers to infill development experienced in Tasmania[2].

A final significant barrier to infill housing in Tasmania relates to the politics of new housing, which often plays out locally. Opposition to new housing can be a legitimate response to issues, such as infrastructure deficiencies, but it can also be led by resistance to change by existing residents, particularly in established areas, that is often influenced by design quality.

Any change to the residential standards seeking to unlock impediments to increased density and diversity of housing stock would need to be cognisant of such factors.

[14] AHURI, Final Report 349 Urban regulation and diverse housing supply: an investigative panel, 2020
[15] Pitt & Sherry and Hill PDA Consulting, Infill development within Greater Hobart: Stage 1 report, 2014
[16] Tiesdell S and Adams D, Real estate development, urban design and tools approach to public policy 2011

2.2 What needs improvement through the planning system?

In considering the housing we have and need, the national policy framework and matters routinely raised through engagement to date, there are some fundamental themes that can be addressed through improvements to Tasmania's residential standards in the SPPs. While not all are entirely resolved through improvements to planning scheme provisions, the residential standards can have a notable contribution to enable the outcomes being sought. Specifically, we need to improve:

- Housing choice: including affordability, diversity, and density, particularly in well located areas close to activity centres and public transport.
- Design quality: enabling opportunities for innovation and design excellence.
- The quality of subdivision: elevating the layout and liveability of new neighbourhoods.
- The connection between desired strategic outcome for residential development in urban areas through the spatial application of zones: promoting greater application of zones that allow more density and diversity of housing in the right locations.

Section 3

Definitions & terms

3 Definitions and terms

3.1 Identifying the opportunity

An improved suite of residential standards will operate most efficiently with well-defined terms. There is opportunity to improve the residential standards through clear and concise definitions that increase certainty for decision making, proponents, and the community. Clear definitions help all who use the planning scheme or are involved in the planning and development process.

3.2 What are the improvements?

The below definitions are critical to the optimal functioning of the improved residential standards and relate to other recommended improvements to the use, development, and subdivision standards. There is expected to be a degree of flexibility regarding the exact wording of definitions, which is dependent on the final details of the recommended improvements. Failure to insert the correct terms and definitions into the administrative provisions of the SPPs would result in less clarity and certainty of assessment outcomes.

While the exploration below is focussed on written definitions, it is important to note that some terms and concepts can also be demonstrated through figures and explanatory guides. Where relevant, the need for such is discussed in subsequent sections of this report.

A summary list of definitions recommended for inclusion or change includes:

- Apartment (new)
- Apartment building (new)
- Common open space (new)
- Deep soil area (new)
- Dwelling (change)
- Grouped dwellings (new)
- Multiple dwellings (change)
- Plot ratio (new)
- Townhouse (new)
- Worker's accommodation (new)
- Residential use class (change)

3.2.1 New and improved definitions

Each definition explored below considers a master list of options from other Australian jurisdictions, as shown in Table 15 in Appendix B. Several definitions relate to dwelling typologies under the residential use class. To assist with interpretation, visual examples of different typologies have been included under each definition where relevant.

3.2.1.1 Apartment building

There is no definition for apartment or apartment building in the SPPs. An apartment building is interchangeably termed a residential flat building in some Australian jurisdictions and is often not defined in planning schemes. Providing a definition for an apartment and/or apartment building will support the interpretation of the improved suite of use and development standards recommended below.

An apartment building has connotations of a larger built form scale, particularly in a Tasmanian context, but could also include a two-storey house with a dwelling on each level. That is, an apartment building typically involves a vertical separation of dwellings, where dwellings are sited above and/or below other dwellings or business uses. Otherwise, apartments side by side but with no vertical separation are termed grouped dwellings or townhouses.

To ensure that the terminology used in planning and building permits area in alignment, the definition of apartment buildings should not conflict with the existing definition for class 2 buildings in the National Construction Code.

Potential definition for Apartment building

A building containing two or more dwellings where dwellings are located above the ceiling level or below the floor level of another dwelling, common area such as a carpark, or non-residential floor level. An apartment building may also contain non-residential use.

Potential definition for Apartment

A dwelling in an apartment building.

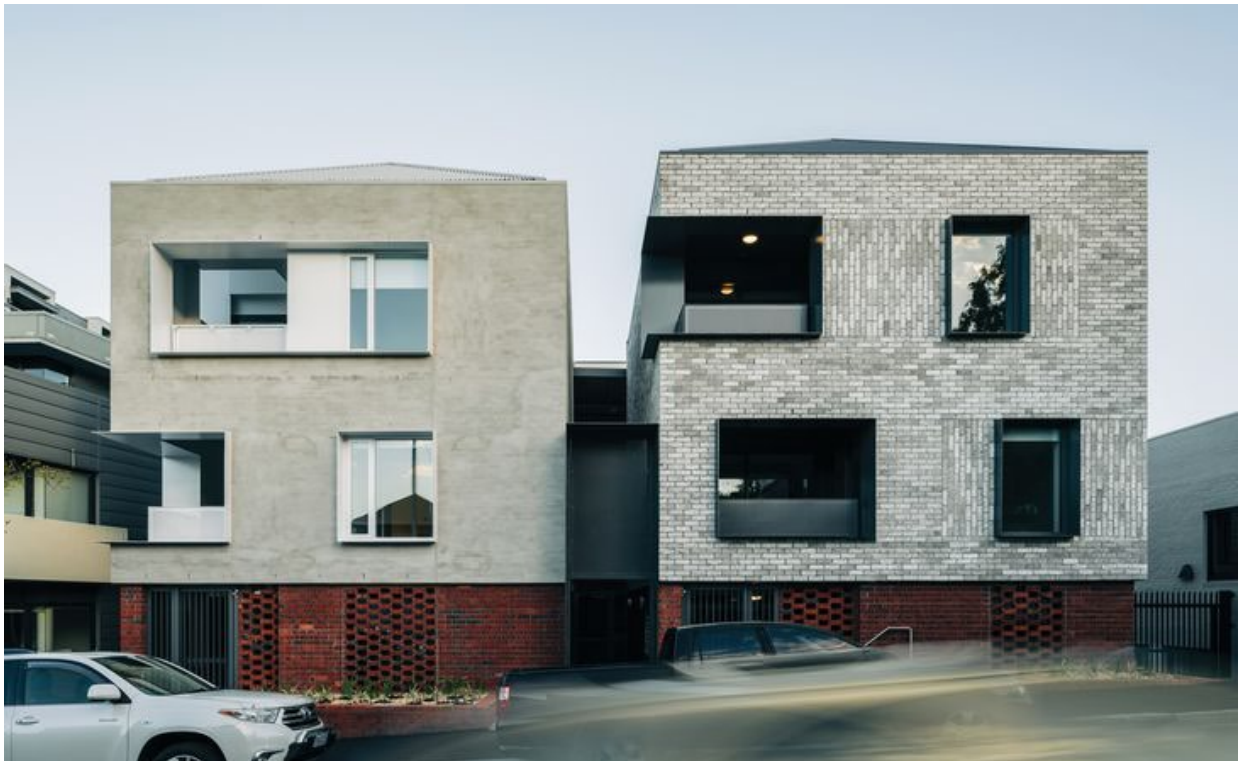


Figure 3 A low-rise apartment building in Hobart (source: ArchitetureAU)

Figure 4 A mid-rise apartment in Hobart (source: Mark O'Brien, ERA)

3.2.1.2 Common open space

There is no definition for common open space in the SPPs. Common open space is undefined in many Australian jurisdictions. However, where defined, reference to the sharing of use is universal. Providing a definition for common open space will support the interpretation of the improved suite of use and development standards recommended below. This could equally be termed shared open space.

There is benefit in distinguishing what does and does not constitute common open space, and how it differs from private and public open space, which are both terms already defined in the SPPs. Specifically, common open space should exclude areas proposed or approved for vehicle access and parking.

The draft Apartment Development Code provides a definition for common open space relevant to apartment buildings. However, there is benefit in broadening the scope of this definition to potentially apply to other dwelling typologies, subject to details of the specific use and development standards being recommended. Shared open space is also defined in the Northern Apartments Corridor Specific Area Plan in the Glenorchy LPS.

Potential definition for common open space

An outdoor area on a site for the shared use of residents, excluding parking areas, driveways, and waste storage. This may include a rooftop, podium, or courtyard.

3.2.1.3 Deep soil area

There is no definition for deep soil area in the SPPs. The introduction of requirements for deep soil areas into the improved suite of residential standards will need to coincide with a new definition. It is possible that the definition is relatively simple, noting that the specific details around the dimensions necessary to support adequate landscaping in deep soil areas will be articulated in the development standard.

There is a relatively consistent wording for deep soil areas in other Australian jurisdictions. Specifically, the requirement to not be impeded above or below ground. A deep soil area should also form part of the common and/or private open space area for a site, rather than in addition to.

Potential definition for deep soil area

An area of land that is not impeded above or below the ground and is adequately dimensioned to allow for the growth of healthy trees. The deep soil area can form part of the common open space or private open space for the site.

3.2.1.4 Dwelling

The current definition of dwelling in Tasmania requires that laundry facilities be provided. An individual unit in apartment without its own individual laundry facilities can be interpreted as not meeting the definition for a dwelling.

A dwelling is defined similarly in most Australian jurisdictions. It is common for the definition to exclude reference to laundry facilities to enable the provision of shared facilities in multiple dwellings. The introduction of definitions for grouped dwellings, townhouses, and apartments into the SPPs will need to coincide with an improved definition of a dwelling.

Based on other Australian jurisdictions, there is an option to altogether remove reference to laundry facilities in the definition of a dwelling. That is, a dwelling is still a dwelling if it relies on shared or commercial laundry facilities. As an alternative to removal, the reference to laundry facilities could remain but be amended to 'access to onsite laundry facilities'. However, this alternative option does not allow for apartment dwellings in inner city areas that may utilise commercial laundry facilities rather than having on site facilities.

Potential definition for dwelling

For an example of the potential wording in the SPPs, a dwelling could be defined as 'a building, or part of a building, used as a self-contained residence and which includes food preparation facilities, a bath or shower, a toilet and sink, and any outbuilding and works normally forming part of a dwelling'.

3.2.1.5 Grouped dwellings (new) and multiple dwellings (change)

The definition for multiple dwelling in the SPPs theoretically encompasses all dwelling typologies other single dwellings. It is an umbrella term which encompasses more than one dwelling on the same lot, such as grouped dwellings, townhouses, and apartments, for example.

There is no definition for grouped dwelling in the SPPs. Grouped dwellings are typically low set, detached and semi-detached multiple dwellings. This is the predominant form of multiple dwellings currently being delivered in residential zones across Tasmania. There is a need to define grouped dwelling to ensure that multiple dwellings remain an umbrella term for different typologies.

A grouped dwelling largely involves a horizontal separation of dwellings, where dwellings are side by side on the same site and may be detached or semi-detached by a party wall. Dwellings in a grouped dwelling typology are not required to directly front the street, which leads to the provision of shared internal driveways providing access to the dwellings. It is likely that explanatory guidance figures would improve the interpretation of the various multiple dwelling typologies referred to in the improved suite of development standards.

Potential definition for multiple dwellings

Two or more dwellings on a lot. Examples include grouped dwellings, townhouses, and apartments.

Potential definition for grouped dwellings

Two or more detached or semi-detached dwellings on a lot, where one or more dwellings may not be directly fronting a public road. Excludes apartments and townhouses.

Figure 5 Grouped dwellings in Perth with a shared central driveway (source: Mark O'Brien, ERA)

Figure 6 Grouped dwellings in Perth with landscaped driveway (source: MDC Architects)

3.2.1.6 Plot ratio

Plot ratio is a tool used in development control to manage the scale and coverage of built form. It is the ratio of floor area to site area, calculated by dividing gross floor area by site area. There is no definition for plot ratio in the SPPs. To support the introduction of a plot ratio standard detailed below in this report, a clear definition is required.

There appears to be relatively concise and consistent definitions for plot ratio across other Australian jurisdictions. However, the methods of calculation are variable. Most jurisdictions calculate plot ratio utilising a gross floor area rather than a net or floor space ratio. This is preferred as it creates a simplified and more easily understood process.

There is an existing definition for gross floor area in the SPPs that can be relied upon for calculating plot ratio[17]. In addition, explanatory guidance figures associated with the recommended plot ratio development standard will further assist with interpretation.

Potential definition for plot ratio

The gross floor area of all buildings on a site, divided by the area of a site.

3.2.1.7 Townhouse

There is no definition for townhouse in the SPPs. The distinguishing feature of townhouses, which are also known as terraces and row houses in other Australian jurisdictions, is that each dwelling has a street facing frontage and shared/party wall(s). Townhouses may be front loaded, meaning vehicle access to garages occurs via the primary frontage/facade, or rear loaded, where vehicle access and parking is via a laneway servicing the rear boundary. Townhouses may also be single dwellings, where each townhouse is on a separate lot, or multiple dwellings, where each townhouse is either strata titled or together on a larger parent lot.

Providing a definition for townhouse will support the interpretation of the improved suite of use and development standards recommended below.

Potential definition for townhouse

A single or multiple dwelling with a direct frontage to a street and comprising one of two or more adjoining dwellings erected side by side, with at least one shared side wall.

[17] Gross floor area is defined in the SPPs as the total floor area of the building measured from the outside of the external walls or the centre of a common wall.

Figure 7 Townhouses in Sydney with garages in rear laneway (i.e. rear loaded) (Source: Mark O'Brien, ERA)

Figure 8 Townhouses in Perth with garage access via street frontage (i.e. front loaded) (Source: Mark O'Brien, ERA)

3.2.1.8 Worker's accommodation

There is no definition for worker's accommodation in the SPPs. Providing a definition for worker's accommodation will support the interpretation of the improved suite of use and development standards recommended below.

Worker's accommodation is a temporary, and often shared accommodation that is similar to other shared accommodation uses such as a boarding house, which falls under the residential use class. However, the type of dwellings accommodating workers can vary, and may include single and multiple dwellings, where each dwelling is self-contained. For this reason, workers accommodation could be considered as a unique sub-use class to residential, given that workers could be housed in single dwellings, multiple dwellings, or communal residences.

Occupants of workers accommodation reside on a site for the purpose of carrying out employment on a defined task/project. This is distinct from visitor accommodation use, which is a tourist-based offering with no employment element.

Worker's accommodation can but does not necessarily need to occur on the same site where the employment takes place. For example, accommodation for fruit pickers can occur on the farm where the work is taking place. However, accommodation for workers of a major infrastructure project may not be safe or desirable to occur at the site of employment.

Potential definition for worker's accommodation

Use of land to accommodate key workers on a temporary basis while they carry out employment. Examples include fruit pickers, hospital staff, mine workers, and construction workers delivering major infrastructure projects.

3.2.1.9 Residential use class

The residential use class definition in the SPPs does not include reference to worker's accommodation, or the alternative dwelling typologies including grouped dwellings, townhouses, and apartment buildings. To explicitly tie these to the residential use class, the definition for residential use class requires revision.

The concept of a nesting table is an effective tool used in other Australian jurisdictions to explicitly detail how a use class and its sub-classes align and piece together. The introduction of a nesting table for the residential use class will help clarify the recommended definitions, and will be of relevance to improved standards. An example nesting table for the residential use class is shown in Figure 9, which should be referenced in the new definition.

There is an existing definition for communal residence in the SPPs that can be relied upon for creating the nesting table[18].

Potential definition for residential use class

Use of land for self-contained or shared accommodation. Examples include single dwellings, multiple dwellings, communal residences, workers accommodation, and home business, as shown in the nesting table.

[18] Communal residence is defined as use of land for a building to accommodate persons who are unrelated to one another and who share some parts of the building such as a boarding house, residential college and residential care facility.

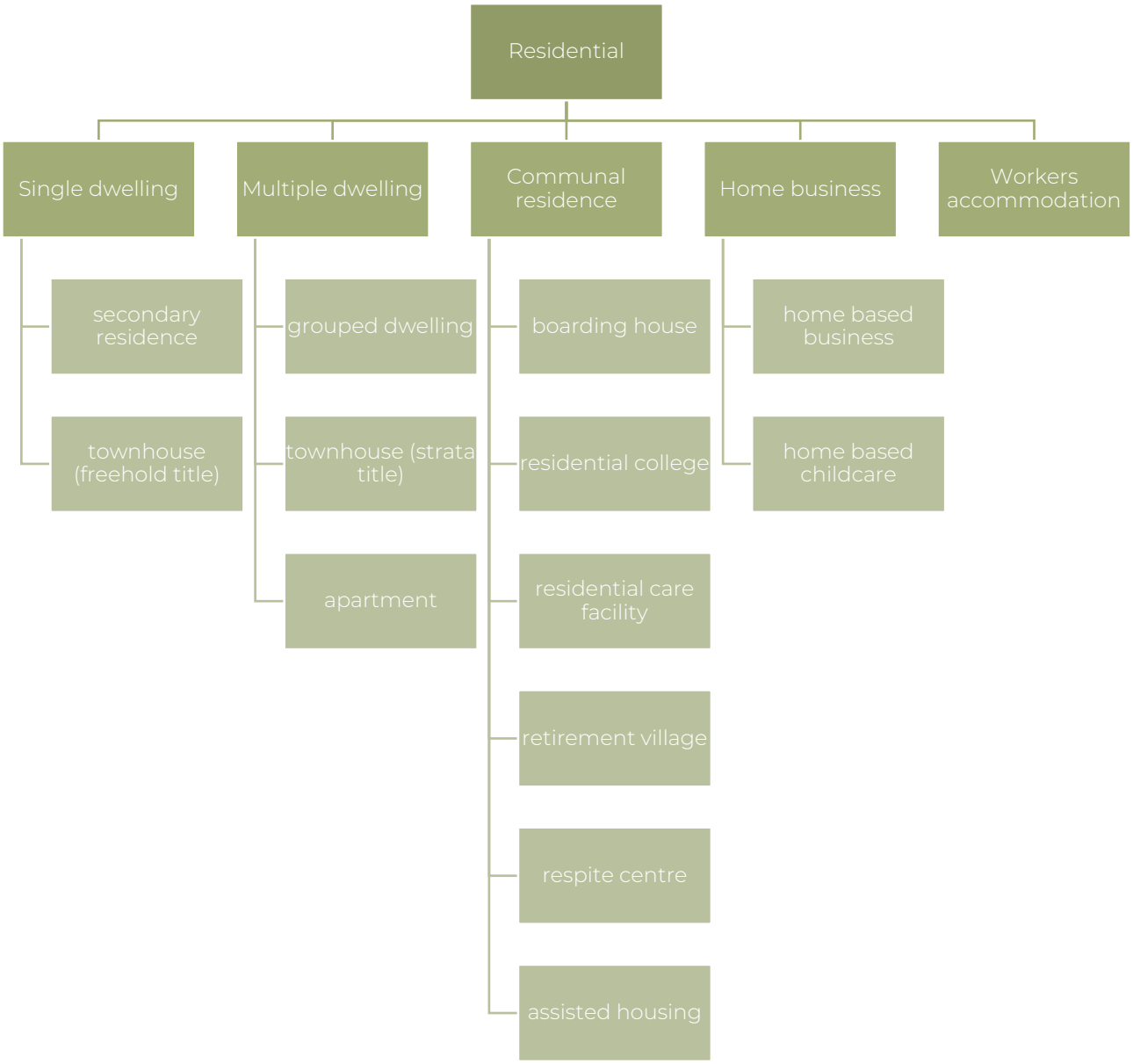


Figure 9 Nesting table for residential use class.

3.3 Evaluation outcome

The definitions explored above are essential elements of improved residential standards to ensure that the recommendations resolve an issue or need, further planning strategy, and most importantly, ensure that the improvements are both viable and deliverable.

3.3.1 What's been said about it?

To date, stakeholders have expressed firm agreement with the need to rework and introduce new definitions in the SPPs related to the residential standards. In particular, for land use definitions to encourage a broader range of dwelling types, including supplementary nesting diagrams.

Written submissions received during the public consultation period of the draft recommendations report provided a broad level of support for the recommended definitions. Respondents often chose to express individual opinions on the detailed drafting of the definitions rather than raise any fundamental flaws.

A consultation summary report is available separately for download at the Planning in Tasmania website.

3.3.2 Updates between draft and final report

A high-level overview of key changes between the draft and final recommendations report is provided below. These changes have resulted from some of the more notable and recurring feedback received during the public consultation period.

- **Apartment building** definition has been changed to more closely align with the definition in the National Construction Code.
- **Townhouse** definition has been changed to directly reference shared walls, and to allow for two conjoined dwellings to be considered a townhouse.

3.4 Recommendations

The recommended improvements related to terms and definitions are provided below. A consolidated list of all recommendations is provided in Appendix C.

- New and amended definitions to be inserted into Table 3.1 Planning Terms and Definitions in the SPPs. The improved definitions detailed in Section 3 of this report are critical to the optimal functioning of the residential standards as they relate to other recommended improvements.

  Note: The final definitions will be dependent on final drafting of the improved standards.
- A nesting table for the residential use class to be inserted as an explanatory figure providing guidance for the new and existing residential sub-classes, as shown indicatively in Figure 9 of this report.

Section 4

A mature suite of residential standards

4 A mature suite of residential standards

For a high-level summary of the improved suite of residential standards discussed below, refer to the development standards fact sheet and subdivision standards fact sheet, available in Appendix A.

4.1 Identifying the opportunity

A mature suite of use, development, and subdivision provisions is needed to improve Tasmania's residential standards. This section of the report explores improvement options to the existing suite of standards in the urban residential zones. Improvements to residential standards in business zones is discussed in Section 5. The implementation options to deliver the recommended improvements is outlined in Section 6.

Role of planning in housing

In considering improvement opportunities, it is first necessary to understand the role of planning in housing and the fundamental planning principles for housing.

Planning has an important role to play in enabling more homes to meet Tasmania's housing needs. However, pressure on planning systems to deliver more housing often oversimplifies complex drivers and fails to appreciate the role of planning to put the right housing in the right place. Planning can assist housing supply but shouldn't enable poorly located or badly designed development. The tools of planning, including residential standards in planning schemes, set the provisions for housing design, diversity, sustainability, and other outcomes that make places liveable.

Planning principles for housing

The Planning Institute of Australia has identified ten strategies that planning systems can adopt to support housing, which are coordinated into three overarching principles: enabling housing for those in need, encouraging more housing diversity and good design, and improving decision-making systems and strategies (see Table 16 in Appendix B). Tasmania's residential standards should further these planning principles, whereby key improvement opportunities provide for more housing choice and design quality.

Comparison of residential standards

To assist with identifying improvement opportunities, it is also necessary to consider current and best practice planning for residential standards, including evaluating the performance of Tasmania's residential standards and planning system against others in Australia.

Tasmania's planning system ranks highly relative to other Australian jurisdictions, in measures of efficiency through speedy approval timeframes, and consistency via standardisation of planning instruments and mandated statewide controls[19]. The improvement opportunities explored below are provided in context of this relative speed and consistency at which the current standards operate. That is, improvements should not unnecessarily impact upon the redeeming features of the existing system.

An audit of residential standards in Australia has highlighted which standards are being successfully applied more universally across jurisdictions. Table 17 in Appendix B details the suite of residential standards, and the planning systems in which they operate. Several standards are applied more universally across Australia but are not covered in Tasmania's SPPs; these present potential opportunities to rectify shortfalls in Tasmania's residential standards. Some of the more notable opportunities include:

- Landscaping and deep soil areas
- Common open space for multiple dwellings
- Front elevations and passive surveillance
- Plot ratio
- Environmental performance (including solar access, ventilation, noise, and water sensitive design)
- Lot size diversity

[19] Business Council of Australia, Regulation Rumble, 2023

- Roads and street blocks
- Public open space

Planning scheme drafting

The drafting of planning scheme provisions affects development outcomes for housing. Despite best intentions, a poorly worded or ambiguous provision can fail to deliver desired outcomes and exacerbate interpretation issues or contention in the decision-making process. To achieve best practice plan drafting the following should be achieved:

- The outcome sought by a provision is a relevant planning matter under the LUPA Act.
- There is a sound basis for the outcome being sought in strategic planning and policy.
- The provision is necessary, effective and proportional to the intended outcome.
- The provision is consistent with the operational (machinery) provisions of the scheme.
- Focussing each standard on one specific planning matter to avoid complex drafting and application.
- Wording is clear and unambiguous, and terms appropriately defined to limit variable interpretation.

Any recommendations for change must also be compatible with the drafting principles and conventions set by the Tasmanian Planning Commission[39], or coincide with recommended changes to these conventions.

Prescriptive versus performance-based approaches

The structure of planning schemes are broadly consistent across Australia, where development is regulated through the spatial application of zones and codes, with an overarching suite of purpose statements outlining intent, cascading to a series of specific use and development standards. There are of course nuances across jurisdictions, particularly in terms of the operational nature of any statements of policy or intent. However, for most standards, there is an option to comply with a prescriptive requirement that is easily measured (acceptable solution), and an option to seek an alternative performance-based outcome (performance criteria).

Setting minimum requirements can provide certainty to proponents and is well suited to standards that are easily measured (e.g. building height). However, there is a growing consensus that a focus on minimum standards does not generally result in high quality design outcomes. Minimum standards have the risk of setting the bar only at what is not desired, rather than rewarding developments that seek high quality approaches. Additionally, standards are often not reviewed often enough to keep up with contemporary practice further discouraging innovation and responses to pressing matters.

In contrast to a focus on minimum standards, a planning scheme can be framed around setting more aspirational performance-based standards; something to aim for. To deliver innovation, however, performance-based standards require effective engagement of planning participants (local governments, developers, applicants, design teams) to have a more active role. This requires a higher level of experience and adequate resourcing to ensure assessing officers are comfortable engaging on detailed design discussions with proponents[20].

Residential standards in the SPPs predominantly feature both a prescriptive and performance-based solution for each clause. Feedback has indicated that while there is a balance between certainty and flexibility, proponents are being discouraged from using performance based solutions that achieve good design and amenity outcome. This is likely because of the narrow basis for discretion by Planning Authorities under the performance criteria and the broader perception in the industry and community that reliance on a performance criterion means that the application does not comply with the planning scheme and requires a high level of scrutiny. The risk of a longer assessment process is not outweighed by the certainty and the quick turn around when complying with the acceptable solution.

The TPS also currently has few design guides or diagrams to support or elaborate on performance-based solutions. The inherent risks for proponents seeking performance-based solutions may be reduced through more definition and guidance regarding performance solutions as well as broader industry and community education.

[20] Hodyl & Co et al, ACT Planning Reform – Delivering Best Practice Urban Design Through Planning, 2021

4.1.1 Opportunity for development standards

Tasmania's residential development standards are not conducive to delivering greater dwelling density and diversity. While the suite of development standards is reasonably well positioned to enable the delivery of detached single and multiple dwellings, there are few standards that directly contemplate alternative housing typologies.

The residential development standards, through parameters such as building envelope and density controls, make it easier to deliver lower density detached dwellings as the overwhelmingly dominant housing type. This has in part contributed to a higher proportion of detached dwelling approvals occurring today than ten years ago. Overall, close to 90% of housing stock in Tasmania is detached dwellings. This is not well matched to the demographic profile, where close to 30% of homes accommodate single person or lone households[1], nor the needs for social and affordable housing, where more than half of 4,500 applications on the Tasmanian housing register seeking one bedroom dwellings[8]. When also factoring in dwelling demands of an aging population, the mismatch between demand and the dwelling supply catered for by the current residential standards is exacerbated.

There is an opportunity to encourage greater housing choice in appropriate locations, with improvements to the residential standards acting to enable this.

4.1.2 Opportunity for subdivision standards

Decisions made at the subdivision stage of a development have long term effects on liveability, locking in many functional attributes of a community.

The assessment of subdivision through the SPPs in the urban residential zones is currently very limited, with 3 standards and 8 criteria controlling the design of lots, roads, and services. Assessment is heavily engineering focussed, with reliance on the Tasmanian Subdivision Guidelines to inform design. The upcoming SPP review projects (see Section 1.7) will consider updates to the subdivision design guidelines, and there is an opportunity for the improved residential subdivision standards in this Project to influence what additional design guidance is needed.

Business as usual residential subdivisions in Tasmania tend to fall short when it comes to lot diversity, green infrastructure, and overall liveability. Those which are successful do so despite the regulations, rather than because of them.

Further rigour and breadth are required across the residential subdivision standards to ensure the quality of a proposed subdivision can be properly assessed as part of the planning process. There is an opportunity to improve subdivision structure, active and public transport travel opportunities, provisions of public open space, and lot size diversity to enable the delivery of alternative dwelling typologies.

4.2 What are the improvements?

4.2.1 Use status

A use status informs what type of use and development can occur in a zone. It is a critical element of a planning scheme, especially for residential use and the associated amenity impacts that can eventuate from inappropriate development.

There is a need to establish a use status for each recommended dwelling typology, particularly new typologies recommended for inclusion in the residential standards (see Section 3). The use status is also important in context of the final implementation option chosen (see Section 6). That is, dependent on the implementation option, a use status may need revision in a particular zone to account for any shift in policy intent.

An example of the preferred use status for the recommended dwelling typologies is presented in Figure 10, based on introducing new dwelling typologies into the existing zoning suite (see implementation option 1 in Section 6). To promote the delivery of diverse housing typologies, townhouses, apartments and communal residences should be permissible in all urban residential zones excluding the LDRZ.

	Single dwellings	Communal residences	Multiple dwellings (including grouped dwelling, townhouses and apartments)	Workers accommodation
No Permit Required (NPR)	GRZ IRZ LDRZ			
Permitted (P)	Business zones (if above ground level)	GRZ IRZ Business zones (if above ground level)	GRZ IRZ Business zones (if above ground level)	All zones (if less than 20 beds)
Discretionary (D)	Business zones (if not P)	Business zones (if not P) LDRZ	Business zones (if not P) LDRZ (if for grouped dwellings and there is infrastructure capacity to service the development)	All zones (if not P)
Prohibited (X)			LDRZ (if not D)	

Figure 10 Use status for dwelling typologies in zones

4.2.2 Use standards

There are no changes recommended to the existing use standards for residential and business zones in the SPPs. Typically, the existing use standards cover non-residential use, and are considered to provide adequate and proportional planning scheme controls.

4.2.2.1 Worker's accommodation

The recommended introduction of worker's accommodation into the residential use class (see Section 3) has the potential to introduce amenity concerns in specific circumstances, which may be more pronounced depending on the intensity of the use.

While the scale of development could be controlled through the underlying development standards (e.g. site coverage, setbacks, etc), managing the intensity of the use would likely require a discretionary use status or a new use standard. The main urban residential zones include a discretionary use standard at clauses 8.3.1 A4/P4, 9.3.1 A4/P4, 10.3.1 A4/P4 that is suitable for applications involving workers accommodation of large intensity. Therefore, applying a discretionary use status to large intensity workers accommodation in the urban residential zones would ensure suitable controls are applied to the manage the use. The discretionary use status could apply to workers accommodation developments comprising 20 or more beds, for example.

4.2.3 Development standards

The below suite of development standards is recommended for both dwellings and non-dwellings in the urban residential zones. Improvements to residential standards in the business zones are discussed in Section 5.

Table 6 provides a high-level summary of the draft improvements recommended to the residential development standards in the SPPs. Discussion of each individual standard that makes up the improved development suite is provided in the sections following Table 6. For each development standard, discussion refers to a permitted (acceptable solution) and performance (performance criteria) pathway and provides potential parameters to consider for inclusion in the final drafting of the recommended improvements.

It is important to note that potential parameters are not definitive or conclusive recommendations. Rather, their purpose is to demonstrate the overall elements that should be considered when making final drafting decisions. The exact wording and detail of the improved suite of development standards will be subject to a subsequent drafting process undertaken by the SPO following completion of the Project.

Table 6 - Summary of draft improvements to development suite

Development standards (improved suite)	Summary of draft recommendation	Primary intent or driver for change
Plot ratio	Replaces density standard at clauses 8.4.1, 9.4.1, 10.4.1	Enable increased housing diversity and encourage design that is more responsive to site context and characteristics.
Height	Separates height provisions from setback and building envelope standard at clauses 8.4.2, 9.4.2, 10.4.2	Simplify interpretation and assessment
Setback	Separates setback provisions from setback and building envelope standard at clauses 8.4.2, 9.4.2, 10.4.3	Simplify interpretation and assessment, enable increased dwelling diversity
Landscaping	Replaces site coverage and private open space provisions at clauses 8.4.3, 9.4.3, 10.4.4	Improve design quality, liveability, and climate resilience
Solar access	Replaces sunlight to private open space of multiple dwellings standard at clauses 8.4.4, 9.4.4 and separates solar access provisions from setback and building envelope standard at clauses 8.4.2, 9.4.2, 10.4.3	Consolidate all solar access provisions into a single clause
Front elevation	Replaces width of openings for garages standard at clauses 8.4.5, 9.4.5 and frontage fences standard at clauses 8.4.7, 9.4.7, 10.4.5	Consolidate all front elevation provisions into a single clause
Privacy	No change	Not applicable
Storage	Replaces waste storage for multiple dwelling standard at clauses 8.4.8. 9.4.8, and includes a dwelling storage provision	Consolidate all storage related provisions into a single clause

4.2.3.1 Plot ratio

Residential density standards in the SPPs restrict the maximum number of dwellings allowed on a given site with little regard to built form outcomes or whether the density is appropriate to the site, its context, and characteristics.

The concept of restricting density is somewhat contradictory to the objectives of the density standards, which are to make efficient use of land for housing and to optimise the use of available infrastructure. Development yield for any given site is influenced by the combined effect of many standards, including density, height, setback, site coverage, and parking requirements. Moreover, rather than density, it is the built form factors which have the greatest influence on how a development looks and functions, and whether there are any offsite impacts. For example, a row of three, two storey townhouses could equally accommodate six apartments if containing separate dwellings on each floor level. The density difference in this example is not apparent in the built form outcome.

Residential density standards are not doing enough to encourage diverse scales of development and are negatively impacting the ability for Tasmania to achieve the housing we need in an appropriate manner. Current housing densities are well below targets set through strategic land use planning (see Section 2.1.8). This means Tasmania needs to actively encourage a range of different housing types, allowing greater density on appropriate sites whilst also managing built form outcomes.

Plot ratio offers an alternative solution to density controls. Plot ratio sets a maximum amount of development (gross floor area) that can occur on a site, without prescribing a dwelling density. When combined with other built form controls, it allows for variation in the shape and siting of buildings to help

deliver a broader range of dwelling typologies and densities while ensuring that the overall scale is appropriate to the site. In some circumstances, it may not be possible to reach the maximum allowable plot ratio due to other development controls and site constraints.

Figure 9 depicts the concept of plot ratio, being gross floor area as it relates to overall site area. The larger the plot ratio, the greater the gross floor area of development permissible on the site. In the urban residential zones, a plot ratio somewhere in the order 0.3 to 1.0 could be considered appropriate for single dwellings, as this roughly equates to the current site coverage expectations in the respective zones, and similar provisions in other Australian jurisdictions[21]. To promote dwelling diversity, a plot ratio bonus should be considered for townhouses, apartments, and social housing in appropriate locations.

Based on the potential plot ratio parameters outlined below, a site that has an area of 1000m^2 is theoretically capable of accommodating a maximum gross floor area up to 400m^2 in the LDRZ, up to 600m^2 in the GRZ and up to 1000m^2 in the IRZ. For the IRZ, the only means of achieving the maximum plot ratio, when factoring in the other built form controls, is to build multiple storeys. Explanatory guides and figures would be required to coincide with the introduction of a plot ratio standard in the SPPs.

The overarching objective of a new plot ratio standard could be to ensure that the overall bulk and scale of development is appropriate for the existing or planned character of the area. Where plot ratio seeks discretion to exceed parameters, the performance solution should be tied to the other standards that seek similar or related objectives for built form control, such as height, setbacks, landscaping, and solar access. This could be achieved through cross referencing the performance criteria of different standards. The effect of such cross referencing would enable a performance assessment that weighs the overall development outcome against several criteria simultaneously.

Moreover, there is the option for the performance assessment to have regard to design guidelines, enabling the decision maker to consider alternative solutions that achieve design excellence (see Section 7). It is possible to include an absolute maximum metric in the performance criteria. However, this would limit flexibility and the final maximum figure would depend on how generous or restrictive the metrics are in the permitted pathway.

An example of the potential plot ratio parameters for a permitted versus a performance solution pathway is provided below. The metrics for the dwelling diversity bonus allow a two-storey townhouse typology on a minimum lot size that meets the permitted standards for other parameters detailed below in this report (e.g. setbacks, landscaping and building area).

Potential plot ratio parameters (permitted pathway)

	IRZ	GRZ	LDRZ
Objective	To ensure that the overall bulk and scale of development is appropriate for the existing and planned character of the area.		
Plot ratio (max)	1.0	0.6	0.4
Liveable housing bonus	+0.1 for developments with more than 50% of dwellings achieving Liveable Housing Guideline's gold or platinum level universal design features.		
Dwelling diversity bonus	+0.2 for social housing, townhouses, and apartments	+0.1 for social housing +0.2 for (a) social housing, townhouses, and apartments; and (b) less than 400m of a business zone or high frequency transit corridor[29]. ^	+0.1 for social housing less than 400m of a business zone or high frequency transit corridor[29]. ^

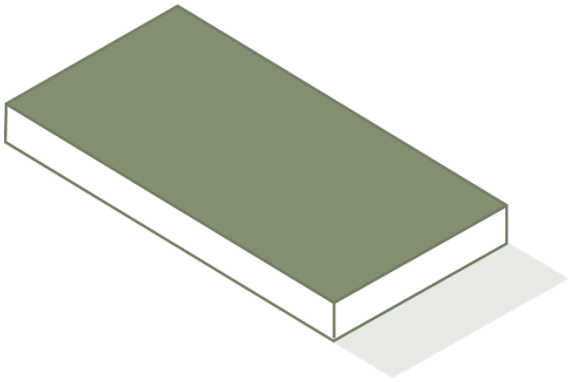
^ Measured as walking distance to any part of the lot; a business zone must be part of an activity centre defined in a RLUS.

Potential plot ratio parameters (performance pathway)

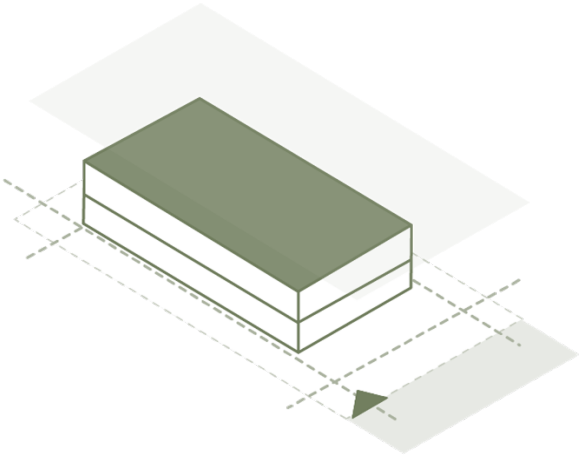
The siting, scale and bulk of development must not cause an unreasonable loss of amenity to adjoining properties and the streetscape, having regard to: (i) visual impacts caused by the apparent scale, bulk or proportions of the proposal when viewed from an adjoining property; (ii) whether the proposal complies

[21] See NT Planning Scheme 2020 clause 5.4.19, ACT Territory Plan 2008 Element 3 of Single Dwelling Housing Development Code and Multi Unit Housing Development Code, and WA Residential Design Codes Volume 2, section 2.5

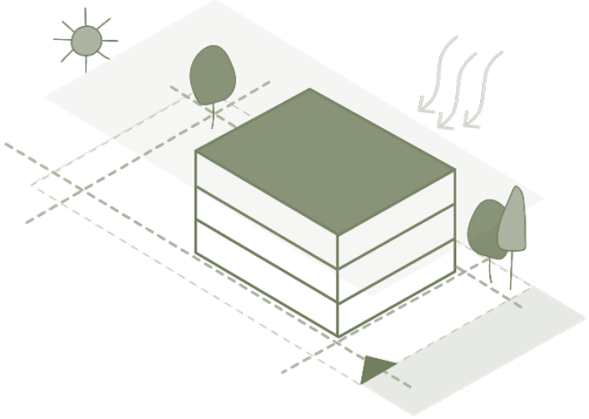
with the acceptable solution or relies on the performance criteria to meet the standards for building height, setback, landscaping, solar access, and privacy; (iii) the design quality of the proposal when referring to best practice design guidance for site cover, building mass, building form, building scale, dwelling mix, material selection, and façade design in the Medium Density Design Guidelines; (iv) the capacity of infrastructure services; and (v) compatibility of the proposal with any relevant local area objectives.



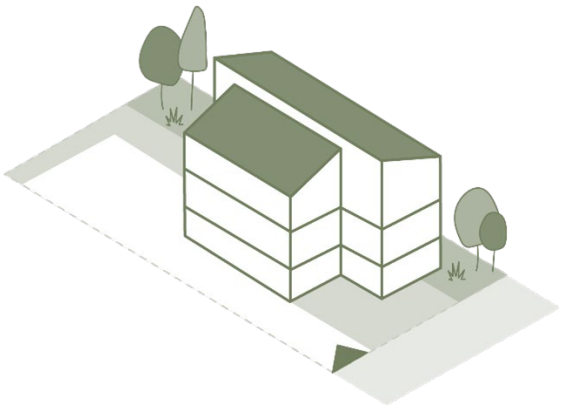
Plot ratio 1.0
with full site coverage



Plot ratio 1.0
with setbacks and
building height applied



Plot ratio 1.0
with environmental
considerations (solar access, vegetation and wind)



Plot ratio 1.0
with landscaping, deep soil,
access and parking applied

Figure 11 Plot ratio

4.2.3.2 Height

The maximum building height provisions in the SPPs currently form part of the building envelope clause and are entangled with setback requirements. There is no opportunity to meet the acceptable solution for building heights if permitted setbacks are not achieved; with the reverse being true also. By separating height and setback standards, the permitted assessment process is simplified. This is particularly important when introducing new dwelling typologies where requirements need a more nuanced approach (see section4.2.3.3). Similar to plot ratio, the performance assessment should have the ability to weigh the overall development outcome against several criteria simultaneously including design guidelines. That way, height is considered in context of plot ratio and setbacks without complicating the interpretation of acceptable parameters for each individual clause.

The existing maximum height parameters in the urban residential zones are reasonable and well established. However, they appear to have little regard to modern needs for greater ceiling heights, particularly in higher density developments such as apartments, where more ceiling height improves access to natural light and sense of space. Consideration should be given to increasing the maximum building height in the IRZ, particularly where development is delivering diverse housing types, including townhouses and apartments.

For example, the current GRZ and LDRZ building height of 8.5 m typically allows a nominal ceiling height 2.4 – 3 m per floor level over two levels, leaving between 2.5 – 3.7 m for roof and sub-floor space. Applying similar metrics to the IRZ would allow a 2.4 – 3 m ceiling height over three levels, leaving between 0.5 - 2.3m for roof and sub-floor space. For the equivalent level of roof and sub-floor space between zones, the IRZ maximum building height would need to be increased to 10.9 m.

A maximum building height of 11 m in the IRZ would be roughly equivalent to requirements for medium density residential zones in other Australian jurisdictions[22]. Other than townhouses and apartment in the IRZ, all other permitted heights should remain consistent with the existing SPP metrics.

Potential height parameters (permitted pathway)

	IRZ	GRZ	LDRZ
Objective	To ensure that the height of development is compatible with the existing and planned character of buildings in the streetscape.		
Maximum height^	• 9.5 m for single dwellings, grouped dwellings, and non-dwellings; • 11 m for townhouses and apartments	8.5 m for all buildings	8.5 m all buildings

^Note: maximum height unchanged from existing SPP requirements for the LDRZ, GRZ, and single and grouped dwellings in the IRZ.

Potential height parameters (performance pathway)

Building height must be compatible with the heights of other buildings in the streetscape, and not cause an unreasonable loss of amenity to adjoining properties, having regard to: (i) visual impacts caused by the apparent scale of the proposal when viewed from an adjoining property; (ii) the development potential of buildings in the streetscape; (iii) whether the proposal complies with the acceptable solution or relies on the performance criteria to meet the standards for plot ratio, setback, landscaping, solar access, and privacy; (iv) design quality of the proposal when referring to best practice design guidance for building separation, building scale, sloping sites, material selection, façade design, and roof design in the Medium Density Design Guidelines; and (v) compatibility of the proposal with any relevant local area objectives.

4.2.3.3 Setback

Building setback provisions in the SPPs currently form part of the building envelope clause and are entangled with maximum height requirements. There is no opportunity to meet the acceptable solution for setbacks if permitted building height is not achieved; with the reverse being true also. By separating height and setback standards, the assessment process is simplified. This is particularly important when introducing

[22] See NT Planning Scheme 2020 clause 5.2.1; ACT Territory Plan 2008 Element 3 of Single Dwelling Housing Development Code and Multi Unit Housing Development Code; and WA Residential Design Codes Volume 1 table 3 and Volume 2 table 2.1;

new dwelling typologies and higher intensity forms of development, where setback requirements need a more nuanced approach.

The existing front setback parameters in the urban residential zones are reasonable, well established, and broadly compatible with equivalent parameters in other Australian jurisdictions[23]. However, for side and rear setbacks, the current parameters are more appropriate for lower intensity forms of development such as single and grouped dwellings. To enable greater housing diversity with appropriate building separation, side and rear setbacks should be relative to the proposed dwelling typology. For example, a 0 m setback should be permissible for shared walls of townhouses, as opposed to a three-storey apartment building, which should not be built to the boundary.

Similar to plot ratio and height, the performance assessment should also have the ability to weigh the overall development outcome against several criteria simultaneously. That way, setbacks are considered in context of plot ratio, height, and solar access without complicating the interpretation of acceptable parameters for each individual clause. Moreover, there is the option for the performance assessment to have regard to design guidelines, enabling the decision maker to consider alternative solutions that achieve design excellence (see Section 7). For example, as discussed in the Medium Density Design Guidelines, if a proposal fails the permitted setback standard but does so to retain view corridors (site structure), maximise solar access (dwelling amenity) and/or retain an existing prominent tree (landscaping), these elements are referred to in the design guidelines and could be taken into regard as part of the overall performance assessment.

In addition, a new setback standard would ensure that all setback parameters for dwellings and non-dwellings are consolidated into a single clause. Lastly, for legacy lots in the LDRZ, which are often well below the minimum lot size contemplated in the SPPs, there is a need to reduce setbacks to parameters more equivalent to the GRZ.

Potential setback parameters (permitted pathway)

	IRZ	GRZ	LDRZ
Objective	To ensure that the siting of development is compatible with the existing and planned character of buildings in the streetscape.		
Front^^	• 3 m (primary) • 2m (secondary) • or equal to adjoining building	• 4.5 m (primary) • 3 m (secondary) • or equal to adjoining building	• 8 m (for lots more than 1000 m^2) • 4.5 m (for lots equal to or smaller than 1000 m^2)
Side	• 0 m (up to 3.5 m in height)^ • 0 m (for shared walls of townhouses)^ • 1.5 m (up to 7 m in height) • 3 m (>7 m in height)	• 0 m (up to 3.5 m in height)^ • 0 m (for shared walls of townhouses)^ • 1.5 m (up to 7 m in height) • 3 m (>7 m in height)	• 5 m (for lots more than 1000 m^2) • 3 m (for lots equal to or smaller than 1000 m^2)
Rear	• 0 m (up to 3.5 m in height)^ • 3 m (>3.5 m in height)	• 0 m (up to 3.5 m in height)^ • 3 m (>3.5 m in height)	• 5 m (for lots more than 1000 m^2) • 3 m (for lots equal to or smaller than 1000 m^2)
Garage^^	• 4 m, 1 m behind building line, same as building line if dwelling gross floor area is above garage, or 1 m if on land steeper than 20% grade.	• 5.5 m, 1 m behind building line, same as building line if dwelling gross floor area is above garage, or 1 m if on land steeper than 20% grade.	• Not applicable (for lots more than 1000 m^2) • Same as GRZ (for lots equal to or smaller than 1000 m^2)

^If not more than 2/3 length of shared wall boundary; ^^Note: front setback and garage setback unchanged from existing SPP requirements in the IRZ and GRZ.

[23] See ACT Territory Plan 2008 Element 3 of Single Dwelling Housing Development Code and Multi Unit Housing Development Code; WA Residential Desing Codes Volume 1 table B; NT Planning Scheme 2020 clause 5.4.3

Potential setback parameters (performance pathway)

The siting of development must be compatible with the setbacks of existing and planned buildings in the streetscape, and not cause an unreasonable loss of amenity to adjoining properties, having regard to: (i) visual impacts caused by the apparent scale of the proposal when viewed from an adjoining property; (ii) topographical constraints; (iii) whether the proposal complies with the acceptable solution or relies on the performance criteria to meet the standards for plot ratio, height, landscaping, solar access, and privacy; (iv) design quality of the proposal when referring to best practice design guidance for setbacks, public domain interface, visual privacy, and tree plantings in the Medium Density Design Guidelines; and (v) compatibility of the proposal with any relevant local area objectives.

4.2.3.4 Landscaping

Landscaping, including private and common open space, are critical considerations for housing developments. As dwelling density increases, the availability of meaningful landscaped areas through a mix of common and private open space becomes more important.

There are no landscaping requirements in the residential standards of the SPPs, and no clear consideration for common open space needs. Rather, the current provisions are predominantly focussed on controlling site coverage and private open space dimensions. This limited scope of provisions does not consider the nuance required for a more mature landscaping standard. Therefore, a new standard is required to cover more elements that contribute to improved liveability, climate resilience, and design quality of a development. This includes parameters for landscaped area, deep soil area, tree retention and provision, private open space, and common open space.

Parameters should also be tied to the zoning and dwelling typology being proposed, and it is expected that the landscaping, deep soil, and open space areas would be capable of overlap. Moreover, there is the option for the performance assessment to have regard to design guidelines, enabling the decision maker to consider solutions that achieve design excellence (see Section 7), and to cross reference with the solar access clause (see Section 4.2.3.5).

Landscaping area and deep soil area

A primary objective of the current site coverage standards is to provide opportunities for the planting of gardens and landscaping. However, there is no direct requirement to achieve this. One of the key parameters used to achieve the objective is to limit the extent of building footprints occupying a site. A more direct correlation between objective and parameter would be to control the minimum landscaped area on a site, ensure that there is sufficient deep soil area for the planting or retention of trees, and require a minimum provision of soft landscaping, including trees.

Similar to site coverage, a simple method for controlling landscaping and deep soil areas is to include a nominal percentage of site area. The deep soil area should also include a minimum dimension to ensure adequate space for the planting of trees required by the tree retention and provisions parameters. Where the deep soil area is provided on a structure (e.g. on a podium of an apartment building), the soil volume requirements should also be considered to ensure the long-term health of the tree.

A minimum landscaping area covering 25% of the site, and deep soil area covering 10% of the site, would be broadly compatible with equivalent parameters in other Australian jurisdictions[24]. This is well suited to the GRZ and LDRZ. However, to coincide with expectations for dwelling density in good locations, it is appropriate to consider a marginally smaller proportion of landscaping area in the IRZ.

It is important to note that these areas provide the opportunity for landscaping, but do not prescribe any physical plantings. Physical plantings are addressed in the landscaping provision parameter.

[24] See NT Planning Scheme 2020 clause 5.2.6, 5.4.6, and 5.4.7, WA Residential Design Codes Volume 1, table C, and section 1.1 and Volume 2, sections 3.3, 3.4, 4.4 and 4.12, VIC Victorian Planning Provisions clause 58.03-5, SA Planning and Design Code, Part 4 Design, table 1, and ACT Territory Plan 2008 Single Dwelling Housing Development Code, Element 5 clauses 5.2, 5.3, and Multi Unit Housing Development Code Element 4, clause 4.2, 4.3, 4.4 Element 6 clause 6.4.

Landscaping provision

Trees and gardens make a significant contribution to the character, amenity, and ecology of residential neighbourhoods. They provide habitat for fauna, shade, windbreaks, stormwater management, as well as improve dwelling outlook and privacy. The removal of trees from private land can take decades to replace.

A new landscaping standard should include parameters for soft landscaping, including tree retention and planting. The ability to retain existing trees on a site, or the need to provide new trees, should be tied to the scale of development and/or the dwelling typology of the proposed development. It is not essential to prescribe which trees should be retained, or where new trees must be planted. Rather, the number and size of trees, and minimum deep soil area to achieve tree provisions, are the critical parameters.

It is also important to note that the provision of landscaping does not need be at ground level. For example, apartment buildings may include podium level provisions or planter boxes with green walls as alternative performance solutions. Another performance solution for difficult sites where tree provisions may be impractical could involve the provision of street trees in the public realm adjoining a site, subject to Council approval.

The potential landscaping parameters for tree provision outlined below are based off similar parameters in other Australian jurisdictions[24].

Private and common open space

Open space can take many forms, from shared gardens and rooftops to private yards and balconies. Well-designed and located open space can expand primary living spaces and dwelling amenity. Conversely, poorly sited open space can be underutilised and add little value to a development. In addition to site context, the size and shape of open space, both private and common, must be informed by the dwelling typology, scale of development proposed and likely future residents.

The current private open space parameters for single dwellings in the SPPs are reasonable and well established. However, there is limited capacity in the current parameters to consider provisions for higher intensity multiple dwelling typologies, particularly in relation to the number of bedrooms and overall scale of development.

There are well entrenched parameters for private and common open space that are relatively consistent across other Australian jurisdictions[24]. For apartments, this includes minimum private open space provision of 8 m^2 for studio and 1 bed dwellings, 10 m^2 for 2 bed dwellings and 12 m^2 for 3 bed dwellings. For private open space generally, this permitted standard should be directly accessible from a habitable room of the dwelling. This would still allow a performance assessment to contemplate alternative options having regard to design guidelines, enabling the decision maker to consider solutions that achieve design excellence (see Section 7). For example, an apartment building development that reduces the size of south facing private open space in favour of greater north facing common open space could be considered as an alternative design response that has regard to guidance from the open space element of the design guidelines.

Similar to the existing SPPs, the performance solution does not require an absolute minimum as this introduces unnecessary rigidity into what should otherwise be a performance-based outcome. Specifically, the provision of private and common open space should match the needs of the occupants, taking into consideration existing recreation opportunities in the surrounding area.

Potential landscaping and open space parameters (permitted pathway)

	Single dwelling	Grouped dwelling	Townhouse	Apartment	Communal residence
Objectives	To ensure that development (a) provides sufficient area for private open space and common open space that meets the recreation and operational needs of residents, (b) provides sufficient area for the planting of gardens and landscaping, and (c) provides a mix of hard and soft landscaping that is compatible with the existing or planned amenity and character of the area.				
Private open space (principal area)^	• 40 m^2 (4 m min dimension)	• 24 m^2 (3 m min dimension)	• 24 m^2 (3 m min dimension)	• 8 m^2 for studio and 1 bed (2 m min dimension)	• Same as apartments if for retirement village, otherwise NA

	Single dwelling	Grouped dwelling	Townhouse	Apartment	Communal residence
				• 10 m² for 2 beds (2.5 m min dimension) • 12 m² for 3+ beds (3 m min dimension)	
Common open space	NA	5 m² per dwelling when providing more than 10 dwellings/independent living units (up to a total of 300 m² common open space)			
Landscaping area	• 25% of site area in the GRZ and LDRZ • 20% of site area in the IRZ • up to 10% of area can be vertical gardens in apartment buildings				
Deep soil area	10% of site area or 7% of site area if retaining an existing large or medium tree (3 m x 3 m min dimension and 90% pervious)				
Tree provision^^	1 large tree or 1 existing tree retained (for lots more than 750m²) 1 medium tree, two small trees, or 1 existing tree retained (for lots less than 750m²)	1 medium tree or two small trees per dwelling (minus any existing trees retained)		1 large tree, 2 medium trees, or 3 small trees per site + 1 small tree for every 10 dwellings (minus any existing trees retained)	

^ Private open space area to be directly accessed from a habitable room ^^ For tree provision, deep soil areas equate to a minimum of 9 m² for a small tree (3-8 m height), 36 m² for a medium tree (8-12 m height) and 64 m² for a large tree (over 12 m height). Note: landscaping, deep soil and open space areas can be overlapping. For example, a common open space area can also be a deep soil area and contribute towards the overall site landscaping area.

Potential landscaping parameters (performance pathway)

Development includes suitable landscaping areas, deep soil areas, and hard and soft landscaping that must (a) provide reasonable space for the planting of gardens and landscaping, (b) contribute positively to the amenity of residents and the streetscape, and (c) minimise the extent of impervious surfaces, where reasonable.

The assessment test at (a), (b) and (c) should have regard to: (i) whether the proposal complies with the acceptable solution or relies on the performance criteria to meet the standards for plot ratio, height, setback, and solar access; (ii) the design quality of the proposal when referring to best practice design guidance for building entries, deep soil zones, tree plantings, views to greening, landscape design, stormwater management, circulation, and access in the Medium Density Design Guidelines; (iii) any proposed alternatives to on-site landscaping, such as street trees, considering advice from the permit authority; (iv) compatibility of the proposal with any relevant local area objectives.

Potential open space parameters (performance pathway)

Development includes quality private and/or common open space of a size and dimension appropriate for the recreation and operational needs of occupants, having regard to: (i) whether the proposal complies with the acceptable solution or relies on the performance criteria to meet the standards for plot ratio, height, setback, and solar access; (ii) the design quality of the proposal when referring to best practice design guidance for dwelling layout, communal open space, private open space, and stormwater management in the Medium Density Design Guidelines; (iii) the ability for dwelling occupants to conveniently access nearby public space that meets their recreation and operational needs; and (iv) any constraints to providing open space on a site or in existing buildings.

4.2.3.5 Solar access

Sunlight access and daylight access refer to the amount of direct and indirect light a property receives without interference from other structures. The concept relates to seasonality and when to prioritise heat seeking (winter) and shade seeking (summer). Designing dwellings and open space areas for optimal solar access can greatly improve amenity and climate resilience.

The current residential standards in the SPPs address solar access needs in three separate clauses, being the building envelope, private open space, and solar access to private open space clauses. To simplify the interpretation and assessment process of the improved development suite, the parameters in these clauses should be consolidated into a single new solar access clause.

There are two primary objectives for the new solar access standard. Firstly, that building layouts optimise sunlight and daylight access within a development. Secondly, that built form and siting minimises unreasonable overshadowing of neighbouring properties in mid-winter. Together, the new clause should address parameters for solar access to dwellings, solar access to open space, and the impact of a proposal on adjoining properties solar access needs.

Ensuring that 2-3hrs of direct sunlight access is achieved in mid-winter is a reasonable and well-established test that is broadly used as guidance by planners in Tasmania and across multiple Australian jurisdictions[25]. However, it should be recognised that in many circumstances, the prevailing topography or built form on adjoining properties plays a critical role in the ability to receive solar access. In addition, as the density and scale of buildings increases, access to direct sunlight typically decreases, particularly in mid-winter. Reduction in solar access to a reasonable level is a well-recognised trade-off in higher density development with good locational benefits. Overall, it should be recognised that expectations for solar access correlate to the zoning and location of development.

Where direct sunlight access is limited, the importance of indirect daylight access should be elevated through a measurable performance assessment pathway. For a new solar access clause, the performance assessment pathway could also have regard to design guidelines, enabling the decision maker to consider alternative solutions that achieve design excellence (see Section 7). To achieve the optimal development outcome, the solar access clause should also be cross referenced in other standards with relevance and correlation to sunlight access, including plot ratio, height, setback, and landscaping.

Potential solar access parameters (permitted pathway)

	IRZ	GRZ	LDRZ
Objective	To ensure that development layout optimises daylight access to habitable rooms and open space areas, and minimises unreasonable overshadowing of neighbouring properties.		
Solar access to habitable room^^	2hrs of direct sunlight access to a habitable room window (excluding bedrooms)^	3hrs of direct sunlight access to a habitable room window (excluding bedrooms)^	NA if proposal meets permitted setback (otherwise, GRZ metric applies)
Solar access to private open space^^	2hrs of direct sunlight access to no less than 50% of principal private open space^	3hrs of direct sunlight access to no less than 50% of principal private open space^	NA if proposal meets permitted setback (otherwise, GRZ metric applies)
Solar access to common open space	2hrs of direct sunlight access to no less than 50% of common open space	3hrs of direct sunlight access to no less than 50% of common open space	NA
Impact on adjoining property^^^	Proposal does not cause an adjoining property to receive less than 2hrs of direct sunlight access to a habitable room, solar energy installation, or on 50% principal private open space^	Proposal does not cause an adjoining property to receive less than 3hrs of direct sunlight access to a habitable room, solar energy installation, or on 50% principal private open space^	NA if proposal meets permitted setback (otherwise, GRZ metric applies)

^ Measure taken between 9am and 3pm on winter solstice ^^Applies to a minimum of 70% of apartments in an apartment building ^^^Test does not apply to a building setback from a side or rear boundary by a distance equal to or more than its maximum height.

[25] See WA Residential Design Codes Volume 1, Part B, section 5.4.2, Part C, sections 2.2, 3.9, Volume 2 sections 3.2, 4.1, VIC Victorian Planning Provisions clause 54.05-3, 55.04-5, 55.07-3, ACT Territory Plan 2008 Multi Unit Housing Development Code Element 6, clauses 6.1, 6.2, 6.4, Single Dwelling Housing Development Code Element 5, clauses 5.1

Potential solar access parameters (performance pathway)

Development must (a) provide for reasonable direct sunlight and/or indirect daylight access to habitable rooms, private open space, and common open space for dwellings on the site, and (b) not cause an unreasonable loss of sunlight and daylight access to a habitable room, solar energy installation, private open space, and common open space of an adjoining property.

The assessment test at (a) and (b) is to have regard to: (i) whether the proposal complies with the acceptable solution or relies on the performance criteria to meet the standards for plot ratio, height, setback, and landscaping; (ii) the design quality of the proposal when referring to best practice design guidance for building separation, dwelling layout, solar and daylight access, communal open space, and private open space in the Medium Density Design Guidelines; (iii) the prevailing topography, site characteristics and location; (iv) the extent of sunlight access at solstice and equinox periods; and (v) compatibility of the proposal with any relevant local area objectives.

4.2.3.6 Frontage elevation

A well-designed frontage welcomes visitors, improves public safety and access, and delivers overall benefits to future residents and the community. The way that landscaping, fencing, access points, and the dwelling façade presents to and interacts with the street are all important parameters to achieving an active and pleasing transition between public and private space.

The current residential standards in the SPPs control the design of frontages through the width of openings for garages standard, and frontage fences standard. Although the objectives and parameters for garages and fencing are reasonable and well established, there is no ability in the current standards to ensure passive surveillance between dwellings and the street, which is an entrenched principal of good planning and design. For example, there are circumstances where developments meet the permitted standards for garages and fences, thereby satisfying the objective for passive surveillance without providing a street facing window to the dwelling itself.

To simplify the interpretation and assessment process of the improved development suite, the parameters in the garages and fences standards should be consolidated into a single new frontage elevation standard, incorporating new parameters for passive surveillance. In addition, there is the option to restrict parking between dwellings and the street, as this would allow the setback area between dwellings and the street to form part of the landscaping area, improving amenity outcomes. The overarching objective for the new frontage elevation standard is that development contributes positively to the streetscape.

The potential frontage elevation parameters outlined below are broadly consistent with similar parameters in other Australian jurisdictions[26].

Potential frontage elevation parameters (permitted pathway)

	IRZ	GRZ	LDRZ
Objectives	To ensure that development (a) reduces the potential for garage and carport openings to dominate the primary frontage, (b) enables mutual passive surveillance between dwellings and the street, and (c) does not cause an unreasonable loss of streetscape amenity.		
Frontage fencing^	Meets exemption at clause 4.6.3 of SPPs (i.e. solid up to 1.2 m height and 30% transparent up to 1.8 m height)		
Openings for garages and carports^	Where less than 12 m from a front boundary, 6 m wide or half the width of the frontage (whichever is lesser)		• Not applicable for lots more than 1000 m^2 • Same as IRZ/GRZ for lots equal to or smaller than 1000 m^2
Passive surveillance	For each dwelling less than 12 m from a boundary adjoining the public realm, and not separated by another building, provide a fully transparent window(s) facing the public realm. The		• Not applicable for lots more than 1000 m^2

[26] See ACT Territory Plan 2008 Multi Unit Housing Development Code Element 5 clause 5.1, 5.4, and Single Dwelling Housing Development Code Element 4 clause 4.3, VIC Victorian Planning Provisions clause 55.03-9, WA Residential Design Codes Volume 1 Part B section 5.2, Part C section 3.6, Volume 2 section 3.6, and SA Planning and Design Code Part 4 Design

	IRZ	GRZ	LDRZ
	window(s) must have a sill height not more than 1.5 m above finished floor level with a total minimum area of 2 m^2.		• Same as IRZ/GRZ for lots equal to or smaller than 1000 m^2
Parking	Excluding existing parking, vehicle parking is not permitted in the setback between the dwelling and street.		• Not applicable for lots more than 1000 m^2 • Same as IRZ/GRZ for lots equal to or smaller than 1000 m^2

^ Note: front fencing and garage openings unchanged from existing SPP requirements

Potential frontage elevation parameters (performance pathway)

Front fencing, garage and carport openings, front facades of buildings, and parking between buildings and the street must (a) provide for security and privacy, while allowing for mutual passive surveillance between buildings and the street, and (b) reduce the potential for blank walls and parking to dominate the primary frontage.

The assessment test at (a) and (b) is to have regard to: (i) the design quality of the proposal when referring to best practice design guidance for setbacks, building entries, public domain interface, façade design, and car parking in the Medium Density Design Guidelines, and (ii) the prevailing topography and site characteristics, including compatibility with frontage elevations in the streetscape.

4.2.3.7 Privacy

Privacy standards ensure that indoor and outdoor private spaces can be enjoyed without unreasonable overlooking from other dwellings. The ability to achieve sufficient privacy is influenced by topography, and what is occurring on neighbouring properties.

The objective of the residential privacy standards in the SPPs is to provide a reasonable opportunity for privacy for all dwellings. This is achieved through well-established parameters regarding the location and design of habitable room windows and open space areas.

No fundamental changes are recommended to the privacy standards in the urban residential zones of the SPPs. However, it should be recognised that the final privacy dimensions should be coordinated with the setback dimensions in the new setback standard. It should also be noted that the existing privacy standards are the same in both the IRZ and GRZ. This does not equate to the different expectations for privacy in these zones. Rather, developments in the IRZ could reasonably be expected to receive less privacy than those in the GRZ and LDRZ.

Complex privacy standards feature in many Australian jurisdictions, with the existing privacy standards in the SPPs providing a comparatively simple standard to interpret[27]. Nevertheless, similar to other jurisdictions, explanatory figures or guides could be used to improve interpretation.

In addition, similar to the other improved standards outlined above, the performance assessment should also be improved to have regard to design guidelines, enabling the decision maker to consider alternative solutions that achieve design excellence (see Section 7). For example, a dwelling with windows setback less than the permitted standard may be a result of achieving other good design principles such as solar access, outlook, or overall siting to retain existing trees on the site. In this circumstance, the proposal may still be designed with screening such as fins to maximise solar access and outlook without direct overlooking. All these considerations should be taken into regard for a more holistic performance-based solution. They do not, however, override the core assessment criterion to minimise overlooking.

[27] See WA Residential Design Codes Volume 1 Part B section 5.4.1, Volume 2 section 3.5, ACT Territory Plan 2008 Multi Unit Housing Development Code Element 6 clause 6.3, VIC Victorian Planning Provisions clause 54.04-6, 55.04-6, and SA Planning and Design Code Part 4 Design

Potential privacy parameters (permitted pathway)

	IRZ	GRZ	LDRZ
Objective	To ensure that development provides reasonable opportunity for privacy for dwellings and private open space.		
Privacy^	New windows, glazed doors, open space and car parking more than 1 m above existing ground level must: (a) achieve a side and rear setback equivalent to the acceptable solution for the setback standards; and (b) be sited not less than 5 m from a window, glazed door or private open space of another dwelling on the site; or (c) offset 1.5 m horizontally from a window, glazed doors and private open space of another dwelling; or (d) screened to 1.7 m above finished floor level, with a uniform transparency of not more than 35%.	New windows, glazed doors, open space and car parking more than 1 m above existing ground level must be: (a) setback 3 m from a side or rear boundary; and (b) sited not less than 6 m from a window, glazed door or private open space of another dwelling on the site; or (c) offset 1.5 m horizontally from habitable room windows, glazed doors and private open space of another dwelling; or (d) screened to 1.7 m above finished floor level. Screening must achieve a uniform transparency of not more than 25%.	New windows, glazed doors, open space and car parking more than 1 m above existing ground level must be: (a) setback 3 m from a side or rear boundary; and (b) sited not less than 6 m from a window, glazed door or private open space of another dwelling on the site; or (c) offset 3 m horizontally from habitable room windows, glazed doors and private open space of another dwelling; or (d) screened to 1.7 m above finished floor level. Screening must achieve a uniform transparency of not more than 25%.

^ Test only applies to windows and glazed doors of habitable rooms.

Potential privacy parameters (performance pathway)

A balcony, terrace, parking space, or habitable room window that has a finished floor level more than 1 m above existing ground level must be designed to minimise overlooking of habitable rooms and private open space of dwellings on adjoining properties and on the same site, having regard to: (i) the design quality of the proposal when referring to best practice design guidance for visual privacy and private open space in the Medium Density Design Guidelines; (ii) the angle of view; (iii) any screening proposed, including screening provided by exiting or proposed vegetation; and (iv) the prevailing topography, the location and site characteristics.

4.2.3.8 Storage

Although often an afterthought in the design process, adequate storage is an important development factor, particularly in higher density developments where space is at a premium.

The current waste storage standard in the urban residential zones is reasonable and well-established. However, an improved storage standard should include dedicated dwelling storage parameters for multiple dwellings. Similar to private open space provisions, dwelling storage parameters should be tied to the number of bedrooms, and it is anticipated that the storage would be in addition to typical internal dwelling storage provided in kitchens, bathrooms, and bedrooms.

Storage provisions are not required in the LDRZ given that the standard lot size, and corresponding capacity for storage, is significantly larger than the other urban residential zones.

The potential dwelling storage parameters outlined below are based off similar parameters in other Australian jurisdictions[28].

[28] See WA Residential Design Codes Volume 1 Part B section 5.4.4, Part C section 2.1, Volume 2 section 4.6, 4.17, ACT Territory Plan 2008 Multi Unit Housing Development Code Element 6 clause 6.7, VIC Victorian Planning Provisions clause 58.06-3, 58.05-4, NSW Apartment Design Guide section 4G, 4W

Potential storage parameters (permitted pathway)

	IRZ	GRZ	LDRZ
Objective	To ensure that development provides an appropriate size and location for storage, including the storage of waste and recycling bins.		
Waste storage for multiple dwellings^	1.5 m^2 per dwelling, for exclusive use of each dwelling (not in front of dwelling) or in common storage area (more than 4.5 m from frontage, 5.5 m from a dwelling and screened to 1.2 m).		Not applicable
	Bulk waste bins collected on site via private contractor, or on street subject to Council discretion, for buildings containing five or more apartments.		Not applicable
Dwelling storage for multiple dwellings	An enclosed, lockable area not less than 6 m^3 for studio and 1 bed; 8 m^3 or for 2 beds; 10 m^3 for 3+beds, with a min dimension of 1 m, located in a private or shared space excluding principal open space areas.		Not applicable
Non-dwelling storage^	Outdoor storage areas for non-dwellings, including waste storage, must not be visible from a public space adjoining the site and must not encroach upon parking areas, driveways or landscaped areas.		Not applicable

^Note: waste storage and non-dwelling storage metrics unchanged from existing SPP requirements.

Potential dwelling storage parameters (performance pathway)

Development must include dwelling and waste storage space of sufficient useable area and dimensions appropriate for the needs of occupants. The storage area must be (a) screened or sited to minimise visual impacts, and (b) in a convenient and accessible location that does not unreasonably impact on the amenity of public spaces, the site, and adjoining properties. The assessment test at (a) and (b) is to have regard to (i) any advice from the road authority; and (ii) any policy on waste management adopted by Council.

4.2.4 Subdivision standards

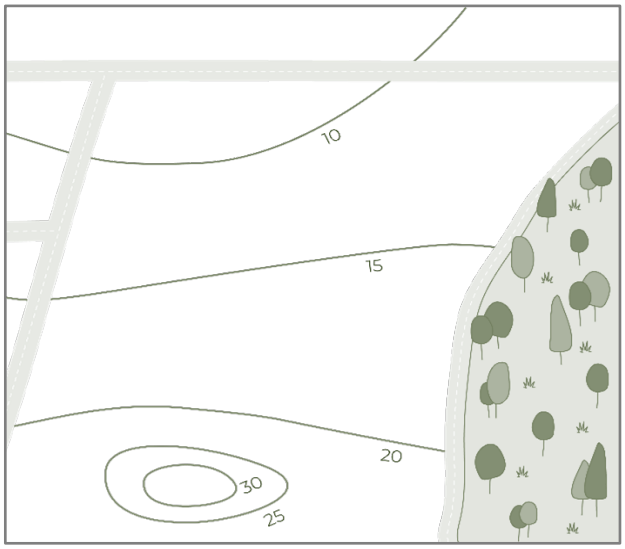
The suite of residential subdivision standards outlined in Table 7 provides a high-level summary of the draft improvements recommended to the SPPs. Discussion of each individual standard that makes up the improved subdivision suite is provided in the sections following Table 7.

Figure 10 visually depicts the overall concepts and design considerations for subdivisions based on the potential parameters to be introduced in the improved subdivision suite.

Section 7 of this report provides discussion regarding other improvements to residential subdivision, including the information requirements and design guidelines relevant to development assessment.

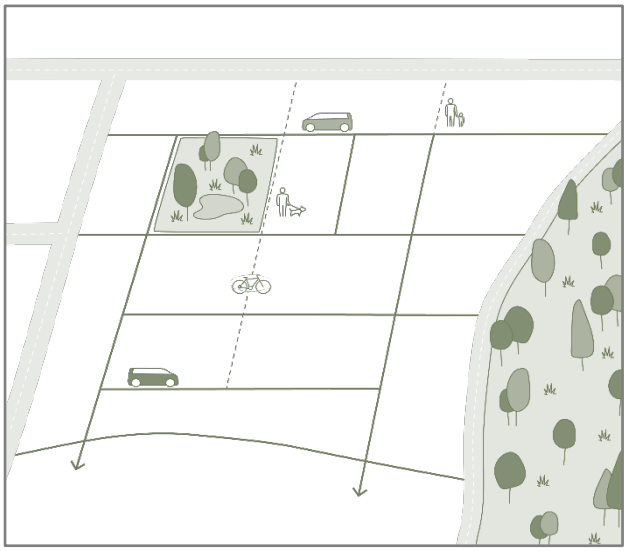
Table 7 Summary of draft improvements to subdivision suite

Subdivision standards (improved suite)	Summary of draft recommendation	Primary intent or driver for change
Lot design	Replaces lot design standard at clauses 8.6.1, 9.6.1, 10.6.1	Enable increased housing choice through lot size diversity
Movement network	Replaces roads standard at clause 8.6.2, 9.6.2, 10.6.2	Improve design quality and liveability though subdivision layout
Urban greening	New standard for public open space and landscaping	Improve design quality, liveability, and climate resilience
Services	Replaces services standard at clause 8.6.3, 9.6.3, 10.6.3	Improve climate resilience through integrated water management



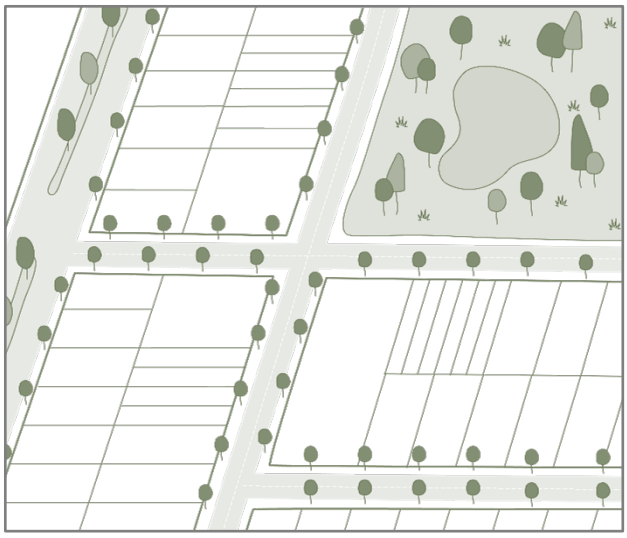
Existing land

with natural features and surrounding context, including major roads, topography and native vegetation



Subdivision design

with modified grid layout, active transport links, public open space, and permeable street block dimensions



Lot layout

with variable lot sizes to enable diverse housing types (e.g. large lots for multiple dwellings and small lots for townhouses and small homes)

Figure 12 Subdivision design

4.2.4.1 Lot design

The current lot design standards in the SPPs control minimum lot size, minimum frontage width, minimum building area, vehicle access, and solar orientation. These existing lot design parameters are well established and appropriate for delivering subdivision of a typical lot size for single dwellings. While these are important parameters, they have not been conducive to delivering dwelling diversity, recognising that this is largely due to the market efficiencies and profitability of producing larger homes on standard, homogeneous lot sizes.

Increased housing choice begins at the subdivision stage of development, which sets the variability in lot sizes necessary to enable a greater variety of dwelling typologies. More lots are needed above and below the average lot size of a subdivision proposal to achieve lot size diversity. This is particularly important in well located areas close to transport networks and activity centres.

Lot size diversity is more equitable, and easier to achieve, on bigger development sites where a balance of larger and smaller lot sizes is possible. Therefore, the entry point at which a subdivision proposal triggers the need for lot size diversity should be defined both spatially and numerically. Nominally, given the relatively small scale of subdivisions in Tasmania, it may be appropriate for subdivision within 800 m walking distance of a business zone or high frequency transit corridor[29], and creating more than 15 lots, to deliver a percentage of those as small and/or large lots. To qualify as a diverse lot size, the lot should be close to the minimum lot size (small lot) or a minimum of 1000 m^2 (large lot). The potential permitted pathway metrics for lot size diversity shown below equate to approximately 1 large lot and 3 small lots for every 15 lots created.

The overarching objective of the new lot size diversity parameter is to ensure that a subdivision delivers a range and mix of lot sizes suitable for development of diverse dwelling typologies including single dwellings, grouped dwellings, townhouses, apartments, and communal residences. This aligns with the objectives of similar provisions in other Australian jurisdictions[30]. The performance assessment for the new lot size diversity parameter could be required to have regard to a subdivision design guide to ensure that lot layout and other design elements are suitable (see recommended improvement in Section 7). Where diverse lot areas create above the average lot size (large lots to facilitate diverse dwelling typologies), mechanisms should be in place to ensure that future subdivision of the large lot does not occur without appropriate justification. Other than the new lot size diversity parameter, the existing SPP performance assessments for lot design are reasonable, well-established, and should remain unchanged.

In addition to the new lot size diversity parameter, the current minimum lot size and frontage parameters require revision for townhouses. Due to the narrower lot widths resulting from 0 m side boundary setbacks, townhouses can be delivered on reduced lot sizes whilst achieving all other development requirements. There is no need to alter parameters for other dwelling typologies such as grouped dwellings and apartments, as these are delivered on larger lots that are capable of meeting the minimum size requirements.

Potential lot design parameters (permitted pathway)

	IRZ	GRZ	LDRZ
Objectives	To ensure that subdivision (a) achieves a range and mix of lot sizes suitable for development of diverse dwelling types, (b) creates lots with areas and dimensions appropriate for the use and development, having regard to the zone purpose, and (c) ensures that each lot is provided with appropriate access to a road.		
Lot size minimum	200 m^2 (160 m^2 for a townhouse)^	450 m^2 (250 m^2 for a townhouse)^	1500 m^2
Frontage width	3.6 m	12 m (8 m for a townhouse)^	20 m
Building area	8x12 m	10x15 m (8x15 m for a townhouse)^	10x15 m
Vehicle access	From lot boundary to road in accordance with requirements of road authority		
Solar orientation	More than 60% of lots with long axis facing between 30 degrees east and west of north.		Not applicable
Lot size diversity^^	20% of lots meet the minimum lot size (or are not more than 20% above the minimum), and 10% of lots are a equal to or greater than 1000 m^2		Not applicable

^For townhouses, the minimum lot size, building area, and frontage width can be reduced to account for narrower lot widths resulting from 0 m side boundary setbacks. ^^Applies to proposals more than 15 lots where any part of the site is within 800 m walking distance of a business zone in an activity centre or high frequency transit corridor[29]

[29]High frequency transit corridors are not yet defined. This will be resolved through ongoing work between the State Planning Office, Department of State Growth, and local authorities. These corridors could be mapped to aid implementation in the SPPs. For example, in the major urban centres of Greater Hobart, Greater Launceston, Burnie and Devonport, high frequency transit may be considered as a corridor with a weekday peak hour frequency of 15 minutes or less.

[30] See ACT Territory Plan 2008 Estate Development Code Part B Element 7 clause 7.1, VIC Victorian Planning Provisions clause 56.04-1, WA Development Control Policy 1.6 Planning to Support Transit Use and Transit Oriented Development clause 4.1.4, QLD Moreton Bay Regional Council Planning Scheme Policy for Neighbourhood Design

Potential lot size parameters (performance pathway)

Performance criteria unchanged from existing SPP requirements.

Potential lot size diversity parameters (performance pathway)

Subdivision provides a variety of lot sizes and dimensions suitable to providing for a diverse range of housing types, having regard to (i) the design quality of the proposal referring to best practice design guidance in the Subdivision Design Guidelines, and (ii) the prevailing topography and site context.

4.2.4.2 Movement network

Residential subdivision influences how a community will be connected to local amenities by a range of mobility options. A comprehensive transport network is designed to be people-focussed and considers many elements including permeability, legibility, accessibility, road hierarchy, comfort, safety, and functionality. Beyond access and mobility, it also provides space for utilities infrastructure and seeks to drive ecological outcomes, including biodiversity and integrated water management.

The current road standards in the SPPs offer little guidance as to what an acceptable urban structure and movement network may look like for a subdivision. Specifically, there is no permitted pathway for new roads in a subdivision, and road design through a performance-based solution is heavily influenced by engineering requirements. In other Australian jurisdictions, substantially more direction is provided with respect to the functional road hierarchy, street block dimensions, and active and public transport needs[31].

An improved roads standard is needed to encompass the broader scope of planning requirements essential for a successful subdivision movement network. This includes the parameters outlined below for subdivision structure, sustainable transport, and street design.

Subdivision structure

When seeking to improve the structure of a subdivision design, it is important to consider how residents will be connected within and beyond the boundaries of subdivision, and how the design responds to the existing site conditions. The subdivision structure considers the physical framework of a community; the pattern and scale of street blocks, lots, and the public realm.

A primary objective of the subdivision structure is to maximise permeability, legibility, and accessibility of the street network, improving connection to services and encouraging opportunities for active travel. Permeability refers to the extent to which the subdivision structure permits, or restricts, the movement of people or vehicles through an area. Legibility refers to the ease of navigation to and through a subdivision. Accessibility refers to the overall ability to reach desired services and activities. In a subdivision structure context, permeability, legibility, and accessibility is achieved through multiple means, including street layout, continuous connections between existing and proposed streets, avoidance, or minimisation of cul-de-sacs, and setting minimum and maximum street block dimensions.

Sustainable transport

The delivery of the active transport network through subdivision design is a critical element of enabling sustainable transport choices. Good active travel connections to destinations and public transport ensures equitable access, providing alternative mobility opportunities to private car use.

The fundamental sustainable transport parameters for subdivision include requirements for when and where to include active transport infrastructure, and for limiting walking distances to existing or potential public transport routes. Where close to key destinations such as public open space, public transport stops, and activity centres, the provision of footpaths and/or shared paths is preferred on both sides of the street.

The requirement for a percentage of lots to be in walking distance of an existing or potential public transport route is a parameter utilised in other Australian jurisdictions to maximise opportunities for sustainable travel options[31]. Achievement of this parameter is closely related to subdivision structure, including the permeability of the movement network, and street design, including the functional road hierarchy. For example, where not in proximity to an existing public transport route, subdivision design for

[31] See VIC Urban Design Guidelines for Victoria section 1, 2, , WA Liveable Neighbourhoods, WA Precinct Design Guidelines, ACT Territory Plan 2008 Estate Development Code Element 2, QLD Moreton Bay Regional Council Planning Scheme Policy for Neighbourhood Design

larger developments should ensure that part of the road network is capable of accommodating an efficient public transport route in the future. There may be no current plans to operate a bus route through the new subdivision, however, it is best practice planning to ensure that the subdivision allows this potential to occur in the future.

Street design

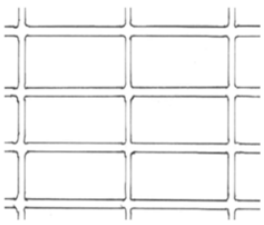
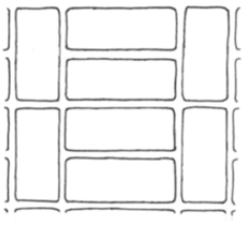
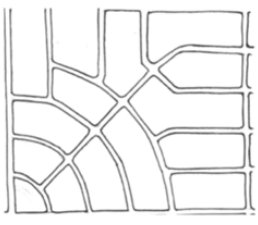
A neighbourhood is structured around a framework of higher order roads that act as thoroughfares, and lower order streets for local traffic. A subdivision design must ensure that the correct street type is selected based on land use, function, geometry, and projected traffic volume. This is known as a road hierarchy.

A standardised road hierarchy is often defined in planning schemes and policies in other Australian jurisdictions. This enables clear and transparent expectations to proponents and assessment authorities for subdivisions. There is no standardised road hierarchy in the SPPs to form a basis for consistent decision making. Rather, an informal and inconsistent process is followed where subdivision design is based off non-statutory local policy and/or the Tasmanian Standard Drawings to varying degrees. This informal process is completed at planning permit stage because the plan of subdivision can ultimately be refused for inadequate road provisions as part of the subsequent detailed design stage under the *Local Government (Building and Miscellaneous Provisions) Act 1993* (LGBMP).

To implement best practice residential subdivision standards and provide more coordination between the requirements of LUPAA and LGBMP, updated parameters for a statewide functional road hierarchy should be prepared and introduced in the SPPs. As part of the program of works for the broader SPP review process, a review of the Tasmanian subdivision guidelines and standard drawings is taking place. Once complete, the final road hierarchy parameters should be integrated into the subdivision standards. If enough rigour is placed into the statewide functional road hierarchy, there may be opportunities to then revise LGBMP to limit refusal powers so as not to apply where the subdivision movement network has received planning permission under LUPAA.

Despite the above, it is possible to implement an interim measure now that references the current standard drawings as an acceptable solution pathway for street design. Setting clearly defined parameters for a permitted subdivision pathway is also expected to provide important context for what may be accepted under a performance-based solution. The existing SPP performance assessments for roads are reasonable, well-established, and should remain largely unchanged. However, to elevate design quality, the performance solution pathways for assessment of the movement network could be required to have regard to a subdivision design guide (see Section 7).

Potential movement network parameters (permitted pathway)

<table>
<tr><th></th><th colspan="3">Applicable to all urban residential zones</th></tr>
<tr><td>Objectives</td><td colspan="3">Subdivision structure (a) maximises permeability, legibility, and accessibility of the street network to provide for pedestrian, cycling, public transport and vehicular traffic, (b) responds to natural features and hazards, and (c) provides for a functional road hierarchy with streets designed in accordance with their movement and place function.</td></tr>
<tr><td>Layout</td><td colspan="3">Street layout in a preferred grid structure such as rectilinear grid, modified grid, or radiant grid.</td></tr>
<tr><td></td><td>Rectilinear grid</td><td>Modified grid</td><td>Radiant grid</td></tr>
<tr><td></td><td>Traditional structure where majority of streets intersect</td><td>Follows the accepted street block pattern with reasonable permeability</td><td>Responds to topography or focal point such as activity centre to minimise travel time/distance</td></tr>
<tr><td></td><td>  </td><td>  </td><td>  </td></tr>
</table>

	Applicable to all urban residential zones
Street blocks	120-240 m long x 60-120 m wide; 600 m maximum street block perimeter (larger street blocks to be provided with mid-block pedestrian links)
Connectivity	Subdivision roads connect to existing and planned external roads
Cul de sacs	Not more than 15% of lots fronting a cul-de-sac. Maximum cul-de-sac length of 150 m. Cul-de-sac heads to include pedestrian links where relevant.
Legibility	Lay out street blocks with direct and straight streets or use topography to improve opportunities for active travel.
Active travel	1.5 m min footpaths on all streets. 1.8 m wide shared pedestrian and cycling paths on both sides of streets in 400 m walking distance of public open space, high frequency transit corridors, and business zones. Safe crossing points for busy roads.
Public transport	90% of lots in 800 m walking distance of an existing or potential public transport route^. Provide direct, convenient pedestrian links from lots to public transport route.
Road hierarchy	Street design is based on a designated road type articulated through a road hierarchy plan in accordance with the requirements of the road authority or Tasmanian Standard Drawings (see below). Where variance is sought beyond standardised design treatments, typical cross sections for each street type in the road hierarchy plan must articulate the design concept for the entire reservation width, including carriageways, parking, paths, street trees and servicing infrastructure having regard to subdivision design guidelines.

Road type	Reservation	Carriageway	Paths
Arterial	Detailed design required in context of locality and proposal		
Collector	20 m wide	11 m wide (parking both sides)	1.5 m+ both sides
Local (through road)	18 m wide	8.9 m wide (parking one or both sides)	1.5 m+ one side
Local (cul de sac)	15 m wide	6.9 m wide (no parking or one side only)	1.5 m+ one side

^Potential public transport route refers to a road designated in the road hierarchy on a plan of subdivision that is a direct through site link designed to be physically capable of accommodating a bus route.

Potential movement network parameters (performance pathway)

The arrangement and construction of roads within a subdivision must provide an appropriate level of access, connectivity, safety and convenience for vehicles, pedestrians and cyclists, having regard to: (a) any road network plan adopted by the council; (b) the existing and proposed road hierarchy; (c) the need for connecting roads and pedestrian and cycling paths, to common boundaries with adjoining land, to facilitate future subdivision potential; (d) maximising connectivity with the surrounding road, pedestrian, cycling and public transport networks; (e) minimising the travel distance between key destinations such as shops and services and public transport routes; (f) access to public transport; (g) the efficient and safe movement of pedestrians, cyclists and public transport; (h) the need to provide bicycle infrastructure on new arterial and collector roads in accordance with the Guide to Road Design Part 6A: Paths for Walking and Cycling 2016; (i) the topography of the site; (j) the future subdivision potential of any balance lots on adjoining or adjacent land; (k) the design quality of the proposal referring to best practice design guidance in the Subdivision Design Guidelines; and (l) compatibility of the proposal with any relevant local area objectives.

4.2.4.3 Urban greening

The positive benefits of access to green spaces are well documented, including improved health, well-being, and biodiversity outcomes[32].

[32] Heart Foundation, Quality Green Space Supporting Health, Wellbeing and Biodiversity: a literature review, 2017

Liveable communities have reasonable access to a network of quality, well-distributed, multi-functional and cost-effective public open space that includes local parks, trails, regional open space, and access to nature. Strategic planning for the appropriate location and function of public open space is best undertaken by planning authorities at the municipal and/or regional scale, which can then be applied through residential subdivision standards at the time of development.

The planning for, and delivery of, public open space in residential subdivisions has been haphazard and inconsistent across Tasmania. There is no current mechanism in the SPPs to require the provisions of public open space or landscaping in a subdivision proposal. Instead, an informal process is undertaken whereby developers negotiate contributions with the approval authorities. This informal process is completed at planning permit stage because the plan of subdivision can ultimately be refused for inadequate provisions of public open space as part of the subsequent detailed design stage under the LGBMP Act. The LGBMP Act currently enables the inclusion of developer contribution arrangements for open space to be enforced through the SPPs. Although it is worth noting that this does not currently extend to large multiple dwelling strata developments, which should be considered as part the parallel review projects being undertaken for the broader SPP review program, given new strata developments result in increased pressure for open space, similar to a new subdivision.

A new residential subdivision standard is required for urban greening. The standard should include parameters for the provision of public open space and landscaping in the public realm. The overarching objective of the urban greening standard is to provide considered public open space for active and passive recreation and ensure that the public realm of streets and open space features suitable hard and soft landscaping for the intended function.

Public open space

Planning schemes in most Australian jurisdictions include requirements for the contribution of public open space, either as a percentage land contribution, or a cash in lieu of a land contribution[33]. The land contribution is typically in the order 10% of the subdivision area. The cash contribution is typically applicable where a land contribution is not required by an approval authority as it is of a size or location that does not achieve a desired planning outcome. For example, a cash contribution is accepted where a subdivision creates new lots in walking distance of an existing open space. Whether creating new space or leveraging off existing, all lots in a subdivision should be in walking distance of public open space to deliver a good planning outcome.

For smaller subdivisions, the South Australian government collects cash in lieu contributions for public open space as part of a developer contribution scheme known as the planning and development fund. The fund allows the state government to adopt a strategic approach to planning for open space, providing grants to local governments for open space and community infrastructure projects. A similar model could be contemplated in Tasmania, subject to additional considerations while investigating development contribution opportunities; discussed in see section 7.2.2.2.

The final metrics for public open space contributions may need to coincide with revisions to the LGBMP Act, noting that Section 116(1) currently only requires a 5% contribution.

Landscaping

The landscaping of streets and public open spaces that make up the public realm are critical elements of a subdivision. This is particularly important as dwelling density increases. Vibrant neighbourhoods have a well distributed network of green spaces. Urban greening in residential subdivisions presents a significant opportunity to improve streetscape amenity, ecological functions, climate resilience, walkability, and the overall health and well-being outcomes of a community. For the residential subdivision standards, this is achieved through the retention and/or provision of native vegetation in the public realm. Although the exact design detail will be dependent on the site and proposal context, it is possible to set simple parameters for tree provision, canopy cover, and/or water sensitive design based off similar examples in other Australian jurisdictions[33]. Some examples are outlined in the potential urban greening parameters table below.

[33] See VIC Victorian Planning Provisions clause 56.05, VIC Sustainable Subdivision Framework, VIC Precinct Structure Planning Guidelines, ACT Territory Plan 2008 Estate Development Code Element 10, NT Planning Scheme 2020 clause 6.2.4, NSW Lake Macquarie Development Control Plan Part 8 clause 3.25, 3.28, WA Development Control Policy 2.3 Public Open Space in Residential Areas, SA Planning and Design Code Part 4 Land Division, WA Liveable Neighbourhoods

To elevate design quality, the performance solution pathways for assessment of the urban greening parameters could be required to have regard to a subdivision design guide (see Section 7).

Potential urban greening parameters (permitted pathway)

	IRZ	GRZ	LDRZ
Objective	Subdivision provides a green public realm of roads and open space that meets the passive and active recreation needs of residents.		
Public open space	10% contribution as land and/or cash in lieu, in accordance with any relevant Council policy or strategy.		
	Lots not more than 800 m walking distance of existing, planned or proposed public open space		
Landscaping	1 street tree for every 20 m of road frontage		
	Landscape design of public realm meets the requirements of the approval authority		

Potential urban greening parameters (performance pathway)

The public realm of roads and open space must (a) provide for a range of users and activities, (b) contribute to an attractive streetscape, (c) link between existing, planned or proposed areas of open space, (d) include landscaping that contributes to improved canopy cover and ecological functions, and (e) be compatible with any open space strategy or policy adopted by Council. The assessment test is to have regard to (i) the design quality of the proposal referring to best practice design guidance in the Subdivision Design Guidelines; and (ii) compatibility of the proposal with any relevant local area objectives.

4.2.4.4 Services

The current services standards for residential subdivision are clear and concise but limited in scope. Detailed servicing requirements for water and sewer are controlled by TasWater in a referral process that is tied to LUPAA. However, for stormwater, there is no formal mechanism to assess and manage impacts through the planning process. Rather, developers and planning authorities currently resolve stormwater management matters informally at planning permit stage because the stormwater design can ultimately be refused for inadequate provisions as part of the subsequent detailed design stage under the *Urban Drainage Act 2013*.

Stormwater management is a key parameter of subdivision design that is not being addressed through the SPPs. It is commonplace for residential subdivision provisions in other Australian jurisdictions to consider stormwater management.[34] There is potential to introduce stormwater requirements at the subdivision stage via a stormwater management code (which featured in many interim planning schemes) or through targeted parameters for water sensitive design. The parameters are generally expected to follow those of the previous stormwater code in the interim planning schemes. However, the performance pathway should have regard to a subdivision design guide to ensure that the stormwater treatment system achieves suitable performance targets for stormwater quality and quantity but is also well integrated into the overall subdivision design (see recommended improvement in Section 7).

In a similar manner to the public open space contributions, stormwater treatment has the potential to be dealt with on-site (equivalent to the public open space land contribution) or off-site (equivalent to the public open space cash contribution). The new stormwater management performance based parameters may, therefore, consider the potential for a cash in lieu contribution for offsite stormwater infrastructure upgrades when it is not possible or preferable to treat stormwater onsite. This would allow Councils to adopt larger catchment-based treatment solutions rather than focusing on smaller subdivision sites. However, the introduction of this parameter may need to coincide with revisions to the LGBMP Act and/or *Urban Drainage Act 2013*.

[34] See QLD Moreton Bay Regional Council Planning Scheme Policy for Neighbourhood Design, WA Liveable Neighbourhoods, NSW Lake Macquarie Development Control Plan Part 8 clause 2.8, ACT Territory Plan 2008 Estate Development Code Element 4, VIC Victorian Planning Provisions clause 56.07-4

Potential services parameters (permitted pathway)

	IRZ	GRZ	LDRZ
Objective	Subdivision provides for services for future use and development of the land, integrating stormwater management into the urban greening of the public realm.		
Water connection	Unchanged across all zones		
Sewer connection	Unchanged across all zones		
Stormwater connection	Unchanged across all zones		
Stormwater quality and quantity (for subdivision creating 15+ lots)	Stormwater meets quality and quantity targets, including: • 80% reduction in the average annual load of total suspended solids based on typical urban concentrations; • 45% reduction in the average annual load of total phosphorus and nitrogen based on typical urban concentrations; • Stormwater quantity in accordance with the requirements of the permit authority.		
	Subdivision integrates stormwater management into the public realm though water sensitive design features in accordance with the requirements of the permit authority		

Potential stormwater parameters (performance pathway)

Development must (a) include or be part of a stormwater drainage system of a size and design sufficient to achieve suitable stormwater quality and quantity, and (b) integrate water sensitive design treatments into the subdivision, unless it is not feasible to do so, or (c) provide a cash in lieu contribution for onsite stormwater treatment in accordance with a stormwater strategy or policy adopted by Council. The assessment test (a), (b), and (c) is to have regard to best practice stormwater design guidance in the Subdivision Design Guidelines.

4.3 Evaluation outcome

The draft suite of residential standards explored above covers an array of essential matters, which seek to ensure that the recommended improvements resolve an issue or need, further planning strategy, and are both viable and deliverable. For detail on each measure, refer to Appendix B for a copy of the baseline criteria used to evaluate options and outcomes for the recommended improvements.

The recommended improvements respond directly to what has been identified as needing improvement through the planning system: housing choice, design quality, and the layout and liability of new neighbourhoods. In addition, the improvements have been crafted to apply across all of Tasmania while considering local context and have received broad stakeholder support to date. In large part, the improvements also align with standards universally applied across Australia.

With respect to furthering planning strategy, the recommended improvements are compatible with core planning principles for residential development. Namely, facilitating housing choice in good locations, fostering good design and sustainability, and alignment of development standards with strategic planning and policy.

With respect to deliverability, the draft suite of residential standards does not require any change to the planning scheme machinery, ensuring that recommendations integrate with Tasmania's planning system.

A concerted focus of the recommended improvements has been on separating clauses so that each clause covers a single element (e.g. one for height, one for setback, etc). This is a notable change to the existing SPP drafting, which groups several elements into a single clause (e.g. existing building envelope clause covers height, setback, and solar access elements). The draft recommendations seek to improve simplicity and clarity, enabling greater ease of interpretation. It should be noted that evidence over the past 10 years has demonstrated that the number of standards is not a direct reflection on how complex or contested the planning permit pathway is for new residential development. Artificially constraining the number of standards is not a direct correlation to making the planning system simpler and more efficient. It can

instead make each standard more complex and open to interpretation. The recommended improvements are about getting the balance right between regulation and outcome.

For the most part, recommendations are tweaks to existing parameters already familiar to the SPPs and are inherently more deliverable because of this familiarity. However there have been specific elements that have warranted a more complex improvement response. For the development standards, this relates to the replacement of dwelling density with plot ratio and the introduction of landscaping requirements. For the subdivision standards, this includes the movement network and urban greening.

Figure 13 demonstrates where the draft improvements place on an importance difficulty matrix[35], and how they compare to the other improvements. The more complex improvement recommendations place in the high importance quadrants. That is, while some may be perceived as being more difficult to implement than others, their value and potential outcomes is considered worthy of pursuit.

Several improvements are deemed to be of high impact and low difficultly, mostly because they require little to no change to the current SPP requirements but are fundamental elements of housing choice and design quality. All elements are considered vital for the overall functioning of the residential standards.

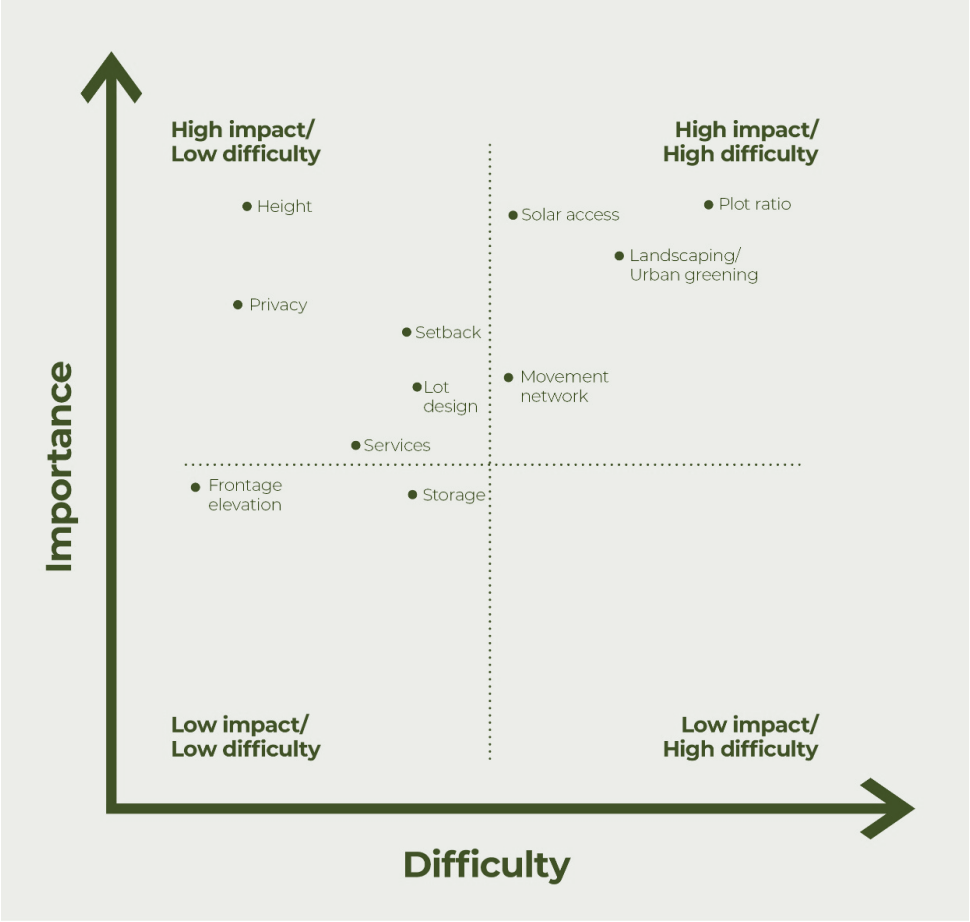


Figure 13 Importance difficulty matrix

4.3.1 What's been said about it?

Stakeholders have expressed broad agreement with the suite of improved residential standards. A targeted survey of members in the planning and development industry was completed during the early stages of the Project. This resulted in majority support for the more complex improvements, including plot ratio (68%), landscaping (75%), lot size diversity (86%), movement network (89%), and public open space (89%). A second survey was open during a six-week public consultation period on the draft recommendations report. Again,

[35] The importance/difficulty matrix, otherwise known as an impact/difficult matrix, is a tool that utilises a simple 2x2 matrix to assist with establishing priorities or ranking options. Recommendations that fall in the bottom right quadrant are difficult endeavours with little return. Recommendations that fall in the top two quadrants yield the best impact or are of most importance.

a high level of support was received for plot ratio (85%), height and setback separation (82%), solar access (74%), lot design (89%), urban greening (85%), movement network (96%), and services (89%).

A high level of support was also provided in written submissions received during the consultation period on the draft recommendations report. Respondents often commented on detailed drafting preferences, rather than identifying any fundamental flaws with the recommendations. There were several recurring comments regarding detailed drafting, and minor changes have been incorporated in this report where relevant.

A consultation summary report is available separately for download at the Planning in Tasmania website.

4.3.2 Updates between draft and final report

A high-level overview of key changes between the draft and final recommendations report is provided below. These changes have resulted from some of the more notable and recurring feedback received during the public consultation period.

- **Use status** of multiple dwellings has been changed from No Permit Required to Permitted. This enables conditions to be placed on planning permits, which is necessary for more complex developments.
- **Plot ratio** must work with height, setback, landscaping, and solar access to deliver quality outcomes. The performance pathway has been refined to clarify that this is the intent of the recommendation. In addition, the permitted pathway has been updated to include a plot ratio bonus for liveable housing. The dwelling diversity bonus metric has also been revised to more closely align with zoning intent and expectations for housing density and diversity in the right locations.
- **Setbacks** have been updated to allow single storey dwellings and outbuildings to be built to boundary, and rear setbacks changed from 1.5 m to 3 m in multi storey developments to maximise the useability of space in the rear yard.
- **Landscaping area** has been reduced from 25% to 20% in the IRZ to more closely align with zoning intent and expectations for higher built form potential when compared to the GRZ and LDRZ. The performance pathway has also been expanded to enable consideration of alternative landscaping solutions involving upgrades to the public realm.
- **Privacy** expectations for dwellings in the IRZ are different to the GRZ and LDRZ. The privacy metrics have been changed in the IRZ to allow a privacy separation distance that is equivalent to the acceptable solution for the side and rear setback distances in the setbacks standard.
- **High frequency transit corridors** are not yet defined. This will be resolved through ongoing work between the State Planning Office, Department of State Growth, and local authorities. There may be an interim period where reference to a high frequency transit corridor will have no practical effect in the SPPs until this definition is resolved.
- **Lot size diversity** metrics have been revised to provide a more equable proportion of a subdivisions land area dedicated to small and large lots.
- **Public open space** contributions are often driven by local level planning, and the local authority should have the opportunity to seek land or cash in lieu contributions where guided by a Council policy or strategy for public open space. The public open space parameters have been updated to reflect this.
- **Stormwater** parameters for water sensitive urban design treatments in subdivisions has been improved to include the opportunity for a cash in lieu contributions where guided by a Council policy or strategy.

4.4 Recommendations

The recommended improvements related to development standards in residential zones are provided below. A consolidated list of all recommendations is provided in Appendix C.

- Substitute the suite of residential development standards in the IRZ, GRZ and LDRZ by implementing the improvements detailed in Section 4.2 of this report, summarised as:
  - Replace the density standards at clause 8.4.1, 9.4.1 and 10.4.1 with a new plot ratio standard.
  - Replace the setback and building envelope standards at clause 8.4.2, 9.4.2 and 10.4.3, separating provisions into a new height standard, new setback standard, and new plot ratio standard.
  - Replace the site coverage and private open space standards at clause 8.4.3, 9.4.3, and 10.4.4 with a new landscaping standard.
  - Consolidate the sunlight to private open space standards at clause 8.4.4, and 9.4.4 and solar access provisions from the setback and building envelope standards at clauses 8.4.2, 9.4.2, and 10.4.3, and add new provisions in a new solar access standard.
  - Consolidate the width of openings for garages standards at clause 8.4.5 and 9.4.5, and frontage fences standard at clause 8.4.7, 9.4.7, and 10.4.5 into a new frontage elevation clause.
  - Add dwelling storage provisions into the waste storage standards at clause 8.4.8, and 9.4.8, creating a new storage standard.
- Substitute the suite of residential subdivision standards in the IRZ, GRZ and LDRZ by implementing the improvements detailed in Section 4.2 of this report, summarised as:
  - Add lot size diversity provisions into the lot design standards at clause 8.6.1, and 9.6.1.
  - Replace the roads standards at clause 8.6.2, 9.6.2, and 10.6.2 with a new movement network standard.
  - Include a new standard for urban greening, including provisions for public open space and landscaping of the public realm.
  - Add stormwater management provisions into the services standard at clause 8.6.3, 9.6.3 and 10.6.3.

Section 5

Homes in business zones

5 Homes in business zones

5.1 Identifying the opportunity

Buildings in activity centres accommodate a wide range of uses, including for working, shopping, and living. Across the suite of business zones considered in the Project, residential use is encouraged where it supports the viability and vitality of the centre. Housing in business areas can also support improved access to services and employment. However, the current residential standards in business zones are limited to the provision of private open space and storage. This limitation has on occasions led to poor quality design outcomes that can have near irreversible negative impacts on liveability and amenity for residents.

Dwelling density in business zones is currently less than 3 dwellings per hectare. This is significantly below the dwelling density target of 25+ set through Tasmania's regional land use strategies. More housing is needed in activity centres to offer greater housing choice, maximise the efficient use of existing infrastructure and services, and limit the impacts of urban sprawl. To coincide with density increases over time, there is an opportunity to improve the residential standards in business zones to deliver better apartments. However, improvements should not unnecessarily impact upon the redeeming features of the current standards, which offer minimal regulation of housing in activity centres. In other words, the existing residential standards in the business zones are not barriers to delivering more housing choice, and any potential improvements to the standards should be cognisant of this.

The following elements commonly feature in exemplar medium density housing development and have been identified through background review associated with the Medium Density Design Guidelines project. A consideration of these elements early in design process is key to delivering good outcomes, both for future residents and the surrounding area. While not all are appropriate or necessary for consideration in improving standards for higher density housing forms, there is an opportunity to introduce additional residential standards into the business zones to encourage high quality design with a focus on resident amenity.

Site planning

- Provision of shared space that supports internal connection and community.
- Frontages and public interfaces that project a sense of place.
- Considered site planning that provides a careful integration with the surrounding context.
- A focus on pedestrian access particularly in the frontage/entrance, permeability, and hybrid spaces where driveways are treated as a shared space.

Building design

- Contributing shadow and depth to a façade, creating interest and articulation.
- Provision of soft, subtle lighting that delivers on functionality, safety, and aesthetics.
- Circulation space that provides a 'stacked function' by providing practical connectivity and broader movement pathways.
- Environmental performance initiatives that support the design and construction stages of a development, and importantly, its lifecycle.
- Designing with flexibility and adaptability in mind to provide for a diverse resident profile.

Dwelling amenity

- Solar orientation to provide thermal comfort and deliver ample access to natural light to living areas and open space, particularly in the cooler months.
- Visual and acoustic design to provide a balance between private and public space and create places that enable privacy and quiet.

Landscape and open space

- Opportunities to access the outdoors and usable spaces for play.
- Connection with the ecosystem with opportunities for habitat and water sensitive design.
- Quality private and shared open space integrally considered.
- Activation of public realm or open space areas to enable positive neighbourhood outcomes.

5.2 What are the improvements?

5.2.1 Development standards

Table 8 provides a high-level summary of the draft improvements recommended to the residential development standards for the business zones in the SPPs. The improved development suite applies to all dwellings in business zones.

Discussion of each individual standard that makes up the improved development suite is provided in the sections following Table 8. For each development standard, discussion refers to a permitted (acceptable solution) and performance (performance criteria) pathway and provides potential parameters to consider for inclusion in the final drafting of the recommended improvements. It is important to note that potential parameters are not definitive or conclusive recommendations. Rather, their purpose is to demonstrate the overall elements that should be considered when making final drafting decisions. That is, the exact wording and detail of the improved suite of development standards will be subject to a subsequent drafting process undertaken by the SPO following completion of the Project.

Table 8 - Summary of draft improvements to residential standards in business zones

Development standards	Summary of draft recommendation	Primary intent or driver for change
Height, setback, design, fencing, outdoor storage	Increase building heights in the UMZ and LBZ at clause 13.4.1 and 14.4.1. All other standards to remain unchanged; noting they apply to all residential and non-residential buildings in business zones.	Improve dwelling diversity and design quality.
Landscaping	Replaces private open space provisions in the dwellings standards at clause 13.4.6, 14.4.6, 15.4.6, 16.4.6	Design quality, amenity, and climate resilience
Solar access	New standard for solar access to dwellings and open space	Amenity and climate resilience
Privacy	New standard for privacy (visual and acoustic)	Amenity
Storage	Replaces storage provisions in the dwellings standards at clause 13.4.6, 14.4.6, 15.4.6, 16.4.6	Design quality
Dwelling mix	New standard for dwelling mix in large apartment buildings	Housing choice

5.2.1.1 Building height

The current permitted building height standards in the UMZ and LBZ do not align with the recommended improvements to building heights in the residential zones discussed in section 4.2.3.2 above. The recommended maximum building height in the IRZ is 11 m for townhouses and apartments, otherwise 9.5m for all other dwelling types. It is logical to expect permitted building height standards in the UMZ and LBZ to be equal to or greater than those in the IRZ, because this would more closely align with zoning intent and development expectations in business zones compared to residential zones. However, in setting any new building heights for the UMZ and LBZ, it is reasonable for that height to transition to a lesser height were adjoining a residential zone, as it does in some of the current SPP standards.

The potential building height parameters detailed below provide a height progression from the IRZ through to the GBZ, which broadly reflects the sequence of built form outcomes being sought in these zones. It should also be noted that there are existing setback requirements for buildings in business zones that are remaining unchanged.

The potential performance pathway for the new building height standards in the UMZ and LBZ is based off the improved building height standard for residential zones.

Potential building height parameter (permitted pathway)

	UMZ	LBZ
Objective	That building height: (a) is compatible with the existing and planned character of the streetscape; and (b) does not cause an unreasonable loss of amenity to adjoining residential zones.	
Maximum building height	• 11 m	• 11 m (if more than 50% of gross floor area is residential); otherwise • 9 m^
Building height transition	• 9.5 m where within 10 m of IRZ^ • 8.5 m where within 10 m of GRZ or LDRZ^	• 9.5 m where within 10 m of IRZ • 8.5 m where within 10 m of GRZ or LDRZ

^metric unchanged from existing SPP requirements

Potential building height parameter (performance pathway)

Building height must be compatible with the heights of other buildings in the streetscape, and not cause an unreasonable loss of amenity to adjoining properties, having regard to: (i) visual impacts caused by the apparent scale of the proposal when viewed from an adjoining property; (ii) the development potential of buildings in the streetscape; (iii) whether the proposal complies with the acceptable solution or relies on the performance criteria to meet the standards for setback, landscaping, solar access, and privacy; (iv) design quality of the proposal when referring to best practice design guidance for building separation, building scale, sloping sites, material selection, façade design, and roof design in the Medium Density Design Guidelines; and (v) compatibility of the proposal with any relevant local area objectives.

5.2.1.2 Landscaping

The landscaping provisions for apartments in the main urban residential zones should equally apply to dwellings in business zones. As detailed in Section 4.2.3.4 above, this includes parameters for private open space, common open space, landscaping area, deep soil area, and tree provision. However, noting that there will be circumstances where dwellings in business zones will be entirely above ground floor level (e.g. above a commercial tenancy that occupies ground floor level), it may be difficult or cost prohibitive to achieve the deep soil requirements for trees. Therefore, the performance pathway should consider such factors to enable the provision of alternative planting methods such as vertical gardens and planter boxes. The performance pathway could also consider circumstances where no landscaping may be reasonable, such as new apartments in existing buildings.

Potential landscaping parameters (permitted pathway)

	All business zones (UMZ, LBZ, GBZ, CBZ)
Objective	To ensure that development (a) provides sufficient area for public open space and common open space that meets the recreation and operational needs of residents, (b) provides sufficient area for the planting of gardens and landscaping, and (c) provides a mix of hard and soft landscaping that is compatible with the amenity and character of the area.
Private open space	8 m^2 for 1 bed (2 m min dimension), 10 m^2 for 2 beds (2.5 m min dimension), 12 m^2 for 3+ beds (3 m min dimension)
Common open space	5 m^2 per dwelling when providing more than 10 dwellings, up to a total of 300 m^2 common open space
Landscaping area^	• 20% of site area in UMZ and LBZ (can incorporate vertical gardens) • 15% of site area in GBZ and CBZ (can incorporate vertical gardens)
Deep soil area	• 10% of site area in UMZ and LBZ or 7% of site area if retaining an existing large or medium tree (3 m x 3 m min dimension) • 5% of site area in GBZ and CBZ (3 m x 3 m min dimension)
Tree provision^^	1 large tree, 2 medium trees, or 3 small trees per site + 1 small tree for every 10 dwellings

^Note: vertical garden area to be measured on a vertical plane as height multiplied by width. The combed total of horizontal and vertical landscaping areas must be no less than the landscaping area requirement. ^^ For tree provision, deep soil areas equate to a minimum of 9 m^2 for a small tree (3-8 m height), 36 m^2 for a medium tree (8-12 m height) and 64 m^2 for a large tree (over 12 m height).

Potential landscaping parameters (performance pathway)

Development includes suitable hard and soft landscaping that must (a) be proportional to the scale of development, (b) contribute positively to the amenity of residents and neighbours, and (c) minimise the extent of impervious surfaces, where reasonable. The assessment test at (a), (b) and (c) is to have regard to (i) the provision of alternative planting methods such as planter boxes and vertical gardens where access to deep soil is limited, (ii) any proposed alternatives to on-site landscaping, such as additional street trees, considering advice from the permit authority; and (iii) the design quality of the proposal referring to best practice design guidance in the Medium Density Design Guidelines.

Potential open space parameters (performance pathway)

Development includes quality private or common open space of a size and dimension appropriate for the recreation and operational needs of occupants, having regard to (i) the design quality of the proposal referring to best practice design guidance in the Medium Density Design Guidelines, and (ii) the ability for dwelling occupants to conveniently access nearby public space that meets their recreation and operational needs.

5.2.1.3 Solar access

The solar access provisions for dwellings in the urban residential zones, detailed in Section 4.2.3.5 above, should be used as a basis for formulating the solar access requirements for dwellings in business zones. However, given the reduced capacity and expectations for sunlight access in activity centres when compared to the residential zones, the parameters should be less onerous. For example, it is unreasonable to expect direct sunlight access to all apartments in an apartment building in a principal activity centre, particularly where design or site context dictates the need for some south facing apartments. In this instance, access to indirect daylight rather than direct sunlight is an important consideration under a performance-based solution.

The Northern Apartments Corridor Specific Area Plan in the Glenorchy LPS includes provisions for not less than 70% of apartments in an apartment building to receive solar access in mid-winter. This parameter is specific to the context and outcomes sought for that area plan. In the SPPs, where are broader application is required across a wider variety of locations, site contexts and zones, it is more appropriate for the parameters to be somewhat reduced.

The potential solar access parameters for apartments detailed below are broadly consistent with those enforced in other Australian jurisdictions, noting that some focus solely on performance outcomes rather than any acceptable solution parameters[36]. However, to provide a level of consistency across the SPP drafting, and to provide a greater degree of flexibility to a development, it is preferrable for all standards to include both a permitted and performance pathway.

Potential solar access parameters (permitted pathway)

	All business zones (UMZ, LBZ, GBZ, CBZ)
Objective	To ensure that development layout optimises daylight access to habitable rooms and open space areas and minimises unreasonable overshadowing of neighbouring dwellings.
Solar access to habitable rooms	60% of dwellings receive 2hrs of direct sunlight access to a habitable room window
Solar access to private open space	60% of dwellings receive 2hrs of direct sunlight access to no less than 50% of principal private open space
Solar access to common open space	2hrs of direct sunlight access to no less than 50% of common open space
Impact on adjoining property habitable rooms	Proposal does not cause more than 50% of dwellings on an adjoining property to receive less than 2hrs of direct sunlight access to a habitable room or solar energy installation.

[36] See WA Residential Design Codes Volume 2 section 4.1, ACT Territory Plan 2008 Multi Unit Housing Development Code clause 6.2, VIC Victorian Planning Provisions clause 58.03-3, SA Planning and Design Code Part 4 Design, NSW Apartment Design Guide section 4A.

	All business zones (UMZ, LBZ, GBZ, CBZ)
Impact on adjoining property open space	Proposal does not cause an adjoining property to receive less than 2hrs of direct sunlight access to 50% of its private or common open space

^measure taken between 9am and 3pm on winter solstice

Potential solar access parameters (performance pathway)

Development must (a) provide for reasonable sunlight and/or daylight access to habitable rooms, private open space, and common open space for dwellings on the site, and (b) not cause an unreasonable loss of sunlight and/or daylight access to a habitable room, solar energy installation, private open space, and common open space of a dwelling on an adjoining property. The assessment test at (a) and (b) is to have regard to (i) the design quality of the proposal referring to best practice design guidance in the Medium Density Design Guidelines, and (ii) the existing solar access available to a property given the existing topography, site characteristics and location.

5.2.1.4 Privacy

The privacy provisions for dwellings in the residential zones, detailed in Section 4.2.3.7 above, should be used as a basis for formulating the privacy requirements for apartments in business zones. In addition, given the capacity for greater building scale, and potential for increased noise nuisance associated with the mix of activities occurring in business zones, parameters for dwelling separation and acoustic privacy should be considered.

Acoustic privacy is achieved by managing the way sound travels into and between apartments, communal areas, and private open space. Design for acoustic privacy considers the site context, surrounding uses, building separation and how internal spaces are arranged in a building. The design treatment can vary, but the intent of a new acoustic privacy parameter should remain outcome focused. That is, to achieve acceptable sound levels irrespective of the means. The Northern Apartments Corridor Specific Area Plan in the Glenorchy LPS includes similar parameters for acceptable sound levels based off the Association of Australian Acoustical Consultants Guideline for Apartment and Townhouse Acoustic Rating. Development provisions for acoustic privacy are accepted practice for apartment building controls in most Australian jurisdictions[37].

Visual privacy is also achieved through various means, including siting, screening, and dwelling separation. For mid to high-rise apartment buildings, dwelling separation should increase in correlation with building height. This allows for greater visual privacy, but also contributes to improved cross ventilation and solar access opportunities. The potential parameters for dwelling separation outlined below are derived from similar provisions in other Australian jurisdictions[37].

Potential privacy parameters (permitted pathway)

	All business zones (UMZ, LBZ, GBZ, CBZ)
Objective	To ensure that development provides reasonable opportunity for visual and acoustic privacy for dwellings.
Acoustic privacy	New dwellings meet internal sound levels of 35 dB(A) for bedrooms (assessed as LAeq 8hr from 10 pm to 6 am) and 40 dB(A) for other habitable rooms (assessed as LAeq 16hr from 6 am to 10 pm).
Visual privacy	New habitable room windows, glazed doors, and private open space of dwellings more than 1 m above existing ground level must be: (a) setback not less than 3 m from side and rear boundaries (excluding internal site boundaries); and (b) sited not less than 4 m from a window, glazed door and private open space of another dwelling on the site; or (c) offset 1.5 m horizontally from a window, glazed doors and private open space of another dwelling; or

[37] See NSW Apartment Design Guide sections 2F, 3F, 4H, WA Residential Design Codes Volume 2 sections 2.7, 4.7, VIC Victorian Planning Provisions clause 58.04-3.

	All business zones (UMZ, LBZ, GBZ, CBZ)
	(d) screened to 1.7 m above finished floor level, with a uniform transparency of not more than 35%.
Building separation	Development maintains a minimum separation distance between dwellings and existing/approved buildings on adjoining sites of not less than 6 m (up to four storeys) 9 m (between 4 and 8 storeys) and 12 m (more than 8 storeys). No building separation is necessary where existing/approved buildings incorporate blank party walls. Where no existing or approved buildings on adjoining sites, dwellings above ground level to be setback not less than 3 m from side and rear boundaries.

Potential acoustic privacy parameters (performance pathway)

Development must be designed to mitigate noise impacts from nearby uses to achieve a reasonable level of internal acoustic amenity to dwellings, having regard to (i) the design quality of the proposal referring to best practice design guidance in the Medium Density Design Guidelines, (ii) the existing site context, (iii) the proposed mitigation measure, and (iv) any advice from a suitably qualified person.

Potential visual privacy parameters (performance pathway)

A balcony, terrace, parking space, or habitable room window that has a finished floor level more than 1 m above existing ground level must be screened or otherwise designed to minimise overlooking of habitable rooms and private open space of dwellings on adjoining properties and on the same site, having regard to (i) the design quality of the proposal referring to best practice design guidance in the Medium Density Design Guidelines, and (ii) the existing site context, and (iii) the proportionality between building separation and building height.

5.2.1.5 Storage

The storage provisions for dwellings in the residential zones, detailed in Section 4.2.3.8 above, should equally apply to dwellings in business zones. This includes parameters for waste storage and dwelling storage.

Potential storage parameters (permitted solution)

	All business zones (UMZ, LBZ, GBZ, CBZ)
Objective	To ensure that development provides an appropriate size and location for both dwelling storage and the storage of waste and recycling bins for multiple dwellings.
Waste storage	1.5 m^2 per dwelling, for exclusive use of each dwelling (not in front of dwelling) or in common storage area (more than 4.5 m from frontage, 5.5 m from a dwelling and screened to 1.2 m.
	Bulk waste bins collected on site via private contractor, or on street subject to Council agreement, for buildings containing five or more dwellings.
Dwelling storage	An enclosed, lockable area not less than 6m^3 for studio and 1 bed; 8 m^3 or for 2 bed; 10 m^3 for 3+beds, with a min dimension of 1 m, located in a private or shared space excluding principal open space areas.

Potential storage parameters (performance pathway)

Development must include storage space of sufficient useable area and dimensions appropriate for the needs of occupants. The storage area must be (a) screened from view, and (b) in a convenient and accessible location that does not unreasonably impact on the amenity of public spaces, the site, and adjoining properties.

5.2.1.6 Dwelling mix

Apartments are becoming a more common housing option for a wider variety of households. As demand grows, there is an increasing need for more choice in the size, layout, and design of individual apartments to meet the diverse needs of occupants. Dwelling mix is a measure of diversity in a development. It can involve the percentage of apartments in a development with different number of bedrooms. It can also include

other parameters such as the provisions of accessible and affordable apartments. Better apartments include a mix of dwellings guided by the projected housing needs of the community.

The housing profile and projected dwelling demand for Tasmania forecasts a growing need for more studio, one-bedroom, two-bedroom, and accessible apartments. This is largely driven by the predicted housing preferences of an aging population and deteriorating affordability. Regarding affordability, between now and 2041, the Tasmanian Housing Strategy forecasts 32% of total dwelling demand will arise from low-income households. Further considerations for mandatory inclusionary zoning opportunities for social and affordable housing are recommended as a supplementary piece of work to this project (see Section 7.2.2.1). Rather, there is a more immediate preference to promote more social and affordable housing through voluntary inclusionary zoning practices such as dwelling height and density bonuses. Given that no dwelling density parameters are recommended for development in business zones, this leaves a building height bonus as the preferred voluntary approach.

Regarding housing needs for an aging population, the potential dwelling mix parameters could include a minimum percentage of apartments with 2 or less bedrooms, and incentives for apartments meeting liveable housing design standards. Liveable housing refers to housing designed to cater for people with disability, aging in place, and families with young children. Design requirements for liveable housing are articulated in the Liveable Housing Design Guidelines by Liveable Housing Australia. The Northern Apartments Corridor Specific Area Plan in the Glenorchy LPS has adopted parameters for the provision of liveable housing based on enforced minimums. A similar approach has been implemented in other Australian jurisdictions.[38] However, this is typically applied to land in jurisdictions with significantly greater development potential afforded by greater permitted building heights, higher densities, and providing larger profit margins for development. Rather, to suit the Tasmanian context but still encourage best practice, it is preferrable to incentivise the provision of liveable housing through a potential building height bonus.

Potential dwelling mix parameters (permitted pathway)

	All business zones (UMZ, LBZ, GBZ, CBZ)
Objective	A range of dwelling types, sizes and configurations is provided that caters for diverse household types and changing community demographics.
Dwelling mix	Developments of greater than 10 dwellings include not less than 20% of dwellings of differing bedroom numbers.
	Developments of greater than 10 dwellings include a mix of one-, two-, and three-bedroom dwellings.
Liveable housing bonus	Development with not less than 30% of dwellings achieving Liveable Housing Guideline's gold or platinum level universal design features receive a 3 m maximum building height bonus (does not apply to building height transitions adjoining residential zones).
Social and affordable housing bonus	Developments of greater than 10 dwellings providing not less than 20% as social and affordable housing, receive a 3 m maximum building height bonus (does not apply to building height transitions adjoining residential zones).

Potential dwelling mix parameters (performance pathway)

Development must provide a reasonable proportion of dwellings of differing size (number of bedrooms) and design (liveable housing), having regard to the dwelling demands of the region or locality.

5.3 Evaluation outcome

The business zone dwelling standards explored above seek to address a variety of essential matters, ensuring that the improvements resolve an issue or need, further planning strategy, and are both viable and deliverable. The provisions are in large part a replication of similar standards recommended for the

[38] See NSW – Lake Macquarie Development Control Policy Part 9.13, NSW Apartment Design Guide section 4K, 4Q, VIC Victorian Planning Provisions clause 58.02-3, ACT Territory Plan 2008 Mult Unit Housing Development Code clause 5.6, 5.8, WA Residential Design Codes Volume 2 section 4.8

residential zones, where their suitability in meeting the baseline criteria for implementation have been discussed in Section 4.3.

5.3.1 What's been said about it?

To date, stakeholders have expressed broad agreement with the suite of improved apartment standards for the business zones. In particular, a targeted stakeholder survey of members in the planning and development industry resulted in majority support for the more complex improvements, including landscaping (75%) and public open space (89%).

There has also been acknowledgement that strict regulation is not the only lever available to shift market sentiments, with suggestions that the improvements consider developer incentives to deliver the housing we need.

A high level of support was provided in written submissions received during the consultation period on the draft recommendations report. Respondents broadly welcomed the inclusion of more dwelling standards in business zones, and often commented on detailed drafting preferences, rather than identifying any fundamental flaws with the recommendations. There were several recurring comments regarding detailed drafting, and minor changes have been incorporated in this report where relevant.

A consultation summary report is available separately for download at the Planning in Tasmania website.

5.3.2 Updates between draft and final report

A high-level overview of key changes between the draft and final recommendations report is provided below. These changes have resulted from some of the more notable and recurring feedback received during the public consultation period.

- **Building height** has been increased from 10 m to 11 m in the UMZ and from 9 m to 11 m in the LBZ. This change ensures that building heights in the business zones are equal to or greater than the permitted heights recommended for the residential zones. The height transition where adjoining residential zones has been retained.
- **Landscaping area** has been reduced from 25% to 20% in the UMZ and LBZ, and from 25% to 15% in the GBZ and CBZ. This change more closely aligns with zoning intent and expectations for higher built form potential in business zones when compared to the residential zones. The performance pathway has also been expanded to enable consideration of alternative landscaping solutions involving upgrades to the public realm.
- **Liveable housing** silver level universal design features are required for all new dwellings under the National Construction Code. The Tasmanian Government has committed to adopting this standard. Therefore, the 1 storey height bonus under the recommended dwelling mix standard has changed from applying where 30% of dwellings achieve silver level, to where 30% of dwellings achieve gold or platinum level. The change also clarifies that the height bonus does not apply to any part of a site subject to building height transitions to residential zones.

5.4 Recommendations

The recommended improvements related to development standards in business zones are provided below. A consolidated list of all recommendations is provided in Appendix C.

- Substitute the suite of residential development standards in the UMZ, LBZ, GBZ and CBZ by implementing the improvements detailed in Section 5.2 of this report, summarised as:
  - Replace the building height provisions in the UMZ and LBZ at clause 13.4.1 and 14.4.1 with a new building height standard.

    Note: The existing building height provisions in the GBZ and CBZ are to remain unchanged.
  - Replace the private open space provisions in the dwellings standards at clause 13.4.6, 14.4.6, 15.4.6, 16.4.6 with a new landscaping standard.
  - Include a new standard for solar access, including parameters for solar access to habitable rooms, solar access to private open space, solar access to common open space, and impacts to adjoining dwellings solar access needs.
  - Include a new standard for privacy, including parameters for visual privacy, acoustic privacy, and dwelling separation.
  - Replace the dwelling storage provisions in the dwellings standards at clause 13.4.6, 14.4.6, 15.4.6, 16.4.6 with a new storage standard, including parameters for dwelling storage and waste storage.
  - Include a new standard for dwelling mix, including parameters for dwelling mix and liveable housing.

Section 6

The right housing in the right location

6 The right housing in the right location

For a high-level summary of the implementation options discussed below, refer to the implementation fact sheet in Appendix A.

6.1 Identifying the opportunity

The role of planning in housing delivery is fundamentally a spatial task; to coordinate a pipeline of housing aligned with infrastructure capacity, population trends and housing needs, together with putting the right housing in the right place. Best practice planning provides for greater housing choice close to activity centres and high frequency public transport. The Tasmanian Government also has obligations under the National Planning Reform Blueprint to facilitate housing outcomes through its planning system including promoting medium density housing close to activity centres and public transport corridors, improving design guidance gaps as well as updating planning requirements to increase density and meet housing supply targets.

Currently, there is a mismatch between the supply and demand of housing in Tasmania. Although heavily influenced by broader strategic drivers, housing supply under the residential standards in the SPPs is functioning reasonably well to deliver larger single dwellings and detached multiple dwellings, with minimal dwelling density and diversity. However, there is growing demand and a recognised need for different types of housing in well located and serviced areas across the state. Housing diversity and well-located density are fundamental principles of planning for sustainable housing. The residential standards in the SPPs are not optimally positioned to enable delivery of the housing we need.

When compared across Australian jurisdictions, Tasmania has the equal fewest number of urban residential zones, and the lowest degree of potential for local variation (see Table 17 in Appendix B). Whilst this aids in minimising system complexity, in planning systems that use zoning as the primary means of development control, the supply of adequate housing in the right locations can be constrained by limited zoning choice. To minimise these constraints, zones can specifically cater for a broader spectrum of density and diversity. For example, improvements to the residential standards in the SPPs can expand the capacity of the zones to deliver housing choice in appropriate locations because zoning of land plays a critical role in implementing the suite of improved residential standards. Therefore, where and how much of each zone is applied spatially is a critical element in housing supply.

Analysis of the spatial application of zoning in Tasmania has revealed that the IRZ is underutilised, being applied by less than a third of LGAs and covering only 3% of the urban residential zoned land. For comparison, the GRZ covers 60% and the LDRZ covers 33%.[13] Therefore, under the existing zoning suite, it is important to note that improvements to the IRZ will apply to only 3% of the urban residential zoned land. Given that the intent of the IRZ is to provide the greatest capacity for housing choice among the urban residential zones, the limited spatial application of the IRZ is having a negative impact on housing density and diversity. While there are vastly more locations suitable for application of the IRZ, there has been a policy preference by many Councils to avoid or minimise the spatial application of the IRZ.

In addition, much of the density and diversity of housing in the IRZ and business zones can be attributed to legacy housing stock developed under previous planning schemes. For example, Council approvals data highlights that many more dwellings are being approved under the GRZ (70%) compared to the IRZ (13%) and business zones (6%). In other words, relatively few new dwellings are being created in the IRZ and business zones. The comparatively fewer approvals in IRZ and business zones can be attributed to several factors, including barriers to infill development (Section 2.1.9), inadequate spatial application of zones (Section 2.1.7) and the adequacy of planning scheme provisions to cater for increased housing supply in good locations (Sections 4 and 5).

The strategic policy intent, spatial application, and standards of the IRZ, GRZ and business zones need more notable improvement to ensure we achieve the right housing in the right location.

6.2 Implementation options

This report outlines the recommended improvements to the residential standards in Sections 3, 4, and 5. There are three overarching implementation options this report presents as the basis for delivering the recommended improvements. The three options coincide with the planning scheme tools available to enforce change through the SPPs. That is, the fundamental mechanisms to set standards in the SPPs is via zones and codes. In particular, drafting principles set by the Tasmanian Planning Commission state that zoning is the primary mechanism for expressing spatial strategy.[39]

As shown in Figure 14, the recommended improvements can be delivered through the following:

1. Changes implemented through the existing zoning suite. This presents a 'business as usual' implementation approach to deliver the recommended improvements.
2. Changes implemented through a new zoning suite. This option involves combining the IRZ and GRZ where in specified settlements[40] into a new single residential zone to deliver the recommended improvements.
3. Changes implemented through new codes. This option delivers all improvements through new codes that substitute for or override the existing zone provisions for multiple dwellings in residential zones, subdivision in residential zones, and all dwellings in business zones.

It is important to note that irrespective of the chosen implementation framework, there are commonalities to the recommended improvements that apply across options. In other words, the same suite of improvements is intended to apply irrespective of the implementation pathway chosen.

This is not an exhaustive list of implementation options, and there may be a range of variations based on the Government's priorities or the need to stage implementation. For example, it may be preferrable to deliver some improvements through the zoning suite, but others through a new code. For another example, it may be preferrable to implement change through the existing zoning suite now, with the intention to implement a new zoning suite over time as spatial strategy is developed thorough the impending updates to the Regional Land Use Strategies.

The implementation options are articulated in the following sections, including their policy intent, spatial application, applicable dwelling typologies, and notable variance to standards required under each option. Table 9 summarises the pros and cons of each option, focussing on implementation issues and drafting approach.

[39] Tasmanian Planning Commission, Practice Note 5: Tasmanian Planning Scheme Drafting Conventions, 2017
[40] The specified settlements are envisaged to be land within designed urban/settlement growth boundaries for Greater Hobart, Greater Launceston, Devonport and Burnie.

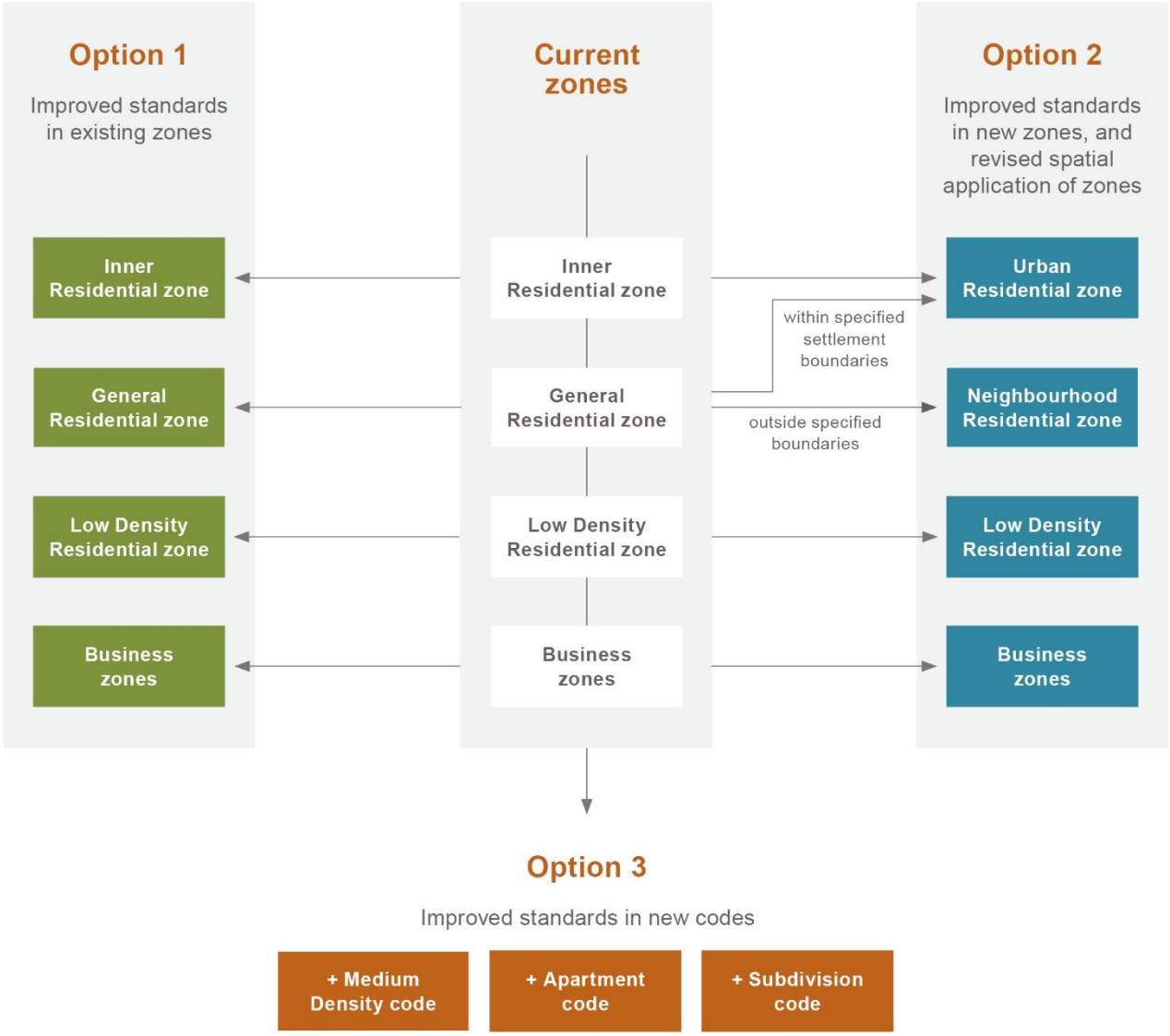


Figure 14 Implementation framework options

Table 9 - Implementation options comparison

	Option 1	Option 2	Option 3
Policy intent	• Retains policy intent of existing zoning suite.	• Shift in policy intent to align with new zoning suite: intent is to encourage better u of urban land in Tasmania's cities without compromising characteristics of other settlements.	• Retains policy intent of existing zoning suite.
Spatial application	• Spatial application of zones remains consistent with existing planning framework, entrenching existing inadequacies in the efficient use of urban land.	• Consolidation of the IRZ and GRZ within designated settlements • Results in a larger spatial application of provisions that encourage high quality medium density development in key locations, enabling more efficient use of urban land.	• Allows larger spatial application of housing choice across all zones via textual application in codes, enabling more efficient use of urban land. • Textual application enables more dwelling types 'as of right' without reliance of Councils spatially applying code. Code applicability via overlay may not be applied consistently across Tasmania.
Scheme amendment process	• Does not require rezoning.	• Requires rezoning process involving a consolidation of existing IRZ and GRZ within designated settlements[41].	• Does not require rezoning. • Requires a code insertion process including new overlays and/or textural application.
Differences between zones	• Difference between IRZ and GRZ less pronounced than option 2 but more pronounced than option 3 (i.e. equivalent to status quo).	• Difference between large urban areas and other residential settlements more pronounced than other options (i.e. improvement to status quo).	• Difference between IRZ and GRZ less pronounced than other options (i.e. worse than status quo).
Drafting principles	• Meets drafting principle for zoning to be the primary mechanism to set standards.	• Meets drafting principle for zoning to be the primary mechanism to set standards.	• Shift from drafting principles to implement improvements through codes (excluding business zones, which retain zoning as primary mechanism for non-residential use).
Complexity	• A more simplified implementation approach compared to other options.	• A more complicated implementation approach to option 1, but less complexity than option 3.	• A more complicated implementation approach to other options. • Useability is more complex because applications may trigger assessment against zone provisions or code provisions depending on location and dwelling type.
Impact on housing choice	• Moderate improvement on housing choice. • Implementation process does not ensure that Councils will apply more IRZ land. • Limited spatial application of IRZ would limit capacity for housing choice.	• High improvement on housing choice • Implementation process facilitates better alignment in urban areas with policy and strategic framework consistent with National Housing Accord and draft national urban policy. • Greater spatial application of provisions that support medium density housing would maximise the capacity for housing choice.	• High improvement on housing choice. • Implementation process ensures that housing choice is applied in appropriate locations by textural application, providing for an applicant led process with no reliance on rezoning. • Greater ability for housing choice irrespective of zoning.

6.2.1 Option 1 – Improvements through existing zones

Option 1 seeks to implement improvements through changes to the development standards in the existing zones, with no change to the spatial application or policy intent of the existing zoning suite. That is, the zoning of all land will remain unchanged, as will the policy intent of each zone. This option presents a 'business as usual' implementation approach.

Option 1 presents an approach that relies on improved standards in both the IRZ and GRZ to build sufficient capacity for greater housing density and diversity. In particular, to deliver the housing we need given the prevailing spatial application of zones, there is an increased reliance on the GRZ to achieve results. This is because the GRZ covers 60% of all urban residential zoned land, compared to 33% in the LDRZ (where increased density is typically not suitable), 3% in the IRZ, and 4% in business zones.

Limited improvements are needed in the business zones to deliver improved density, because there are already few planning scheme impediments to accommodate housing in these zones. This is primarily due to there being very few development standards for dwellings, including no density provisions.

Although Option 1 does not require the preparation of new zoning maps, the expanded application of the IRZ in appropriate locations is strongly encouraged. More IRZ land will maximise opportunities for increased housing choice that is presented by the recommended improvements to development standards. Put simply, more IRZ land would result in more land developable at a higher plot ratio. Option 1 does not automatically achieve this, and an existing policy preference by many Councils to minimise or avoid the application of the IRZ suggests that voluntary rezonings will be unlikely.

A notable disbenefit of Option 1 is that the retention of the existing policy intent and spatial distribution of zones reinforces that lack of differentiation between the IRZ and GRZ. There is little difference in the dwelling density and built form outcomes being achieved between these zones, and a business as usual approach to implementation will not correct this.

Table 10 – Implementation Option 1

	Inner residential zone	General residential zone	Low density residential zone	Business zones
Policy intent of zone	Unchanged	Unchanged	Unchanged	Unchanged
Spatial application of zone	Unchanged	Unchanged	Unchanged	Unchanged
Dwelling typology status	Unchanged New typologies apply to existing residential use class status.	Unchanged New typologies apply to existing residential use class status.	Single dwellings No Permit Required; grouped dwellings and communal residences discretionary; apartments and townhouses prohibited	Unchanged New typologies apply to existing residential use class status.
Recommended development standards				
Plot ratio	1.2 for social housing, townhouses and apartments 1.0 for all other dwelling types 0.1 bonus for liveable housing	0.8 for social housing, townhouses, and apartments in 400m of activity centre or transit corridor 0.6 in other areas and for all other dwelling types 0.1 bonus for liveable housing	0.4 for all permissible dwelling types 0.1 bonus for liveable housing	Does not apply

	Inner residential zone	General residential zone	Low density residential zone	Business zones
Height	Retain existing height metric for single dwellings and grouped dwellings. Increase height to 11 m for communal residences, townhouses, and apartments	Retain existing height metric.	Retain existing height metric.	Retain existing height metric for GBZ and CBZ. Increase height to 11 m in UMZ and LBZ and include height transition to adjoining residential zones.
Setback	Retain existing front setback metrics. Side and rear setbacks increased for building heights over 3.5m. Side setback reduced for shared walls of townhouses.	Retain existing front setback metrics. Side and rear setbacks increased for building heights over 3.5n. Side setback reduced for shared walls of townhouses.	Retain existing setback metrics for standard lots larger than 1000m$^{2.}$ Reduced setbacks for lots equal to or smaller than 1000m^{2}	Does not apply (retain existing setback metric).
Landscaping	Revised requirements for POS tied to dwelling typology. New requirements for, COS, landscaping area, deep soil area, and tree provision	Revised requirements for POS tied to dwelling typology. New requirements for, COS, landscaping area, deep soil area, and tree provision	Does not apply	Revised requirements for POS tied to dwelling typology. New requirements for, COS, landscaping area, deep soil area, and tree provision.
Solar access	New requirements for sunlight access to POS, COS, habitable room window, and solar energy installations.	New requirements for sunlight access to POS, COS, habitable room window, and solar energy installations.	Does not apply	New requirements for sunlight access to POS, COS, habitable room window, and solar energy installations.
Front elevation	Retain existing metrics for fencing and garages. New frontage window requirement	Retain existing metrics for fencing and garages. New frontage window requirement	Retain existing metrics for fencing and garages. New frontage window requirement	Does not apply (relies on existing zone provisions)
Privacy	Reduce existing privacy metrics	Retain existing privacy metrics	Does not apply	New requirements for visual and acoustic privacy.
Storage	Retain existing metrics for waste storage. New requirement for dwelling storage.	Retain existing metrics for waste storage. New requirement for dwelling storage.	Does not apply	New requirements for dwelling and waste storage.
Dwelling mix	Does not apply	Does not apply	Does not apply	New requirements for dwelling mix.
Recommended subdivision standards				
Lot design	New requirements for lot design of townhouses and lot size diversity; otherwise retain existing metrics.	New requirements for lot design of townhouses and lot size diversity; otherwise retain existing metrics.	Retain existing metrics.	Does not apply (retain existing lot design metrics)
Movement network	New requirements for street layout and design.	New requirements for street layout and design.	New requirements for street layout and design.	Does not apply

	Inner residential zone	General residential zone	Low density residential zone	Business zones
Urban greening	New requirements for public open space and landscaping in public realm.	New requirements for public open space and landscaping in public realm.	New requirements for public open space and landscaping in public realm.	Does not apply
Services	Retain existing metrics for water, sewer, and stormwater connections. New requirement for stormwater quantity and quality.	Retain existing metrics for water, sewer, and stormwater connections. New requirement for stormwater quantity and quality.	Retain existing metrics for water, sewer, and stormwater connections. New requirement for stormwater quantity and quality.	Does not apply (retain existing services metrics)

6.2.2 Option 2 – Improvements through new zones, and revised spatial application

Option 2 is similar to Option 1 in that is seeks to implement the recommended improvements to the development standards through a zoning suite. There is no difference between the recommended development standards under Option 1 and 2. Rather, the difference lies in the policy intent, spatial distribution of the zoning, and applicable dwelling typologies.

Option 2 seeks to redefine the spatial application and policy intent of the IRZ and GRZ in the major urban areas of Tasmania to deliver more of the right housing in the right locations than currently feasible under the existing spatial distribution of zoning. Noting that only 3% of the residential zoned land is in the IRZ, compared to 60% in the GRZ, a more balanced spatial approach is sought under Option 2. In essence, more IRZ land is required to increase opportunities for greater housing choice in good locations. There is additional development potential afforded under the higher density zoning of the IRZ in comparison to the GRZ. This is because the IRZ should be applied to land inside settlements close to transport, infrastructure, and services capable of, and desirable for, accommodating greater housing choice. However, given that there has been a clear policy preference by many Councils to avoid or minimise the application of the IRZ, a revised policy intent with a renewed spatial application of zones would present a more certain pathway to getting the right development in the right locations.

The key element of Option 2 is the consolidation of land zoned GRZ and IRZ in settlement boundaries for the major urban areas into a single residential zone: a new Urban Residential Zone (URZ); with all remaining GRZ land outside of the major urban areas converted into a Neighbourhood Residential Zone (NRZ). It is envisaged that the SPP update would specifically direct what areas of current GRZ and IRZ would be converted to the URZ using the defined settlement boundaries for Greater Hobart, Greater Launceston, Burnie and Devonport in either the applicable regional land use strategy or in the instances of Burnie and Devonport the Council approved settlement strategy.

Where justified through strategic planning, there may be some circumstances where housing in proximity to lower order activity centres warrant inclusion of the URZ, although this should not be applied by default and should be addressed through an update to the Section 8A Guidelines relating to zone application. This will enable Council's to apply the URZ to other major settlements should local strategic planning identify it is appropriate to do so. Figure 15 provides a diagrammatic representation of how the spatial redistribution of zones could be applied.

In summary, although new zone maps are required under Option 2, it is possible to apply a discreet set of implementation rules that could trigger the automatic transition of land through a rezoning process[41]. This would resolve issues around Councils avoiding or minimising use of the URZ or concerns at triggering resource intensive strategic planning work by local Councils.

With respect to applicable dwelling typologies, Option 2 promotes the greatest housing choice in the URZ, with fewer permissible pathways in the NRZ, and less again in the LDRZ. This provides a clear hierarchy of

[41] This can be done through specific direction to update zoning maps and relying on settlement boundaries for Greater Hobart, Greater Launceston, Burnie and Devonport in relevant strategic documents, in a similar mechanism to how former Planning Directives were prepared. Zone application guidelines could also allow for the new URZ to be applied to residential areas in other major settlements but subject to separate strategic analysis and subsequent rezoning applications.

expectations for housing choice in each zone. The application of typologies in Option 2 is a marked difference to Option 1. Where Option 1 retains the existing use status and provides no differentiation between dwelling types permissible in the IRZ and GRZ, Option 2 provides for greater built form differentiation between zones.

Overall, the policy intent of the URZ is to create a larger area of land zoned for providing higher density dwellings and greater dwelling mix to address housing needs. The larger spatial application of the URZ in key settlements, together with an improved suite of residential standards, maximise opportunities to achieve policy intent, particularly the national policy framework.

Table 11 – Implementation Option 2

	Urban residential zone	Neighbourhood residential zone	Low density residential zone	Business zones
Policy intent of zone	Efficient use of all urban land through appropriate density based on spatial characteristics; greater dwelling mix supporting additional stock of diverse housing types	Predominantly detached dwellings; residential amenity of existing dwellings prioritised over higher intensity forms of development.	Unchanged	Unchanged
Spatial application of zone	All IRZ land and GRZ land inside the defined settlement boundaries for Greater Hobart, Greater Launceston, Burnie and Devonport.	All GRZ land not converted to the URZ.	Unchanged	Unchanged
Applicable dwelling typologies	All dwelling types are No Permit Required.	Single dwellings are No Permit Required, all other dwelling types are discretionary.	Single dwellings are No Permit Required, grouped dwellings and communal residences are discretionary, apartments and townhouses prohibited	Unchanged
Recommended development standards				
Plot ratio	1.2 for social housing, townhouses and apartments in 400m of activity centre or transit corridor 1.0 for all other areas and for other dwelling types 0.1 bonus for liveable housing	0.8 for social housing, townhouses, and apartments in 400m of activity centre or transit corridor. 0.6 in other areas and for all other dwelling types 0.1 bonus for liveable housing	0.4 for all permissible dwelling types 0.1 bonus for liveable housing	Does not apply
Height	Retain existing IRZ height metrics for single dwellings and grouped dwellings. Increase height to 11 m for communal residences, townhouses, and apartments	Retain existing GRZ height metrics.	Retain existing height metrics	Retain existing height metric in GBZ and CBZ Increase height to 11 m in UMZ and LBZ and include height transition to adjoining residential zones.

	Urban residential zone	Neighbourhood residential zone	Low density residential zone	Business zones
Setback	Retain existing IRZ front setback metrics. Side and rear setbacks increased for building heights over 3.5m. Side setback reduced for shared walls of townhouses.	Retain existing GRZ front setback metrics. Side and rear setbacks increased for building heights over 3.5m. Side setback reduced for shared walls of townhouses.	Retain existing setback metrics for standard lots larger than 1000m^2. Reduced setbacks for lots equal to or smaller than 1000m^2.	Does not apply (retain existing setback metrics)
Landscaping	Revised requirements for POS tied to dwelling typology. New requirements for, COS, landscaping area, deep soil area, and tree provision	Revised requirements for POS tied to dwelling typology. New requirements for, COS, landscaping area, deep soil area, and tree provision	Does not apply	Revised requirements for POS tied to dwelling typology. New requirements for, COS, landscaping area, deep soil area, and tree provision
Solar access	New requirements for sunlight access to POS, COS, habitable room window, and solar energy installations.	New requirements for sunlight access to POS, COS, habitable room window, and solar energy installations.	Does not apply	New requirements for sunlight access to POS, COS, habitable room window, and solar energy installations.
Front elevation	Retain existing IRZ metrics for fencing and garages. New frontage window requirement	Retain existing GRZ metrics for fencing and garages. New frontage window requirement	Retain existing metrics for fencing and garages. New frontage window requirement	Does not apply (retain existing elevation metrics)
Privacy	Reduce existing privacy metrics	Retain existing privacy metrics	Does not apply	New requirements for visual and acoustic privacy.
Storage	Retain existing IRZ metrics for waste storage. New requirement for dwelling storage.	Retain existing GRZ metrics for waste storage. New requirement for dwelling storage.	Does not apply	New requirements for dwelling and waste storage.
Dwelling mix	Does not apply	Does not apply	Does not apply	New requirements for dwelling mix.
Recommended subdivision standards				
Lot design	New requirements for lot design of townhouses and lot size diversity; otherwise retain existing IRZ metrics.	New requirements for lot design of townhouses and lot size diversity; otherwise retain existing GRZ metrics.	Retain existing metrics	Does not apply (retain existing lot design metrics)
Movement network	New requirements for street layout and design.	New requirements for street layout and design.	New requirements for street layout and design.	Does not apply
Urban greening	New requirements for public open space and landscaping in public realm.	New requirements for public open space and landscaping in public realm.	New requirements for public open space and landscaping in public realm.	Does not apply
Services	Retain existing IRZ metrics for water, sewer, and	Retain existing GRZ metrics for water, sewer, and	Retain existing metrics for water, sewer, and	Does not apply (retain existing services metrics)

	Urban residential zone	Neighbourhood residential zone	Low density residential zone	Business zones
	stormwater connections. New requirement for stormwater quantity and quality.	stormwater connections. New requirement for stormwater quantity and quality.	stormwater connections. New requirement for stormwater quantity and quality.	

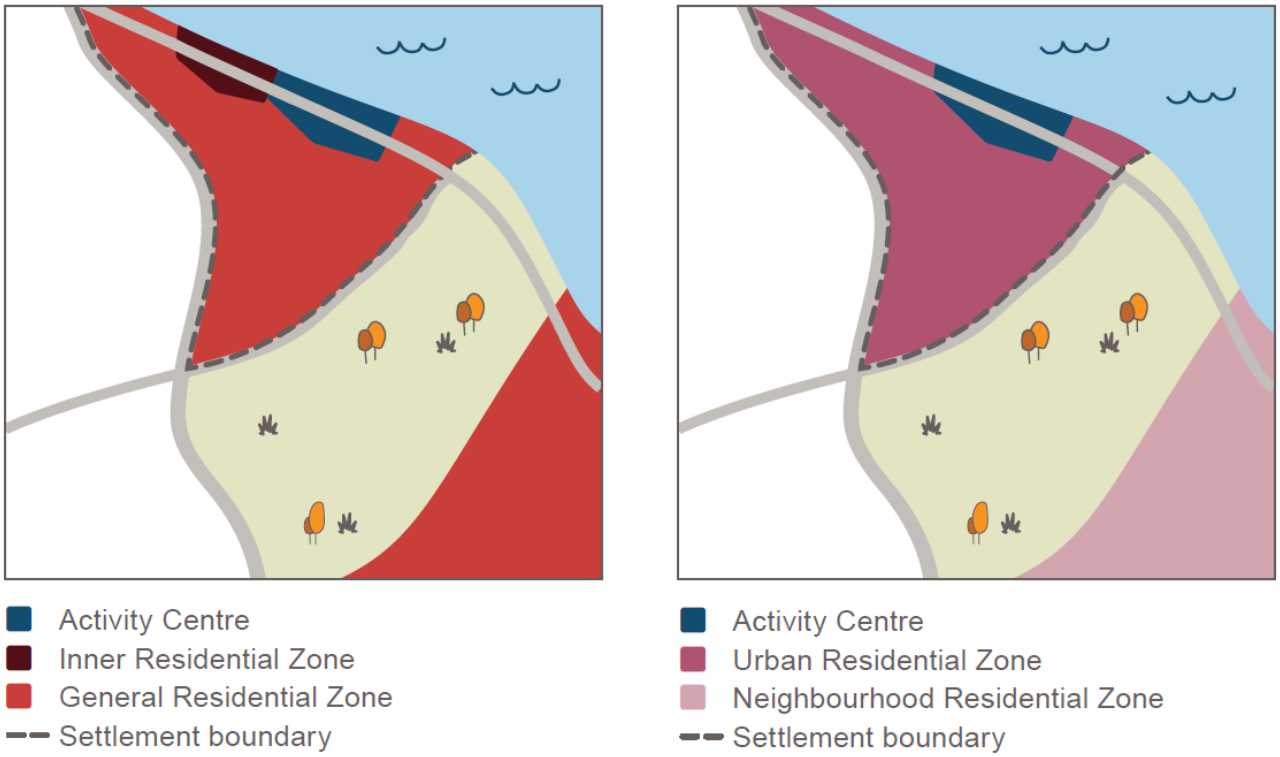


Figure 15 Spatial redistribution of zones (existing zones shown in image on left, with redistribution shown in image on right)

6.2.3 Option 3 – Improvements through codes

Option 3 in contrast to Options 1 and 2 that rely on zone standards, seeks to implement the recommended improvements to the development standards through three new codes, being the Medium Density Code, Apartment Code, and Subdivision Code. The zoning of all land will remain unchanged, as will the policy intent of each zone.

An overview of the new codes suggested for delivering the recommended improvements through implementation Option 3 is provided below:

- **Medium Density Code** - the intent of a new Medium Density Code is to provide tailored provisions for diverse housing types in good locations, while retaining the existing SPP provisions for single dwellings and multiple dwellings in less than optimal locations. The code would apply to communal residences and multiple dwellings inside 400 m of a higher order activity centre or high frequency transit corridor in the IRZ and GRZ. It would not apply to the LDRZ (where lower density is sought) or business zones (where higher density and mixed-use development is sought).

  The Medium Density Code has the potential to further blur the lines between the IRZ and GRZ, focussing more on delivering the right housing in the right locations, irrespective of the zoning applying to the land. This is partly resolved through the plot ratio standard. The intent of the plot ratio standard is to differentiate between the development capacity of land depending on the zoning. It may, therefore, seem circuitous to apply a new code only to then apply metrics based on zoning.

Rather, a more direct way is to apply the standards in new zone provisions directly, without need for a code.

The Medium Density Code is also a notable deviation from the drafting principles of the TPS, where zoning will no longer be the primary mechanism for expressing spatial strategy.

- **Apartment Code** – the intent of the Apartment Code is to improve the amenity and design quality of dwellings in business zones. The code would apply to all dwellings in a business zone. There is a notable difference in the type of dwellings expected in residential zones compared to business zones. Typically, dwellings in business zones will form part of a mixed-use building with a non-residential component and will often be of greater scale and/or height than housing in residential zones. In addition, the primary purpose of the business zones is for non-residential use. Therefore, applying the Apartment Code to implement the recommended improvements to dwellings in business zones will retain the drafting principle for zoning to be primary mechanism for expressing spatial strategy. In other words, the zone retains its function to implement the zone purpose through the zone provisions, and the secondary residential element can be addressed through the code. Combining the dwelling standards of the Medium Density Code with the Apartment code, whilst possible, would add notable complexity, muddy the intent of each code, and again deviate from drafting conventions.
- **Subdivision Code** – the intent of the Subdivision Code is to improve the liveability of residential neighbourhoods through improved subdivision structure. The Code would apply to all subdivision in the IRZ, GRZ, and LDRZ. There is no need for an overlay as the textural application is clear and concise. If employing the subdivision code, all subdivision standards in the residential zones would be superfluous and should be removed. This, however, would deviate from drafting convention because the zone provisions would no longer contain the primary directions for the development of land in each zone.[39]

Other than increasing the capacity to deliver the right housing in the right location, for which all options share, the overall benefit of implementing the recommended improvements through codes is that there is the ability to retain the existing established planning scheme provisions for single dwellings and low-density housing. Noting that more than 88% of housing in Tasmania is detached dwellings, this would create the least impact on the established operations of the planning and development industry who design, apply for, approve, and build this type of housing product. It would however be less effective in encouraging greater housing diversity.

Table 12 – Implementation Option 3

	Inner residential zone	General residential zone	Low density residential zone	Business zones
Policy intent	Unchanged	Unchanged	Unchanged	Unchanged
Spatial application and code applicability	Zone unchanged Medium Density Code applicable via textual application or overlay (inside 400 m of a higher order activity centre or high frequency transit corridor). Apartment Code does not apply. Subdivision Code applies to whole zone.	Zone unchanged Medium Density Code applicable via textual application or overlay (inside 400 m of a higher order activity centre or high frequency transit corridor). Apartment Code does not apply. Subdivision Code applies to whole zone.	Zone unchanged Medium Density Code does not apply. Apartment Code does not apply. Subdivision Code applies to whole zone.	Zone unchanged Medium Density Code not applicable. Apartment Code applicable via textual application only. Subdivision Code does not apply.
Applicable dwelling typologies	Medium Density Code applies to communal residences, and multiple dwellings.	Medium Density Code applies to communal residences and multiple dwellings.	Does not apply.	Apartment Code applies to all dwellings.

	Inner residential zone	General residential zone	Low density residential zone	Business zones
Medium Density Code (IRZ, GRZ, LDRZ) and Apartment Code (business zones) standards				
Plot ratio	1.2 for social housing, townhouses and apartments 1.0 for other applicable dwelling types. 0.1 bonus for liveable housing	0.8 for social housing, townhouses and apartments 0.6 for other applicable dwelling types. 0.1 bonus for liveable housing	Code does not apply (relies on existing zone provisions)	Does not apply
Height	Increase height to 11 m	8.5 (equivalent to existing metrics)	Code does not apply (relies on existing zone provisions)	Retain existing height metric in GBZ and CBZ Increase height to 11 m in UMZ and LBZ and include height transition to adjoining residential zones
Setback	Retain existing front setback metrics. Side and rear setbacks increased for building heights over 3.5m. Side setback reduced for shared walls of townhouses.	Retain existing front setback metrics. Side and rear setbacks increased for building heights over 3.5m. Side setback reduced for shared walls of townhouses.	Code does not apply (relies on existing zone provisions)	Does not apply (retain existing setback metrics).
Landscaping	Revised requirements for POS tied to dwelling typology. New requirements for, COS, landscaping area, deep soil area, and tree provision	Revised requirements for POS tied to dwelling typology. New requirements for, COS, landscaping area, deep soil area, and tree provision	Code does not apply (relies on existing zone provisions)	Revised requirements for POS tied to dwelling typology. New requirements for, COS, landscaping area, deep soil area, and tree provision
Solar access	New requirements for sunlight access to POS, COS, habitable room window, and solar energy installations.	New requirements for sunlight access to POS, COS, habitable room window, and solar energy installations.	Code does not apply (relies on existing zone provisions)	New requirements for sunlight access to POS, COS, habitable room window, and solar energy installations.
Front elevation	Retain existing metrics for fencing and garages. New frontage window requirement	Retain existing metrics for fencing and garages. New frontage window requirement	Code does not apply (relies on existing zone provisions)	Does not apply (retain existing elevation metric).
Privacy	Reduce existing metrics for privacy.	Retain existing metrics for privacy.	Code does not apply (relies on existing zone provisions)	New requirements for visual and acoustic privacy.
Storage	Retain existing metrics for waste storage. New requirement for dwelling storage.	Retain existing metrics for waste storage. New requirement for dwelling storage.	Code does not apply (not in existing zone provisions)	New requirements for dwelling and waste storage.
Dwelling mix	Standard does not apply	Standard does not apply	Code does not apply (relies on existing zone provisions)	New requirements for dwelling mix.

	Inner residential zone	General residential zone	Low density residential zone	Business zones
Subdivision Code standards				
Lot design	New requirements for lot design of townhouses and lot size diversity; otherwise retain existing metrics.	New requirements for lot design of townhouses and lot size diversity; otherwise retain existing metrics.	Retain existing metrics for lot design.	Does not apply (retain existing lot design metrics)
Movement network	New requirements for street layout and design.	New requirements for street layout and design.	New requirements for street layout and design.	Does not apply
Urban greening	New requirements for public open space and landscaping in public realm.	New requirements for public open space and landscaping in public realm.	New requirements for public open space and landscaping in public realm.	Does not apply
Services	Retain existing metrics for water, sewer, and stormwater connections. New requirement for stormwater quantity and quality.	Retain existing metrics for water, sewer, and stormwater connections. New requirement for stormwater quantity and quality.	Retain existing metrics for water, sewer, and stormwater connections. New requirement for stormwater quantity and quality.	Does not apply (retain existing services metrics)

6.3 Evaluation outcome

The implementation framework options presented above have been weighed against baseline criteria for testing recommendations, available in Appendix B. Namely, in basic terms, how well does the recommendation resolve an issue or need, how well does it further planning strategy, and is it both viable and deliverable?

Although delivering improvements though implementation Option 1 involves the least complexity, it is not as well aligned to planning strategy and does less to resolve the identified need, when compared to options 2 and 3. Specifically, by implementing improvements through the existing zones without the coinciding change to the spatial application of zoning, Option 1 will not maximise the potential for greater dwelling density and diversity in appropriate locations. For example, the improvements to standards in the IRZ under Option 1 would only apply to 3% of all urban residential zoned land.

Option 2, whilst introducing a higher level of implementation complexity, including a new zoning suite and spatial redistribution of zones, will create greater opportunities for more housing choice in the right locations. This is because there will be more land zoned for higher development potential in proximity to activity centres and transit corridors. This also creates a higher degree of differentiation between desired outcomes for urban areas in Tasmania's cities and other settlements aligns with a renewed policy intent for the zoning suite, which is left unresolved in the other implementation options.

Option 3 is a notable departure from the TPS drafting conventions because the zoning will no longer be the primary mechanism for expressing spatial strategy. This excludes the Apartment Code, which would be an appropriate and preferred implementation choice for improving the design and amenity of dwelling in the business zones, leaving the zone provisions to contain the primary directions for the development of non-residential use.

Overall, Option 2 is most closely aligned to the intent of the recommended improvements to the residential standards. However, as described above, a hybrid and/or staged approach could also be considered. For example, it may be preferrable to deliver improvements to the residential zone provisions through the new zoning suite (Option 2), but improvements to the residential standards in business zones through a new apartment code (Option 3). For another example, it may be preferrable to implement immediate change through the existing zoning suite now (Option 1), with the intention to implement a new zoning suite over

time (Option 2) as spatial strategy is developed thorough the impending updates to the Regional Land Use Strategies.

6.3.1 What's been said about it?

To date, when referred to in feedback received during previous engagement exercises, there has been broad agreement that the current spatial application of urban residential zones is contributing to the lack of dwelling density and diversity being experienced across Tasmania. In addition, feedback recognised the critical need for improved strategic planning and settlement policy to achieve the right housing in the right place.

However, there has also been consistent sentiment by some in the development industry that any perceived increase in regulation is unwarranted. In this regard, it is important to reiterate that evidence over the past 10 years has demonstrated that the number of standards, or change to standards, is not a direct reflection on how complex or contested the planning permit pathway is for new residential development. Artificially constraining the number of standards or their implementation pathway doesn't make the planning system simpler. It can instead make each standard more complex and open to interpretation. The recommended improvements and their recommended implementation pathway are about getting the balance right between regulation and outcome.

Survey results received during the public consultation period on the draft recommendations report indicate a marginally higher level of support for implementation option 2 (average score of 7.4 out of 10), followed by option 3 (5.6/10) and option 1 (4.7/10). In written submissions, there was little consistency in the preferred approach. A hybrid approach was offered by some respondents, where it was noted that changes could be implemented more quickly under option 1 (existing zones), with a transition to the new zoning suites (option 2) to occur after refinement to clarify the exact settlement and zone boundaries. Conversely, some respondents noted that a hybrid approach would add further delays.

A consultation summary report is available separately for download at the Planning in Tasmania website.

6.3.2 Updates between draft and final report

No notable updates have been made, and no changes to the recommended implementation approach. It should be noted that the same suite or improvements to the development standards will apply irrespective of the implementation pathway chosen.

6.4 Recommendations

The recommend implementation framework is provided below. A consolidated list of all recommendations is provided in Appendix C.

- Improvements to standards in residential zones to be implemented via Option 2 detailed in Section 6.2.2 of this report, summarised as introducing a new suite of urban residential zones with a revised policy intent and spatial application of the IRZ and GRZ.

  Note: the same suite of improvements to development standards in the residential zones is intended to apply irrespective of the implementation pathway chosen.

- Improvements to standards in business zones to be implemented via a new apartment code detailed in Option 3 in Section 6.2.3 of this report.

  Note: the same suite of improvements to development standards in the business zones is intended to apply irrespective of the implementation pathway chosen.

Section 7

Other improvements

7 Other improvements

7.1 Identifying the opportunity

Several improvement opportunities are outlined below for a variety of miscellaneous elements of the residential standards. They can be deemed as matters supporting the optimal performance of the new suite of residential standards outlined in Sections 3 – 5 of this report, or are recommended to resolve a discreet issue relevant to residential development.

7.2 What are the options?

Table 13 provides a high-level summary of the miscellaneous draft improvements recommended to the SPPs. The options include some matters that are recommended for additional consideration in subsequent pieces of work.

Table 13 Summary of draft improvements to matters ancillary to the new suite of residential standards

Miscellaneous	Summary of draft recommendation	Primary intent or driver for change
Subdivision along zone boundary	Insert a new general provision at clause 7.0 permitting subdivision occurring along zone boundaries for a split-zoned lot.	Resolves an issue.
Design guides	Add a series of design guides as applied, adopted, or incorporated documents in the SPPs, including: (a) Medium density design guidelines (b) Liveable housing design guidelines (c) Subdivision design guidelines	Elevated design quality.
Parking reductions	Amend Table C2.1 of the Parking and Sustainable Transport Code to reduce the minimum on-site parking requirements for the right housing in the right place.	Housing choice and affordability.
Information requirements for subdivision	Insert new application requirements for landscaping and street design plans at clause 6.0 to support the recommendations for additional subdivision standards.	Improved operation of standards
Interpretation and usability of standards	Adopt tools to assist with the interpretation and useability of improvements, including: (a) explanatory figures (b) technical guides and fact sheets (c) model conditions (d) education program about new standards	Clarity and consistency.
Monitoring outcomes	Universal requirements for data collection.	Resolves an issue.
Inclusionary zoning	Additional work to investigate opportunities and feasibility for inclusionary zoning.	Housing choice and affordability.
Infrastructure contributions	Additional work to investigate opportunities and feasibility for infrastructure contributions.	Increased certainty in planning system.

7.2.1 Miscellaneous improvements

7.2.1.1 Subdivision along a zone boundary

There are circumstances where a property title includes multiple zones, known as split zoning. This is often a legacy issue from previous planning schemes or for large parcels of land that have distinct and varied site characteristics. For example, a large title on the urban fringe of a settlement can include some land zoned

for residential and the remainder zoned for landscape conservation. Despite their being no fundamental planning issue, there is no discretion available to permit subdivision of the residential land if it creates a sub-minimum lot size in the conservation zone (refer to clause 22.5.1 of the SPPs). While this is not exclusively a residential issue, the impacts appear most acutely on residential zoned land as it remains sterilised or underdeveloped.

To resolve this issue, a new general provision should be introduced in the SPPs to allow subdivision to occur along a zone boundary. To enable broader application, the general provisions should apply to all zones and allow planning authority to approve at its discretion.

7.2.1.2 Design guides

The improved suite of residential development and subdivision standards in Sections 4 and 5 make recommendations for several performance solution pathways to have regard to design guidelines in decision-making. The intent of this draft improvement is to provide an assessment tool that not only discourages poor design, but more importantly requires design excellence when deviating from the permitted standards. At present the residential standards in the SPPs are not conducive to innovation or reliance on good design if the permitted standards are not met.

For the improved suite of residential development standards, the Medium Density Design Guide (currently in draft form) should be finalised and included as an incorporated document in the SPPs. The guide could also apply to apartments in business zones as an interim measure. However, preference is for a standalone apartment design guide to be created, noting the nuance in designing for high rise living in mixed use developments.

For the improved suite of residential subdivision standards, a subdivision design guide should be created and included as an incorporated document in the SPPs. The Development Manual Project forming part of the broader SPP review program is well placed to articulate and progress this work. As an interim measure, a series of explanatory figures and/or technical notes could be utilised to support the improved suite of residential subdivision standards (see Section 7.2.1.5). However, it is anticipated that the technical notes would be better placed to cover the permitted pathways, leaving the subdivision design guide to address at a higher level what constitutes good residential subdivision.

The Liveable Housing Design Guidelines are referenced in the dwelling mix standard for large apartment buildings (see Section 5.2.1.6) and must also be included as an incorporated document should this draft recommendation be progressed to implementation.

There are several examples from other Australian jurisdictions where design guidelines are in effect and operating successfully through statutory implementation in planning schemes and systems[42].

7.2.1.3 Car parking reductions

Car parking can severely limit the scope of residential development, impacting yield, and adding cost. This is particularly relevant to higher density developments and social housing, where developable land area and affordability are paramount. Parking supply in higher density forms of development can also introduce additional amenity issues, including noise emissions, reduced capacity for landscaping and the potential impacts on streetscape appeal.

The current onsite parking requirements for residential development in the GRZ requires a minimum of 1 car parking bay for 1-bedroom dwellings and 2 car parking bays for 2+ bedroom dwellings (plus 1 visitor space for every 4 dwellings). In all other zones, the minimum rate is 1 space per bedroom or 2 spaces for every 3 bedrooms (plus 1 visitor space for every 10 bedrooms). While these rates are reasonable for lower density forms of development and in locations with reliance of private vehicles, they have a negative influence on the form and financial viability of higher density development. In appropriate locations, such as walking distance to activity centres, and high frequency transit corridors, the residential standards should encourage higher density residential development and leverage off the accessibility of the location to reduce onsite parking rates. In this context, it is not unreasonable for developments less than 400 m walking distance of an activity centre to require only 1 onsite car parking bay for every dwelling. Further

[42] See WA Liveable Neighbourhoods, WA Precinct Design Guidelines, WA Residential Design Codes, VIC Urban Design Guidelines for Victoria, NSW Apartment Design Guide

reductions should also be capable of being considered under a permitted pathway where supplementing private car parking with a shared car parking scheme and/or bicycle parking.

A higher degree of onsite parking reduction should be also considered for all social housing developments. Parking analysis of social housing developments across Tasmania have identified parking demands based on car ownership and parking utilisation rates. Anecdotally, based on experience of social housing providers, this includes a car ownership ratio of between 0.5 – 0.7 cars per dwelling. Such rates align with existing development examples in Hobart. For example, onsite parking equivalent 0.2 bays per dwelling at Anglicare social housing in Liverpool Street, 0.6 bays per dwelling at Goulburn Street social housing, and 0.7 bays per dwelling at Queens Walk social housing at Cornelian Bay. There is precedent and sound reasoning to consider on-site parking reductions to less than 1 per dwelling for social housing in good locations.

There are examples of similar reduced parking rates applying in other Australian jurisdictions, including for example:

- South Australia, where the statewide Planning and Design Code requires 1 space for up to 2-bedroom dwellings, and 2 spaces for 3+ bedroom dwellings.
- New South Wales, where the Lake Macquarie Development Control Plan required 0.75 spaces for up to 1 bed dwellings, 1 space for 2-bedroom dwellings, and 1.5 spaces for 3+ bedroom dwellings.
- Australian Capital Territory, where the statewide Territory Plan 2008 includes no minimum requirements for residential parking in central business areas, and in smaller town centres, 0.8 spaces for 1 bed dwellings, 1.3 spaces for 2-bedroom dwellings, and 1.8 spaces for 3+ bedroom dwellings.

The Review of Parking and Sustainable Transport Code Project forming part of the broader SPP review program is well placed to articulate and progress this work further. Nevertheless, the potential residential parking reductions detailed below could be implemented as an interim measure until completion of that work. The below reductions would apply to Table C2.1 which relates to the permitted parking standard, with no corresponding changes required to the existing performance pathway.

Potential parking reductions for residential development

Development >400m from centre	Current SPP parking rates apply.
Development inside or <400m from centre or high frequency transit corridor[29]	1 onsite parking space per dwelling (plus 1 visitor space for every 10 bedrooms).
Social housing	0.7 onsite parking spaces per dwelling (plus 1 visitor space for every 10 bedrooms).
Development operating a carshare scheme	1 shared onsite parking space for every 5 dwellings[43].

7.2.1.4 Expanded application requirements for subdivision

A robust assessment of a subdivision application is reliant on documentation of key information including:

- Site analysis plan demonstrating existing conditions
- Subdivision plan demonstrating an appropriate design response
- Street sections and plans communicating the role and function of streets
- Landscape plan demonstrating the location of canopy vegetation in streetscapes and public open space

Much of these information requirements are already contained in clause 6.0 of the SPPs. However, an improved suite of residential subdivision standards should coincide with an expanded and/or clarified set of information requirements for subdivisions. In particular, the need for additional information to assess the new landscaping and street design parameters.

[43] Research on the Impact of Car Share Services in Australia (Phillip Boyle and Associates, 2016) suggests that one car share vehicle can replace between 7-10 private vehicles. Noting the Tasmanian context with likely greater reliance on private vehicles and less accessibility to public transport, a more conservative figure should be considered.

The extent of information required for subdivisions should also be tied to the scale of subdivision proposed. For example, a small subdivision of few lots, with no open space or roads, would not trigger the need for additional information for landscaping and streets.

Given the broad nature of the existing wording for application requirements in the SPPs, it may not be essential to introduce new information requirements into clause 6.0. Rather, an explanatory guide to subdivision may be an effective tool for improved subdivision applications. See Section 7.2.1.5 for additional discussion regarding increased usability of the improved standards.

Potential information requirements for landscaping and street design

Landscape plan	Landscaping design treatment for the public realm including streets and areas of public open space. The design concept is to detail both hard and soft landscaping relative to the desired function of area.
	Nominated canopy tree locations in the streetscape and public open space, including species and growing habit.
Street design	Functional road hierarchy plan detailing connections to external road network
	Typical cross sections for proposed roads detailing footpaths, parking, street trees, carriageway, underground services including stormwater treatment, and any other street features required by the permit authority.

7.2.1.5 Increased usability of improved standards

Some of the recommended improvements to the residential standards introduce a degree of technical planning and design matters that warrant additional technical guidance. In particular, this includes the new housing typologies, plot ratio, landscaping and subdivision requirements. A series of fact sheets have been prepared in support of this report to provide a simple quick reference explanation and intent for the new requirements. The technical guidance is expected to build upon the content of the fact sheets and provide more practical support for implementation and interpretation of the provisions. The technical guidance should be highly illustrative with figures to maximise usability of the improved standards. Some of the figures could then be included and referenced directly in the relevant standards, although this is not considered essential for the initial implementation phase.

The Improved Guidance and Background Information on the SPPs Project (Improved Guidance Project), including the subdivision design guidelines that forms part of the broader SPP review program, is well placed to progress this work further. For the interim period, the fact sheets supplementing this report will provide the initial guidance to assist with interpretation and implementation of the improved residential standards.

It is acknowledged that there will some degree of overlap in the intent and outcomes of the Improved Guidance Project and Development Manual Project. Specifically, to increase the useability and consistency of the improved standards through technical guides, design guidelines, model conditions and overall education campaign.

7.2.1.6 Improved monitoring of outcomes

It is important to note the value of consistent, universal, and accurate data collection to assist with analysis and decisions making. There is a substantial degree of variation in the quality and content of dwelling approval data recorded by Councils. Data provided by Councils and analysed by ERA in earlier stages of the Project suggests that many Councils do not record sufficient details about what is being approved to enable in depth analysis of residential development trends. Two specific examples follow:

- Although the address and title information was recorded, the applicable zoning was frequently not something being recorded. To understand how each zone is performing then requires a manual and labour-intensive process of searching addresses against the planning scheme zones.
- The description of an application/approval is inconsistent between Councils, reducing capacity for more rapid data analysis and potentially limiting the accuracy of data. As a specific example, some applications referred to an ‘additional dwelling’ which could be ambiguous and may be taken to be

an approval for a secondary dwelling or multiple dwelling. As more dwelling typologies are introduced into the SPPs, consistent nomenclature and record keeping is needed.

The DPAC's Office of Local Government manages a Consolidated Data Collection (CDC) resource the requires Council's to provide development approvals data. An expanded, universal statewide set of requirements for data collection and description would be of substantial benefit to information gathering and analysis purposes, allowing progress tracking over time. As an example, see the potential record keeping requirements below for data that should be recorded for each planning permit application.

To maximise consistency, a single data collection portal managed by the Tasmanian Government but accessed and utilised individually by Councils is envisaged. The data being requested of Councils should remain consistent over time. At the very least, a data collection guide is needed. The Tasmanian Government's PlanBuild Tasmania website is well placed to assist with data collection on approvals.

Potential record keeping requirements for residential development

Development applications	Application date, application number, street address, title, zoning, number of existing dwellings, number of dwellings demolished, number of proposed dwellings, consistent description of proposals with reference to relevant dwelling typology (broken down into sub-use classes), assessment result (approved, refused, withdrawn)
Subdivision applications	Same as for dwelling applications plus number of existing lots, number of proposed lots

7.2.2 Additional considerations

Larger and more complex matters warrant additional work to develop a considered response before implementation into the SPPs. There is a high degree of risk involved in prematurely applying changes regarding the matters highlighted below.

7.2.2.1 Inclusionary zoning

Research suggests that past planning controls in Australia and internationally, either overtly or inadvertently, have excluded higher density housing forms and tenures and excluded lower income groups from accessing housing[44]. This practice was conceptualised in the United States and is referred to as exclusionary zoning. Alternatively, current and best practice planning seeks to reverse this trend by applying planning strategies collectively defined as inclusionary housing. Inclusionary zoning is one such strategy, which can take several forms, including:

- Mandatory social and affordable housing percentages that are applied to all new development.
- Voluntary provision of social and affordable housing in a development which unlocks specific advantages, such as a height and/or density bonus.

While inclusionary zoning is a potentially important tool to support diverse housing supply, mandatory requirements have struggled to gain significant traction in Australia to date. This is due to several factors, not least being financial feasibility. For example, the inherently lower profit margins for developing higher density housing in low value markets rendering many projects unviable from an economic perspective. Nevertheless, there are examples to note. For instance, South Australia's inclusionary housing practices delivered around 17% of total dwelling approvals as affordable housing over a ten-year period to 2015. However, most of these homes were built on government land or supported by government incentive or subsidy. [45]

Considering the substantial challenges to providing the right housing, in the right location, and across the housing continuum, opportunities for introducing mandatory inclusionary zoning practices into Tasmania's SPPs should be further explored. One of the challenges to be explored, for example, relates to the mechanisms for ensuring ongoing ownership of social and affordable housing following planning approval, which may be difficult to apply through the planning system. Another challenge relates to scale of development at which the mandatory inclusions are triggered. In Tasmania, which is often characterised as smaller scale development, careful consideration is needed to ensure an equitable outcome for all scale of

[44] AHURI, Final Report 349, Urban regulation and diverse housing supply: an investigative panel, 2020
[45] AHURI, Final Report 297 Supporting affordable housing supply: inclusionary planning in new and renewing communities, 2018

developments. If not carefully considered, the impact on profit margins for developers being forced to include social and affordable housing may render many projects unfeasible, having unintended consequences of hindering overall supply. A cost-benefit analysis should be used to inform decision making.

Rather than mandatory provisions, the plot ratio standard in the improved suite of development standards seeks to introduce the concept of employing a development bonus for social housing providers, through a voluntary inclusionary housing approach. The dwelling mix standard in the improved dwelling standards for the business zones also contemplates a height bonus for social housing. The inclusion of voluntary provisions is considered a first step in a larger process of exploring the suitability for mandatory provisions, which will move beyond the scope of the Project, but is nonetheless an important piece of work to pursue.

7.2.2.2 Infrastructure contributions

The integration of development contribution systems in the planning process could improve expectations between planning authorities, infrastructure providers, and applicants. However, if development contributions are ill conceived, they can lead to an added source of confusion and uncertainty. At present, development contribution arrangements predominantly fall outside the planning system in Tasmania, so the capacity to influence this space is diminished.

Development contributions provide high potential for delivering the right housing in the right place, ensuring there is a pipeline of infrastructure and housing that is integrated and utilises existing and planned resources in the most efficient manner.

Before considering implementation of wholesale development contributions into the SPPs, a comprehensive scheme must first be conceived, including cohesive legislative frameworks, backed by strategic infrastructure planning. It is acknowledged that this work is recommended by the Local Government Association of Tasmania following results of an infrastructure contributions discussion paper in 2022.

The urban greening standard in the improved subdivision suite seeks to introduce the concept of a development contribution for public open space into the SPPs. The concept of introducing open space contributions for large multiple dwelling strata development is also canvased in Section 4.2.4.3. This is considered a first step in a larger process that will move beyond the scope of the Project, but is nonetheless an important piece of work to pursue.

7.3 Evaluation outcome

The miscellaneous improvements explored above seek to resolve issues identified by stakeholders through previous engagement exercises or are important to the optimal functioning of the residential standards. Most notably, in considering the information-based recommendations against the baseline criteria for implementation (see Table 14 in Appendix B) they allow for greater certainty and consistency for decision making purposes.

7.3.1 What's been said about it?

Throughout the broader SPP review process, stakeholders have been afforded multiple opportunities to comment on issues and opportunities for improvement. Stakeholders have expressed extensive opinion on a wide range of matters relevant to residential development. While not all have been adopted in the recommendations, those which have were raised by many.

A high level of support was provided in written submissions received during the consultation period on the draft recommendations report. Most respondents broadly welcomed the reduction in car parking rates for dwellings, inclusion of the medium density design guidelines as an incorporated document, and further work to comprehensively investigate opportunities for infrastructure contributions and inclusionary zoning. Many stakeholders highlighted the importance of explanatory figures, fact sheets, and technical guides as essential tools to deliver the desired outcomes through the improved standards.

A consultation summary report is available separately for download at the planning in Tasmania website.

7.3.2 Updates between draft and final report

No notable updates have been made, and no changes to the recommended improvements.

7.4 Recommendations

The recommendations related to miscellaneous improvements and additional considerations are provided below. A consolidated list of all recommendations is provided in Appendix C.

- Insert a new general provision at clause 7.0 of the SPPs permitting subdivision occurring along a zone boundary; detailed in Section 7.2.1.1 of this report.
- Prepare and/or include the following design guides as incorporated documents in the SPPs detailed in Section 7.2.1.2 of this report, summarised as:
  - Medium density design guidelines (finalisation of draft guidelines required)
  - Subdivision design guidelines (new guidelines required)
  - Liveable housing design guidelines (existing guidelines by Liveable Housing Australia)
- Amend Table C2.1 of the Parking and Sustainable Transport Code to reduce the minimum onsite parking rates for the right housing in the right place, such as social housing and development close to activity centres; detailed in Section 7.2.1.3 of this report.
- Insert new application requirements for subdivision at clause 6.0 of the SPPs, including landscaping and street design plans; detailed in Section 7.2.1.4 of this report.
- Adopt tools to assist with the implementation, interpretation, and useability of the new standards, including those detailed in Section 7.2.1.5 of this report, summarised as:
  - Fact sheets (utilise fact sheets supplementing this report)
  - Technical guides with explanatory figures (new technical guides required; part of Improved Guidance Project)
  - Model conditions (new model conditions required; part of Development Manual Project)
- Expand the scope of universal statewide requirements for data collection of residential development applications to enable consistent analysis and monitoring of outcomes over time; detailed in Section 7.2.1.6 of this report.
- Undertake additional work to investigate opportunities and feasibility for inclusionary zoning; detailed in Section 7.2.2.1 of this report.
- Undertake additional work to investigate opportunities and feasibility for development contributions; detailed in Section 7.2.2.2 of this report.

8 Next steps

This report sets the context for the housing we have and need, highlights opportunities, and outlines recommendations for improving Tasmania's residential standards.

The implementation of any improvements will be undertaken as a separate process after completion of the Project. This will include detailed drafting of the improved standards and a formal planning scheme amendment (or series of planning scheme amendments) pursuant to the requirements of the LUPA Act. The formal planning scheme amendment process will be subject to a public comment period.

Glossary

Abbreviation	Definition
ABS	Australian Bureau of Statistics
Affordable housing	Refers to rental homes or home purchases that are affordable to low income households, meaning that the housing costs are low enough that the household is not in housing stress.
AHURI	Australian Housing and Urban Research Institute
Business zones	Refers to the Urban Mixed Use Zone, Local Business Zone, General Business Zone, and Central Business Zone.
Community housing	Housing owned or managed by non-government organisations for people on low to moderate incomes. Community housing rent is typically set below market rate. Residents in community housing are eligible for their rent to be subsidised by Commonwealth Rent Assistance.
Detached dwelling	Also termed a separate house; refers to a house that is structurally independent from adjacent dwellings.
DPAC	Department of Premiere and Cabinet
GRZ	General Residential Zone
Housing diversity	The range of housing types in a development or neighbourhood. A diverse neighbourhood has various dwelling types and sizes – usually achieved by offering a wider range of lot sizes and promoting a variety of building forms
Housing stress	The lowest 40 per cent of income earners who pay more than 30 per cent of their gross income on housing costs. This is known as the 30/40 rule and is the benchmark measure of housing affordability.
IRZ	Inner Residential Zone
LDRZ	Low Density Residential Zone
LGA	Local Government Area
LGAT	Local Government Association of Tasmania
Liveable housing	Liveable housing refers to housing designed to cater for people with disability, aging in place, and families with young children. Design requirements for liveable housing are articulated in the Liveable Housing Design Guidelines by Liveable Housing Australia.
Low income	Receiving income below the median average.
LPS	Local Provisions Schedule
Major urban areas	Land within a growth boundary identified under an applicable Regional Land Use Strategy or in an adopted residential strategy for Greater Hobart, Greater Launceston, Burnie and Devonport.
NRZ	Neighbourhood Residential Zone
PIA	Planning Institute of Tasmania

Abbreviation	Definition
Potential public transport route	A road designated in the road hierarchy forming part of a plan of subdivision that is a direct through site link designed to be physically capable of accommodating a bus route.
PPZ	Particular Purpose Zone
Public housing	Housing provided by the government for people on low incomes, subsidised by government funds. The tenant contribution (rent) is set at a proportion (usually 25-30 per cent) of household income. Also referred to as social housing.
RLUS	Regional Land Use Strategy
RMPS	Resource Management and Planning System
SAP	Specific Area Plan
Social housing	Secure rental housing for people on low incomes provided independently or with support. It is allocated to Tasmanians in need, for the duration of need and as per the Residential Tenancy Act 1997. Rents are calculated based on 25 per cent of the household's income up to a maximum of market rent. Social housing includes both community housing and public housing.
SPPs	State Planning Provisions
the LGBMP Act	The Local Government (Building and Miscellaneous Provisions) Act 1993
the LUPA Act	The Land Use Planning and Approvals Act 1993
the Project	Improving Residential Standards in Tasmania project
TPP	Tasmanian Planning Policies
TPS	Tasmanian Planning Scheme
TRG	Technical Reference Group
Urban residential zones	Refers to the Inner Residential Zone, General Residential Zone and Low Density Residential Zone.
URZ	Urban Residential Zone

Appendix A Fact sheets

PROJECT OVERVIEW | OCTOBER 2024

Improving residential standards in Tasmania

Tasmanian Government

About the project

The project aims to improve housing supply, affordability and diversity, by reviewing planning controls for residential development in Tasmania.

Run by the State Planning Office, the project is one of the outcomes of the five-yearly review of the State Planning Provisions (SPPs). Regular review of planning requirements is necessary to make sure that planning standards respond to contemporary issues.

The project has identified opportunities to make sure the standards are fit for purpose, and can improve liveability, equity, healthy spaces and sustainability.

Who's involved?

The State Planning Office in the Department of Premier and Cabinet leads the project. It is supported by a Technical Reference Group (TRG) to provide expert knowledge and local experience.

The TRG includes members from:

- Australian Institute of Architects
- Homes Tasmania
- local government
- Planning Institute of Australia
- Department of State Growth.

The State Planning Office engaged ERA Planning and Environment to lead the project team who meet with the TRG at key touchpoints during the project.

The process

The project started in September 2023 and involved:

- detailed background research
- data analysis, and
- stakeholder and community engagement.

Input was sought from the TRG, representatives of local and state government and established community and industry groups. Broader engagement with the Tasmanian public has also informed the project.

For more information about the project, visit www.stateplanning.tas.gov.au

State Planning Office
Department of Premier and Cabinet

Tasmanian Government

What we heard

Previous engagement

Previous engagement outcomes formed the basis for developing improvement options and were built on during the project. Key matters raised during previous engagement include:

- **Statewide approach to standards:** There are both pros and cons to a consistent state wide approach to the planning system.
- **Drafting concerns:** How standards are interpreted, varied levels of complexity and prescription in some standards, and some that are not achieving their intended outcomes.
- **Development standards:** Including multiple dwelling densities, setbacks, building envelope, site coverage, open space, garage and carport design, privacy, fencing and waste storage.

Project engagement

Key stakeholders and the broader Tasmanian communtiy were engaged to provide feedback on the draft recommendations report. Online survey results indicated a high level of support for recommedations related to plot ratio (85%), height and setback separation (82%), solar access (74%), lot design (89%), urban greening (85%), movement network (96%), and services (89%).

A high level of support was also provided in written submissions with respondents often commenting on detailed drafting preferences, rather than identifying any fundamental flaws with the recommendations. More detailed information on the engagement process is contained in the consultation summary report which is available for download at the Planning in Tasmania website.

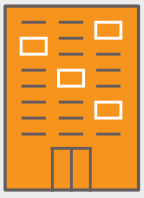
Housing in Tasmania

Understanding the housing we currently have in Tasmania and what we need in the future are critical to the project. Existing demand for social housing is significant, with 4,500 applications on the social housing register in July 2023. Forecasts show that 32% of total demand will be from low-income households (around 12,500 households).

Over the last twenty years, housing in Tasmania has become less dense and less diverse, going against the national trend. Housing demand over the coming years will be greatest in Southern Tasmania, including the need for higher density dwellings, such as apartments and townhouses. To date, there are mixed views on how to achieve this change.

Twenty-year change in dwelling diversity, 2001-2021

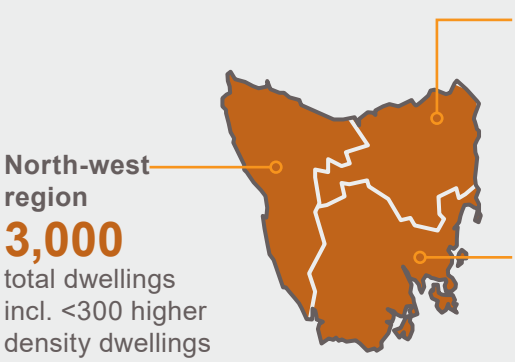
Source: Tasmanian Housing Strategy



	Separate house		Medium density		High density	
	2001	2021	2001	2021	2001	2021
Greater Hobart	81.9% ▲	83.8%	14.7% ▼	13.2%	2.1% ▼	2.0%
Tasmania	85.5% ▲	86.8%	11.3% ▼	10.8%	1.1% ▼	1.0%
Australia	74.8% ▼	70.3%	16.1% ▲	17.3%	6.3% ▲	11.0%

Dwelling demand to 2041

High series projections from the Tasmanian Housing Strategy indicate that housing demand over the coming years will be greatest in Southern Tasmania. This includes a proportional increase in demand for higher density dwellings, such as apartments and townhouses.



The role of planning in housing

The role of planning in housing delivery is fundamentally a spatial task: to coordinate a pipeline of housing aligned with infrastructure capacity, population trends and housing preferences, and to encourage the right housing in the right place.

The Planning Institute of Australia has identified three overarching principles that planning systems should adopt to support housing delivery:

- Enabling housing for those in need
- Encouraging more housing diversity and good design
- Improving decision-making systems and strategies.

Best practice planning

The Business Council of Australia's national review of planning systems shows that Tasmania's system ranks well among the other states and territories. Specifically, its speedy approval timeframes, and consistent statewide standards.

Despite these positives, there are some omissions in residential standards in Tasmania when compared to other states and territories.

What needs improvement through the planning system?

Based on research and engagement to date, there are some fundamental themes that that are capable of being addressed through Tasmania's residential standards (the SPPs) and have been taken into account in the Final Recommendations Report.

We need to improve:

- Housing choice, including affordability, diversity and density
- Design quality, looking for opportunities for innovation and design excellence
- Subdivision, improving the layout and liveability of new neighbourhoods
- Spatial application of zones, promoting greater application of zones that allow more density and diversity of housing in the right locations

State Planning Office
Department of Premier and Cabinet

Tasmanian Government

Final Recommendations Report

About the report

The Final Recommendations Report looks to facilitate improved planning requirements for a variety of housing options which balance the need to increase housing supply in a way that also encourages liveability and affordability for Tasmanian communities.

What's in the report?

The report introduces the project and its context, outlines the improvements, highlights engagement outcomes, and details next steps for implementation. For quick reference, the report can be navigated through the following sections.

SECTION 1-2	**Introduction**	Introduces the project, background context, and feedback opportunities
SECTION 3	**Definitions and terms**	Outlines the improvements to definitions and terms
SECTION 4	**A mature suite of residential standards**	Outlines the improvements to use, development and subdivision standards
SECTION 5	**Homes in business zones**	Outlines the improvements to residential standards in business zones
SECTION 6	**The right housing in the right location**	Details the implementation framework for delivering improvements
SECTION 7	**Other improvements**	Outlines improvements to miscellaneous matters

Next steps

This report sets the context for the housing we have and need, highlights opportunities, and outlines recommendations for improving Tasmania's residential standards.

The implementation of the recommendations will be undertaken as a separate process.

This will include detailed drafting of the improved standards and a formal planning scheme amendment (or series of planning scheme amendments) pursuant to the requirements of the LUPA Act. The formal planning scheme amendment process will be subject to a public comment period.

Contact us

For more information about the 'Improving residential standards in Tasmania' project, you can visit our website or contact the project team via the details below.

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Improving residential standards in Tasmania

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Development standards

Why they're important

Delivering diverse, well-designed and well located housing is an aspiration for all Tasmania's cities and towns. Bringing our development standards up to date is essential to guide future housing development.

Many of Tasmania's existing residential areas are characterised by single dwelling development. While some areas are intended to retain their existing character, others are changing urban environments, where increased density will be necessary, particularly in areas close to activity centres and key transport corridors.

The standards discussed in this factsheet focus on enabling built form outcomes that have a positive relationship to the surrounding built and natural landscape, while providing the flexibility needed to deliver the right housing in the right location.

Current challenges

Tasmania's planning system ranks highly in Australia for measures of efficiency and consistency. Despite these positives, many important residential standards seen in other states and territories are not currently covered by the planning system in Tasmania.

Current challenges include a lack of guidance in delivering 'density done well' and how to best provide for quality landscaping and shared spaces in housing developments.

Future improvements

The Final Recommendations Report details a range of potential improvements to the existing development standards. This factsheet focuses on three initiatives:

- **Residential diversity and density**
  To enable increased diversity and density in the right locations
- **Building height and setbacks**
  To improve the design response to location and housing type
- **Landscaping and common space**
  To improve liveability, climate resilience, and design quality.

For more detail on the potential improvements to development standards, see page 28 of the Final Recommendations Report.

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Residential density

As our cities and neighbourhoods grow and change, it is important that we make more efficient use of land for housing, preserve the environment, landscapes and agricultural land, and that we optimise infrastructure use. To achieve this, increased density in urban areas will be necessary.

Tasmania's current residential density standards manage the maximum number of dwellings allowed on a site with limited consideration to built form outcomes or whether the density is appropriate for the site, its context and characteristics. At the same time, housing densities in Tasmania are also well below targets set through the strategic land use planning framework and are not encouraging housing diversity. Together this means that Tasmania is not achieving the housing we need in the right locations.

Plot ratio is a tool that manages the scale and coverage of built form and is proposed as an alternative to the current density controls.

Plot ratio

Plot ratio is the ratio of floor area to site area, calculated by dividing gross floor area by site area.

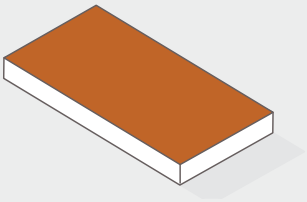
When combined with other built form controls the shape and siting of buildings can be varied to help deliver a broader range of housing types and densities to ensure that the overall bulk and scale is appropriate to the site and its surrounds. The diagram below shows how other built form controls affect the resulting development.

A plot ratio of 1.0 means that the floor area of the building is equal to the site area, whereas a plot ratio of 0.5 means that the floor area is equal to 50% of the site area. In the urban residential zones, a plot ratio ranging between 0.3 to 1.0 is considered appropriate for single dwellings. This echoes provisions in similar locations in other Australian jurisdictions.

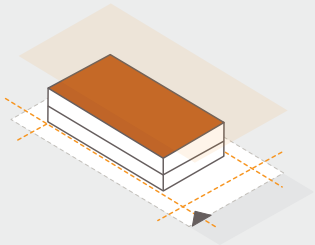
Potential plot ratio parameters (permitted pathway)

	Inner Residential	General Residential	Low Density Residential
OBJECTIVE	To ensure that the overall bulk and scale of development is appropriate for the existing and planned character of the area.		
PLOT RATIO	1.0	0.6	0.4
DWELLING DIVERSITY BONUS^	+0.2 for social housing, townhouses, and apartments	+0.1 for social housing +0.2 for (a) social housing, townhouses, and apartments, and (b) less than 400m of a business zone or high frequency transit corridor	+0.1 for social housing less than 400m of a business zone or high frequency transit corridor
LIVEABLE HOUSING BONUS^	+0.1 for developments with more than 50% of dwellings achieving Livable Housing Guideline's gold or platinum level universal design features.		

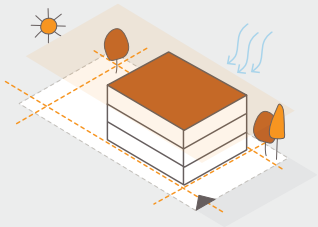
^ Only 1 bonus available per development



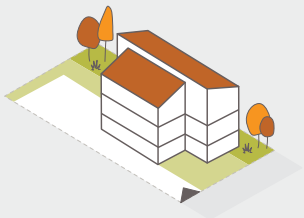
Plot ratio 1.0
full site coverage



Plot ratio 1.0
setbacks and height applied



Plot ratio 1.0
considering the environment (solar access, vegetation and wind)



Plot ratio 1.0
landscaping, deep soil, access and parking applied

Building height and setbacks

Currently building height and boundary setbacks are managed by a building envelope clause. This means there is no opportunity to meet the Acceptable Solution for building height if permitted setbacks are not achieved; the reverse is also true.

By separating height and setback standards, the assessment process is simplified. Greater flexibility will lead to more appropriate designs. While building height often dominates development discussions, it is not always the most significant factor impacting our neighbourhoods. Taller buildings that are well designed with sensitive siting, setbacks, solar access, landscaping and materials can deliver much better outcomes for residents and neighbours than ill-considered, lower scale buildings which do not respond to their surroundings.

The current building height controls do not allow for modern needs, particularly in higher density developments such as apartments, where more ceiling height improves access to natural light and sense of space.

For side and rear setbacks, the current controls are more appropriate for lower intensity development like single and grouped dwellings. To enable greater housing diversity with appropriate building separation, side and rear setbacks should be relative to the type of housing proposed.

Potential height parameters (permitted pathway)

	Inner Residential Zone	General Residential Zone
OBJECTIVE	To ensure that the height of development is compatible with the streetscape and does not cause an unreasonable loss of amenity for adjoining properties.	
MAXIMUM HEIGHT^	• 9.5 m for single dwellings, grouped dwellings and non-dwellings • 11 m for townhouses and apartments	• 8.5 m for all buildings

^Note: maximum height unchanged from existing SPP requirements for the General Residential Zone and for single and grouped dwellings in the Inner Residential Zone.

Potential setback parameters (permitted pathway)

	Inner Residential Zone	General Residential Zone
OBJECTIVE	To ensure that the siting of development is compatible with the streetscape and does not cause an unreasonable loss of amenity for adjoining properties.	
FRONT^	• 3 m (primary) • 2 m (secondary), or equal to adjoining building	• 4.5 m (primary) • 3 m (secondary) or equal to adjoining building
SIDE	• 0 m for buildings up to 3.5 m in height, and for shared walls of townhouses^^ • 1.5 m (up to 7 m in building height) • 3 m (>7 m in building height)	
REAR	• 0 m (up to 3.5 m in height) • 3 m (>3.5 m in height)	

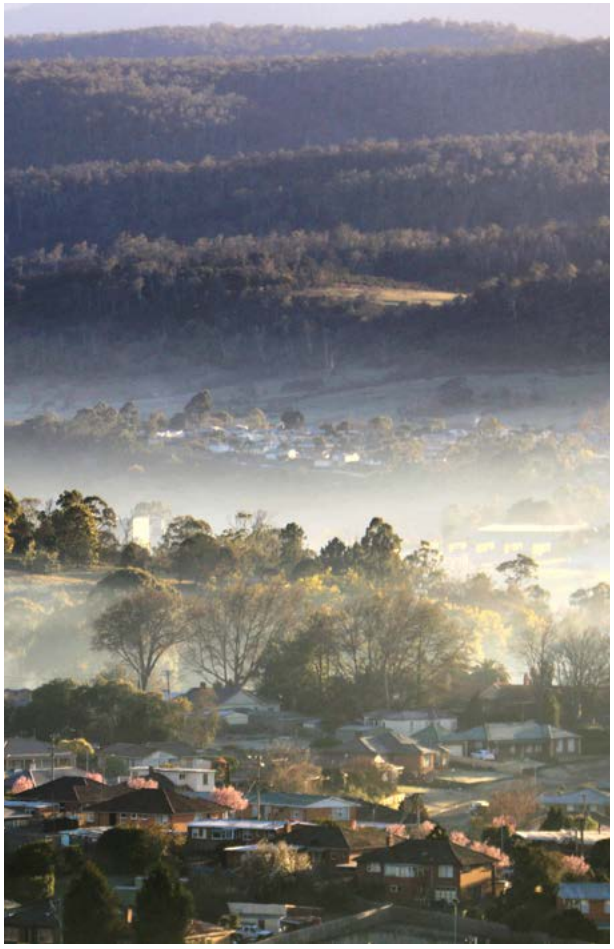
^Note: front setback and garage setback unchanged from existing SPP requirements in the Inner Residential Zone and General Residential Zone. ^^If not more than 2/3 length of shared wall boundary.

Landscaping and open space

Landscaping, including private and common open space, is an important factor in housing development and how they are enjoyed by residents. As dwelling density increases, and as we experience a changing climate, the availability of meaningful landscaped areas through a mix of common and private open space becomes more important.

There are currently no landscaping requirements in Tasmania's residential standards and no clear consideration for common open space needs. Therefore, a new standard is required to cover the elements that contribute to improved liveability, climate resilience and design quality of future housing.

This includes controls for landscaping and deep soil area, tree retention and the provision of both private and common open space areas.



Potential landscaping and open space parameters (permitted pathway)

PRIVATE OPEN SPACE (PRINCIPAL AREA)

- **Single dwelling:** 40 m^2 (4 m min dimension)
- **Grouped dwelling/ Townhouse:** 24 m^2 (3 m min dimension)

Apartment:

- 8 m^2 for studio and 1 bed (2 m min dimension)
- 10 m^2 for 2 beds (2.5 m min dimension)
- 12 m^2 for 3+ beds (3 m min dimension)

COMMON OPEN SPACE

Grouped dwelling, townhouse, apartment: 5 m^2 per dwelling when providing more than 10 dwellings/independent living units up to a total of 300 m^2 common open space

LANDSCAPING AREA

- 25% of site area in GRZ and LDRZ
- 20% of site area in IRZ

DEEP SOIL AREA^

All housing types: 10% of site area or 7% of site area if retaining an existing large or medium tree (3 m x 3 m min dimension and 90% permeable to water)

TREE PROVISION^

- **Single dwelling (lot >750 m^2):** 1 large tree or 1 existing tree retained
- **Single dwelling (lot <750 m^2), grouped dwelling/townhouse:** 1 medium tree or 2 small trees per dwelling (minus any existing trees retained
- **Apartment:** 1 large tree, 2 medium trees, or 3 small trees per site + 1 small tree for every 10 dwellings (minus any existing trees retained)

^ For tree provision, deep soil areas equate to a minimum of 9 m^2 for a small tree (3-8 m height), 36 m^2 for a medium tree (8-12 m height) and 64 m^2 for a large tree (over 12 m height).

Note: Landscaping, deep soil and open space areas can be overlapping. For example, a common open space area can also be a deep soil area and contribute towards the overall site landscaping area.

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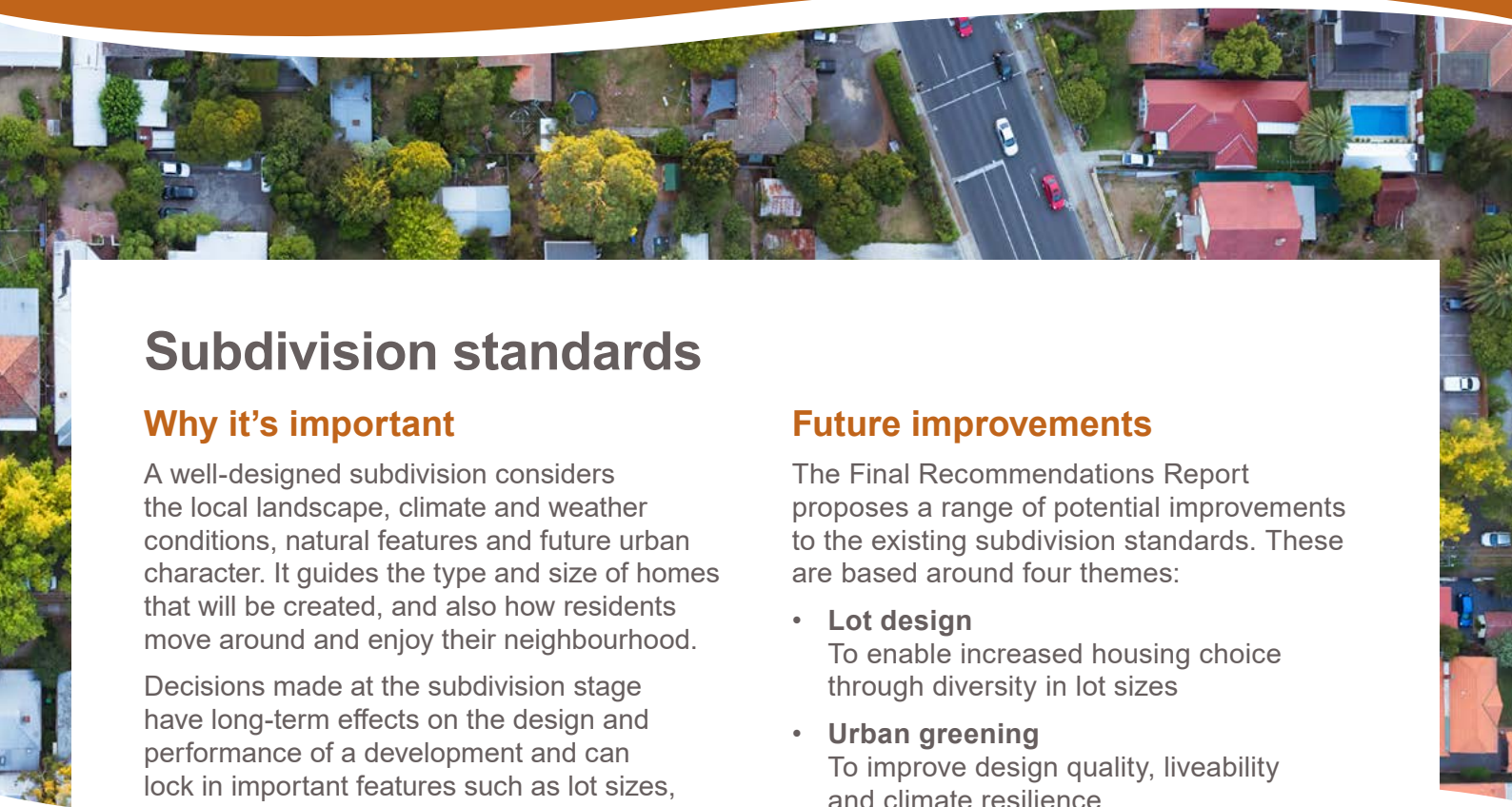

Subdivision standards

Why it's important

A well-designed subdivision considers the local landscape, climate and weather conditions, natural features and future urban character. It guides the type and size of homes that will be created, and also how residents move around and enjoy their neighbourhood.

Decisions made at the subdivision stage have long-term effects on the design and performance of a development and can lock in important features such as lot sizes, streets, services, and open space. Improved subdivision standards can ensure that important design decisions are considered early in the design process. They can also maximise the community benefits that a well-designed subdivision can provide.

Current challenges

Business as usual residential subdivisions in Tasmania fall short when it comes to lot diversity, service infrastructure, trees and landscaping, and overall amenity and liveability. Current challenges include limited choice in lot sizes, a lack of landscaping and public open space, and designs that undermine the site's best features or promote car dominance, all which lead to poor outcomes for the community in the long term.

Future improvements

The Final Recommendations Report proposes a range of potential improvements to the existing subdivision standards. These are based around four themes:

- **Lot design**
  To enable increased housing choice through diversity in lot sizes
- **Urban greening**
  To improve design quality, liveability and climate resilience
- **Movement network**
  To design for all modes of transport including more sustainable choices
- **Services**
  To improve climate resilience through integrated water management

For more detail on the potential improvements to subdivision standards, see page 41 of the Final Recommendations Report.

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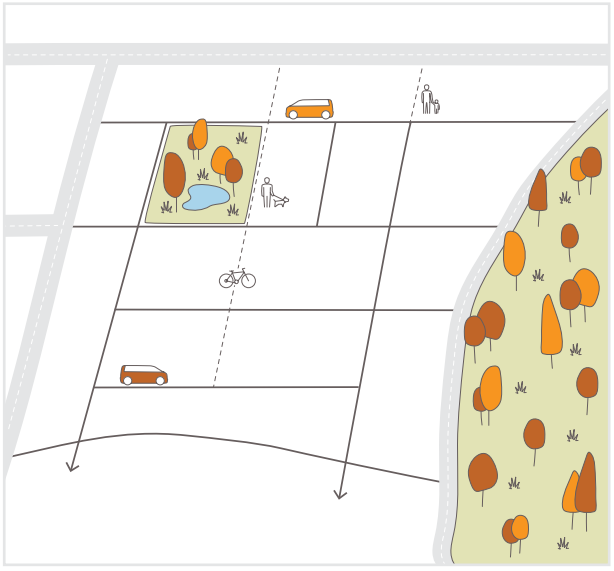
Lot design

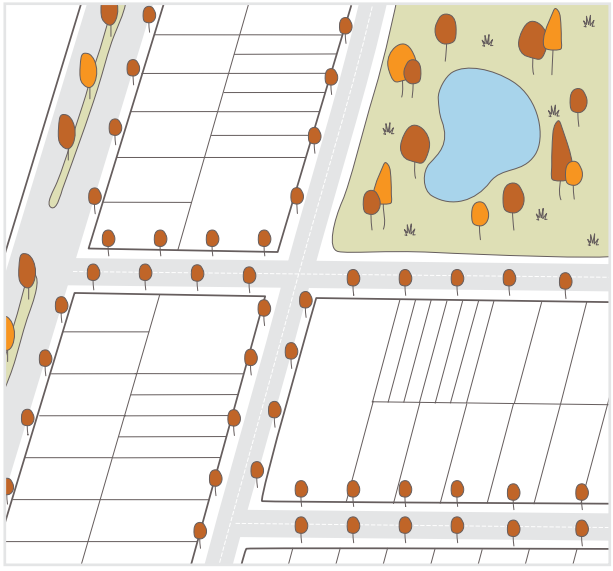
Improved housing choice begins at the subdivision stage. By creating diverse lot sizes within a subdivision, we can provide a greater variety of homes for Tasmanians. This is particularly important in areas with good access to transport options, community services and facilities.

The current lot design standards in the State Planning Provisions (SPPs) are effective at delivering subdivision for single dwellings. However, they lack the detail required to enable different housing types, such as small lot housing, grouped dwellings, townhouses, apartments and communal residences. Introducing lot size diversity would bring the SPPs in line with best practice in other Australian states and territories.

Lot size diversity is easier to achieve on bigger development sites where a balance of larger and smaller lot sizes is possible. There is potential to include requirements to deliver lot size diversity (as shown in the table below) for developments of 15 or more lots when within 800 m walking distance of a business zone or high frequency transit corridor.



Subdivision design
with modified grid layout, active transport links, public open space, and permeable street block dimensions.



Lot layout
with variable lot sizes to enable diverse housing types (e.g. large lots for multiple dwellings and small lots for townhouses.

Potential lot design parameters (permitted pathway)

	Inner Residential Zone	General Residential Zone
LOT SIZE MINIMUM	200 m^2 (160 m^2 for a townhouse)	450 m^2 (250 m^2 for a townhouse)
FRONTAGE WIDTH	3.6 m	12 m (8 m for a townhouse)
BUILDING AREA	8x12 m	10x15 m (8x15 m for a townhouse)
SOLAR ORIENTATION	More than 60% of lots with long axis facing north	
LOT SIZE DIVERSITY	20% of lots meet the minimum lot size, and 10% of lots are a minimum of 1000 m^2	

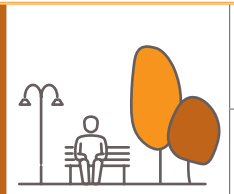
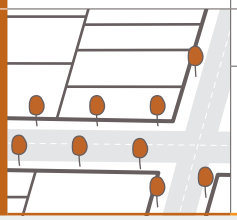
Urban greening

Providing residents with access to green spaces improves health, wellbeing and biodiversity outcomes. Green space should be well-distributed, multi-functional and cost effective. They may include regional or local parks, tracks and trails, and places to play, socialise and access nature.

Planning and delivery of public open space in residential subdivisions has been haphazard and inconsistent across Tasmania. There is no current mechanism in the SPPs to require the provision of public open space or landscaping in a subdivision proposal. A new residential subdivision standard is therefore required for urban greening.

The overarching objective of the urban greening standard is to provide public open space for active and passive recreation and ensure that the public realm of streets and open space features suitable hard and soft landscaping for the intended function.

Potential urban greening parameters (permitted pathway)

Applicable to all urban residential zones		
PUBLIC OPEN SPACE		10% contribution as land and/or cash in lieu, in accordance with a relevant Council policy or strategy
		Lots within 800 m walking distance of existing, planned or proposed public open space
LANDSCAPING		1 street tree for every 20m of road frontage
		Landscape design of public realm meets the requirements of the approval authority

Movement network

Residential subdivision influences how a community will be connected to local amenities by a range of mobility options. Well-designed movement networks are people-focused and consider things like:

- permeability
- accessibility
- functionality
- the road hierarchy
- the comfort and safety of those moving through the network.

Beyond access and mobility, the movement network also provides space for utilities infrastructure and can improve ecological outcomes, including biodiversity and integrated water management.

The current road standards in the SPPs offer little guidance as to what an acceptable movement network may look like for a subdivision. Specifically, there is no permitted pathway for new roads in a subdivision, and road design through a performance-based solution is heavily influenced by engineering requirements.

The potential improvements to subdivision standards provide more direction on how to design for best practice road hierarchy, street block dimensions, and active and public transport needs.

Potential movement network parameters (permitted pathway)

	Applicable to all urban residential zones
LAYOUT	Rectilinear, modified or radiant grid preferred.
STREET BLOCKS	120-240 m long x 60-120 m wide; 600 m maximum street block perimeter (larger street blocks to be provided with mid-block pedestrian links)
CONNECTIVITY	Subdivision roads connect to existing and planned external roads
CUL DE SACS	Maximum 15% of lots front a cul-de-sac. Maximum cul-de-sac length of 150 m. Cul-de-sac heads to include pedestrian links where relevant.
LEGIBILITY	Lay out street blocks with direct and straight streets or use topography to improve opportunities for active travel.
ACTIVE TRAVEL	1.5 m min footpaths on all streets. 1.8 m wide shared pedestrian and cycling paths on both sides of streets in 400 m walking distance of public open space, high frequency transit corridors, and business zones. Safe crossing points for busy roads.
PUBLIC TRANSPORT	90% of lots in 800 m walking distance of an existing or potential public transport route. Provide direct, convenient pedestrian links from lots to public transport route.
ROAD HIERARCHY	Street design is based on a designated road type articulated through a road hierarchy plan in accordance with the requirements of the road authority or Tasmanian Standard Drawings.

Services

The current services standards for residential subdivision are clear and concise but limited in scope. While detailed servicing requirements for water and sewer are managed through the TasWater referral process, there is no mechanism in the SPPs to formally assess stormwater management issues. All other Australian states and territories include stormwater in planning assessment.

Currently these are resolved informally at the planning permit stage with councils falling back on the requirements of the *Urban Drainage Act 2013* at final plan stage. Including stormwater requirements in the SPPs at the subdivision stage has potential to better integrate meaningful water sensitive design in subdivision design.

Potential services parameters (permitted pathway)

Applicable to all urban residential zones

WATER, SEWER AND STORMWATER CONNECTIONS

Unchanged across all zones.

STORMWATER QUALITY AND QUANTITY (FOR SUBDIVISIONS CREATING 15+ LOTS)

Stormwater meets quality and quantity targets, including:

- 80% reduction in the average annual load of total suspended solids based on typical urban concentrations
- 45% reduction in the average annual load of total phosphorus and nitrogen based on typical urban concentrations
- Stormwater quantity in accordance with the requirements of local authority.

Subdivision integrates stormwater management into the public realm though water sensitive design features.

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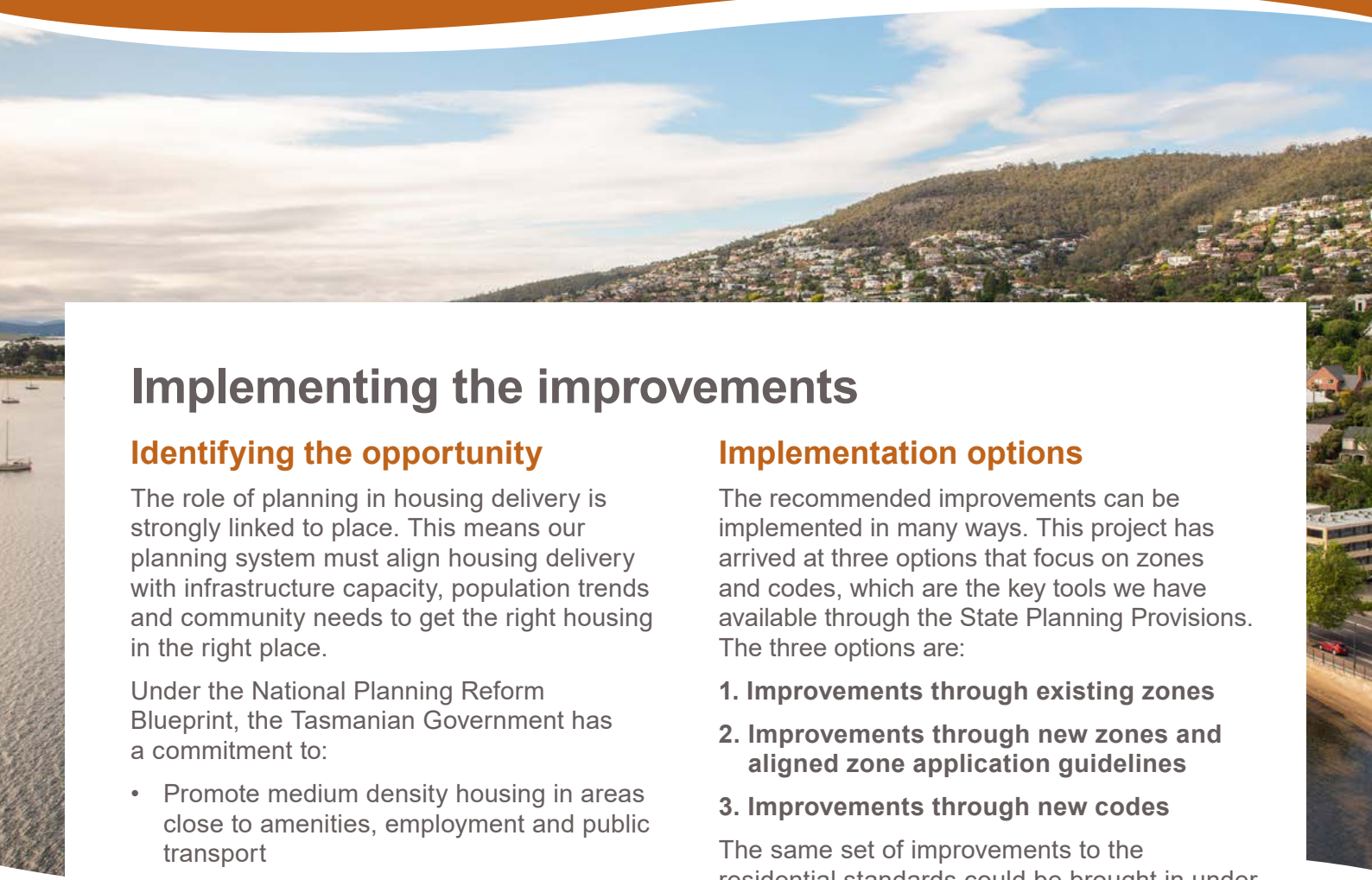

Implementing the improvements

Identifying the opportunity

The role of planning in housing delivery is strongly linked to place. This means our planning system must align housing delivery with infrastructure capacity, population trends and community needs to get the right housing in the right place.

Under the National Planning Reform Blueprint, the Tasmanian Government has a commitment to:

- Promote medium density housing in areas close to amenities, employment and public transport
- Undertake planning and zoning reforms to meet housing supply targets
- Improve design guidance to ensure the quality of new builds
- Update planning requirements to increase density and meet housing supply targets.

There is an opportunity to deliver on these commitments and encourage greater housing choice in Tasmania. The recommended improvements to the residential standards intend to do just this.

Implementation options

The recommended improvements can be implemented in many ways. This project has arrived at three options that focus on zones and codes, which are the key tools we have available through the State Planning Provisions. The three options are:

1. **Improvements through existing zones**
2. **Improvements through new zones and aligned zone application guidelines**
3. **Improvements through new codes**

The same set of improvements to the residential standards could be brought in under any of the implementation pathways. There may also be variations to the implementation options to align with priorities. For example, it may be preferable to deliver improvements in stages, some through the zoning suite but others through a new code.

For more detail on the potential implementation options, see page 65 of the Final Recommendations Report.

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Option 1

Improvements through existing zones

This option delivers the recommended improvements through changes to the residential standards in the existing zones.

- There is no change to the policy intent of the existing zones under this option, or land where they are applied.
- This option presents a 'business as usual' implementation approach.

This option relies on improving development standards in both the Inner Residential Zone (IRZ) and General Residential Zone (GRZ) to build capacity for greater housing diversity and density. To deliver the housing we need, under this option there is greater reliance on the GRZ to achieve these results.

This is because the GRZ covers 60% of all urban residential zoned land, compared to 33% in the Low Density Residential Zone (LDRZ), 3% in the IRZ, and 4% in business zones.

This option will not require the preparation of new zoning maps, however, broader application of the IRZ in appropriate locations should be encouraged as a follow-up action to better promote medium density housing in the right locations. The business as usual approach will do little to address the existing similarities in built form outcomes between these zones.

For more detail on this option, see page 68 of the Final Recommendations Report.

Option 2

Improvements through new zones and aligned zone application guidelines

- This option implements the recommended improvements through new zones.
- There is no difference between the recommended development standards under Option 1 and 2.
- The difference lies in the policy intent, where the zoning is applied and permitted housing types.

This option redefines where the IRZ and GRZ are applied in the major urban areas of Tasmania[1] to deliver more of the right housing in the right locations. This option provides a more balanced approach that recognises that the role of cities is different to neighbourhoods and regional areas.

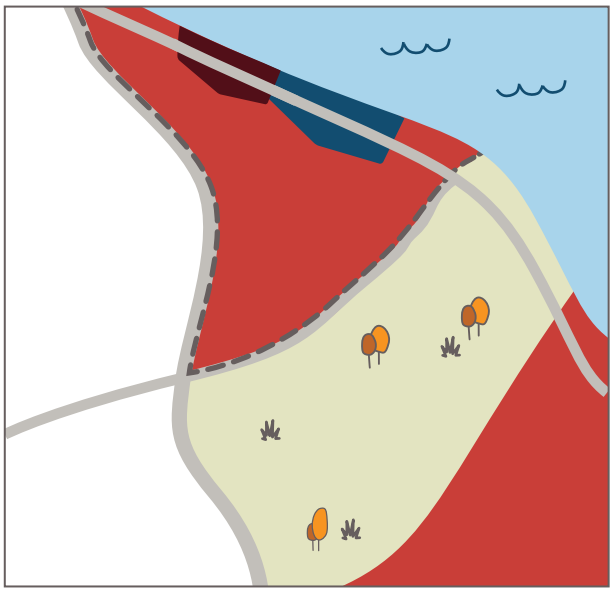
This option consolidates the GRZ and IRZ within the settlement boundaries of Tasmania's major urban areas[1] into a single new residential zone: the Urban Residential Zone (URZ). All remaining GRZ land outside of the major urban areas is converted into a Neighbourhood Residential Zone (NRZ).

The land to be converted to the URZ would be guided by the defined settlement boundaries for the major urban areas of Greater Hobart and Greater Launceston, which are established through the applicable regional land use strategy. In Burnie and Devonport, the change would be guided by a Council approved settlement strategy.

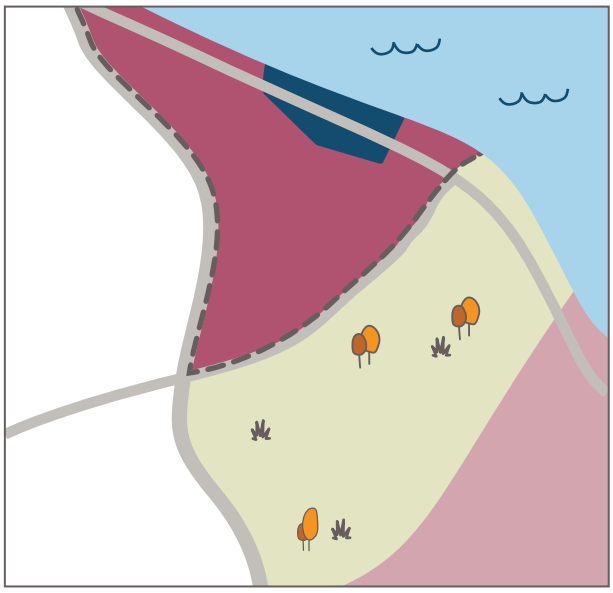
Where justified through strategic planning, there may be some circumstances where housing close to other major towns could be converted to the URZ.

For more detail on this option, see page 70 of the Final Recommendations Report.

1 Greater Hobart, Greater Launceston, Burnie and Devonport



- Activity Centre
- Inner Residential Zone
- General Residential Zone
- Settlement boundary



- Activity Centre
- Urban Residential Zone
- Neighbourhood Residential Zone
- Settlement boundary

Option 3

Improvements through new codes

Option 3 implements the recommended improvements to the development standards through three new codes, the Medium Density Code, Apartment Code and Subdivision Code. The zoning of all land will remain unchanged, as will the policy intent of each zone.

There is no difference between the recommended development standards under Options 1, 2 and 3. The difference lies in the housing types that the standards apply to. An overview of these new codes is provided below:

Medium Density Code

The intent of the Medium Density Code is to provide tailored provisions for diverse housing types in good locations, while retaining the existing SPP provisions for single dwellings. The code would apply to communal residences and multiple dwellings within 400 m of a higher order activity centre or high frequency transit corridor, on land zoned IRZ or GRZ. It would not apply to the LDRZ or business zones.

The Medium Density Code has the potential to deliver more of the right housing in the right locations, irrespective of the zoning applying to the land. Therefore, zoning would no longer be the primary mechanism guiding spatial strategy.

Subdivision Code

A Subdivision Code is intended to improve the liveability of residential neighbourhoods through improved subdivision design. The code would apply to all subdivision development in the IRZ, GRZ, and LDRZ.

If a code was the preferred method to guide subdivision development and design, any subdivision standards in the residential zones would then be redundant and cause duplication. The code approach would deviate from TPS because the zone provisions would no longer be the primary tool directing subdivision development.

A standalone Apartment Code could be introduced under any implementation option because it aligns with drafting conventions for development standards in business zones.

Apartment Code

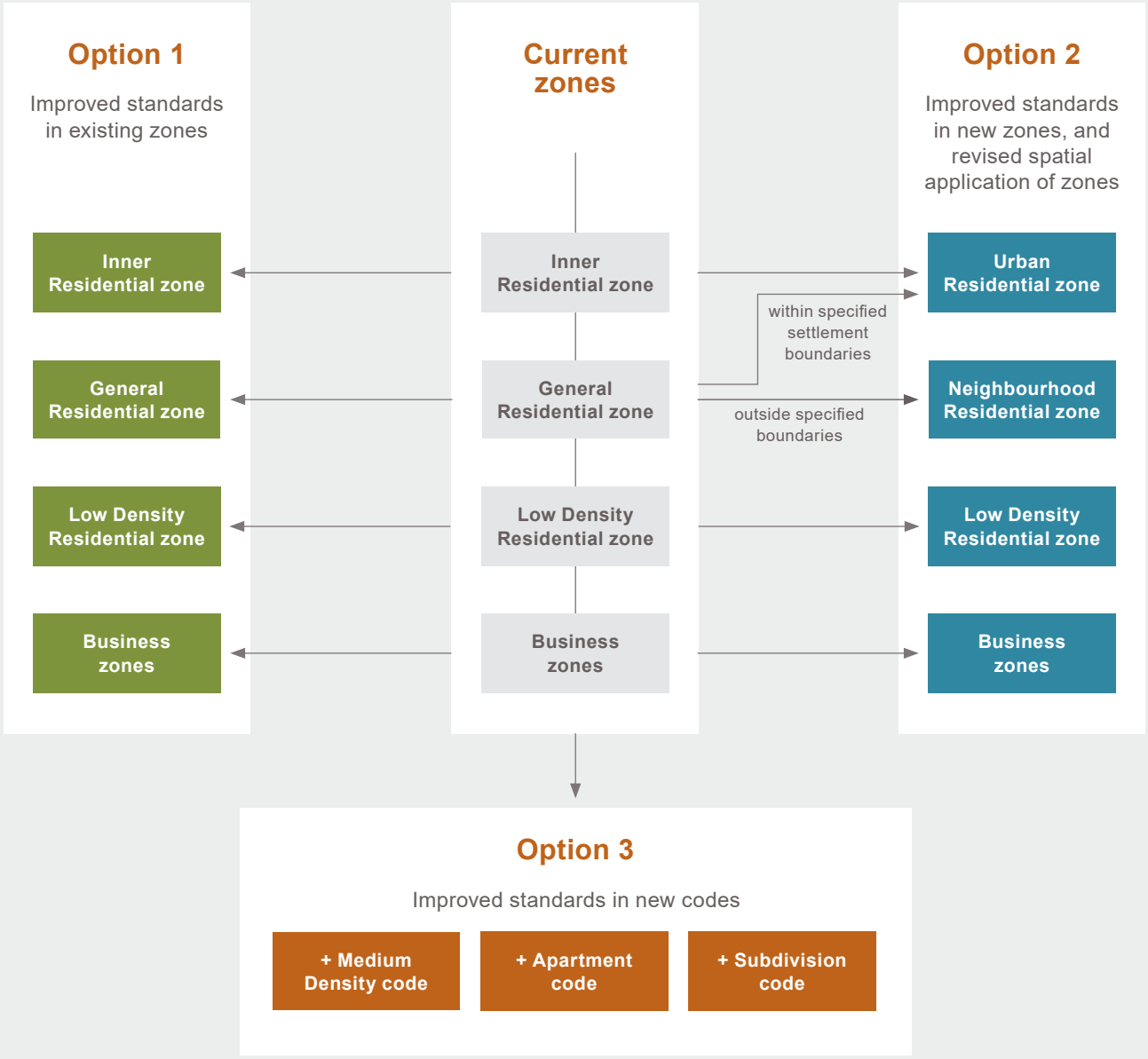
An Apartment Code is intended to improve the amenity and design quality of apartment development in business zones. The code would apply to all dwellings in a business zone. Typically, dwellings in business zones form part of a mixed-use building with a non-residential use at the ground floor. Such dwelling developments will often be of greater scale than housing in residential zones.

Because the primary purpose of the business zones is for non-residential use, applying the Apartment Code will retain the TPS drafting conventions where zoning is the primary tool for guiding spatial strategy.

Combining the dwelling standards of the Medium Density Code with the Apartment Code is possible, but it would add to assessment complexity, muddy the intent of each code, and again deviate from drafting conventions.

For more detail on this option, see page 73 of the Final Recommendations Report.

Implementation framework options



Comparing the options

The table below provides a comparative summary of each option.

	Option 1	Option 2	Option 3
POLICY INTENT	Retains policy intent of existing zones.	Policy intent aligns with new zones to encourage efficient use of urban land without compromising characteristics of other settlements.	Retains policy intent of existing zones.
SPATIAL APPLICATION	Consistent with existing planning framework, limiting the efficient use of urban land.	Consolidates IRZ and GRZ land within designated settlements to encourage high-quality medium density development in key locations.	Improves housing choice across all zones through the application of new codes.
SCHEME AMENDMENT PROCESS	Does not require rezoning.	Requires rezoning to consolidate IRZ and GRZ within designated settlements.	Does not require rezoning. Requires a code insertion process including new overlays and/or text-based application.
DIFFERENTIATION BETWEEN ZONES	Differentiation between IRZ and GRZ less pronounced than option 2 but more pronounced than option 3 (i.e. equivalent to status quo).	Differentiation between large urban areas and other residential settlements more pronounced than other options (i.e. improvement to status quo).	Differentiation between IRZ and GRZ less pronounced than other options (i.e. worse than status quo).
COMPLEXITY	A simpler implementation approach compared to other options.	A more complicated implementation approach to option 1, but less complex than option 3.	A more complicated implementation approach to other options. Useability once implemented is also more complex.
IMPACT ON HOUSING CHOICE	Moderate improvement on housing choice. Implementation process does not ensure that councils will apply more IRZ land. Limited spatial application of IRZ would limit capacity for housing choice.	High improvement on housing choice. Implementation process facilitates better alignment in urban areas with policy and strategic framework consistent with National Housing Accord and draft national urban policy. Greater spatial application of provisions that support medium density housing would maximise the capacity for housing choice.	High improvement on housing choice. Implementation process ensures that housing choice is applied in appropriate locations by text-based application, providing for an applicant led process with no reliance on rezoning. Greater ability for housing choice irrespective of zoning.

Potential implementation approach

ZONES	Introduce improvements through a new zoning suite based on the spatial redistribution of the IRZ and GRZ, detailed in option 2.
CODES	Introduce a new apartment code to apply to dwellings in business zones, detailed in option 3.

Appendix B Reference tables

Table 14 - Baseline criteria for testing recommendations

Assessment criterion	Baseline criteria	Measure
 **Resolves an issue or need**	Degree to which it resolves an identified issue, need or opportunity.	qualitative
	Applies across all of Tasmania and accounts for local context.	qualitative and stakeholder support
	Stakeholder appetite for change and broader stakeholder support	majority of stakeholders supporting change
	Degree of alignment with a residential standard applied universally across Australia	majority of jurisdictions applying similar standard
 **Furthers planning strategy**	Delivers a coherent outcome that is integrated with Tasmania's planning system	change needed to planning system or regulation
	Compatibility with planning strategy, including Tasmanian Planning Policies and Regional Land Use Strategies	strategy met
	Compatibility with core planning principles for residential development	principles met
 **Both viable and deliverable**	Ease of implementation, considering cost, complexity, and industry context	weighting via importance/difficulty matrix
	Allows for greater certainty and consistency for decision making purposes	Qualitative
	Improves simplicity or clarity, and meets drafting conventions	rules met
	Can be easily monitored to gauge success over time.	Qualitative

Table 15 Planning scheme definitions

	Planning scheme definitions across Australian jurisdictions
	Apartment and apartment building
SA	defines a residential flat building as 'a single building in which there are two or more dwellings',
NSW	defines a residential flat building as a 'building containing three or more dwellings, but does not include an attached dwelling, co-living housing or multi dwelling housing'.
WA	defines an apartment as a multiple dwelling, which is a 'dwelling in a group of more than one dwelling on a lot where any part of the plot ratio area of a dwelling is vertically above any part of the plot ratio area of any other, but excluding grouped dwellings and including dwellings above ground floor in a mixed use development'.
VIC	defines an apartment as 'a dwelling located above the ceiling level or below the floor level of another dwelling and is part of a building containing two or more dwellings'.
QLD	QLD does not have a statewide definition. Brisbane City Council includes apartments as an example of multiple dwellings, but provides no specific definition.
ACT	defines an apartment as 'a dwelling located within a building containing two or more dwellings where another dwelling is either located above or below the dwelling'.
TAS	The Glenorchy LPS defines apartment building as 'a Class 2 or Class 3 residential building as defined in the National Construction Code, that contains apartments'. It defines apartments as 'a dwelling, where laundry facilities may be provided as shared facilities on the site'.
TAS	The draft Apartment Development Code provides a definition for both apartment and apartment building. Apartment is defined as 'a dwelling, or a serviced apartment, located above the ceiling level or below the floor level of another dwelling, serviced apartment, or another use, and is part of a building containing two or more dwellings or serviced apartments. It does not include a serviced apartment that forms part of a hotel or motel'. Apartment building is defined as 'a building that contains apartments and may also contain non-residential uses'.
	Common open space
SA	SA defines as 'open space shared by more than one dwelling, but is not publicly accessible. It excludes private open space, public rights of way, private streets, parking areas and driveways, service and storage areas, and land with a minimum dimension less than 2m'.
WA	WA defines as 'outdoor areas within the lot and either at ground level or on structure that is accessible to and shared by occupants of the dwellings for communal recreational use. It does not include driveways or car parking areas'.
QLD	QLD does not have a statewide definition. Brisbane City Council defines as 'recreation space for the use of all building occupants'.
VIC	VIC defines as 'common outdoor open space within an easily accessible location on the subject site for recreation and relaxation of residents of a housing development'.
TAS	The draft Apartment Development Code provides a definition for common open space as 'common outdoor open space for relaxation and recreation of residents of an apartment building',
TAS	The Glenorchy LPs defines shared open space as 'an outdoor area, which may include a rooftop, podium or courtyard, for the shared use of the occupants of an apartment building'.
	Deep soil area
WA	defines as 'soft landscape area on lot with no impeding building structure or feature above or below, which supports growth of small to large canopy trees and meets a stated minimum dimension. Used primarily for landscaping and open to the sky, deep soil areas exclude basement car parks, services, swimming pools, tennis courts and impervious surfaces including car parks, driveways and roof areas'.
NSW	defines a deep soil zone as 'a landscaped area with no buildings or structures above or below the ground'.
ACT	defines a deep soil zone as 'an area of soil within a development that is unimpeded by buildings or structures below ground, and which has adequate dimensions to allow for the growth of healthy trees.

	Planning scheme definitions across Australian jurisdictions
	Deep soil zones exclude basements, services, swimming pools, tennis courts, and impervious surfaces including car parks, driveways, podium and roof areas'.
TAS	The draft Apartment Development Code defines as 'an area of land that is not impeded by a building above or below and can support the growth of a tree in accordance with the requirements in Table C17.4'.
	Dwelling
VIC	defines as 'a building used as a self-contained residence which must include a kitchen sink, food preparation facilities, a bath or shower, and a toilet and wash basin, and includes outbuildings and work nominal to a dwelling'. Note that is does not reference laundry facilities.
SA	defines as 'a building or part of a building used as a self-contained residence'.
QLD	defines as 'all or part of a building that is used or capable of being used as a self-contained residence and contains food preparation facilities, a bath or shower, a toilet, a wash basin, and facilities for washing clothes'.
WA	defines as 'a building or portion of a building being used, adapted, or designed or intended to be used for the purpose of human habitation on a permanent basis by a single person, a single family, or no more than six persons who do not comprise a single family'.
NT	defines as 'a building, or part of a building, design, constructed or adapted as a self-contained residence'.
TAS	defines as 'a building, or part of a building, used as a self-contained residence and which includes food preparation facilities, a bath or shower, laundry facilities, a toilet and sink, and any outbuilding ad works normally forming part of a dwelling.
	Grouped dwelling and multiple dwelling
SA	defines a group dwelling, which is a form of multiple dwellings, as '1 of a group of 2 or more detached buildings, each of which is used as a dwelling and 1 or more of which has a site without a frontage to a public road or to a road proposed in a plan of land division that is the subject of a current development authorisation'.
WA	defines a multiple dwelling as a grouped dwelling, which is as 'a dwelling that is one of a group of two or more dwellings on the same lot such that no dwelling is placed wholly or partly vertically above or below another, except where special conditions of landscape or topography dictate otherwise, and includes a dwelling in a strata titles scheme with common property.'
ACT	defines multi-unit housing as 'the use of land for more than one dwelling'.
QLD	defines a multiple dwelling as 'a residential use of premises involving 3 or more dwellings, whether attached or detached'.
TAS	defines multiple dwellings as '2 or more dwellings on a site'.
	Plot ratio
WA	WA defines as 'the ratio of the gross plot ratio area of buildings on a development site to the area of land in the site boundaries'.
VIC	VIC defines as 'the gross floor area of all buildings on a site, divided by the area of the site'.
QLD	QLD does not have a statewide definition. Moreton Bay Regional Council defines as 'the ratio of gross floor area to the area of the site.'
NSW	NSW does not have a universal statewide definition. The Newcastle LEP defines floor space ratio as 'the ratio of the gross floor area of all buildings within the site to the site area.'
ACT	ACT defines as 'the gross floor area in a building divided by the area of a site'.
NT	NT defines as 'the floor area divided by the area of the site',
	Townhouse
SA	defines a row dwelling as 'a dwelling occupying its own site and has a frontage to a public road, or to a road proposed in a plan of land division that is the subject of a current development authorisation, and

	Planning scheme definitions across Australian jurisdictions
	comprising 1 of 3 or more dwellings erected side by side, joined together and forming, by themselves, a single building.
QLD	QLD does not have a statewide definition. Brisbane City Council includes townhouse as example of multiple dwellings, but with no specific definition. Moreton Bay Regional Council describes terrace and row housing though its Planning Scheme Policy – Residential Design as 'dwellings attached to other dwellings horizontally by one (for dwellings at the end of a row of terraces) or two common built to boundary walls. A terrace or row house may be a single, two or three storey dwelling with a ground level, own entry from the street or park and private open space. It is generally characterised by a consistent alignment along the street or park with adjoining dwellings. Terrace or row houses may share a driveway between two dwellings but do not generally share other facilities'.
NSW	defines terraces as 'multi dwelling housing where all dwellings are attached and face, and are generally aligned along, 1 or more public roads'.
	Workers accommodation
QLD	defines workforce accommodation as 'the use of premises for accommodation that is provided for persons who perform work as part of a resource extraction project or a project identified in a planning scheme as a major industry or infrastructure project or a rural use, excluding rural workers accommodation' and defines rural workers accommodation as 'the use of premises for accommodation, whether or not self-contained, for employees of a rural use, if the premises and the premises where the rural use is carried out, are owned by the same person.
VIC	defines rural worker accommodation as 'land used to accommodate a person engaged in agricultural production, away from their normal place of residence'.
SA	defines workers accommodation as 'premises used to accommodate workers on a temporary basis while they carry out employment on the same site as the workers accommodation, or in mining or petroleum extraction, or in seasonally intensive rural activities including fruit picking, pruning, animal shearing, meat processing, bulk handling and freight handling, or in the construction of essential infrastructure'.
NSW	defines rural worker's dwelling as 'a building or place that is additional to a dwelling house on the same lot and that is used predominantly as a place of residence by persons employed, whether on a long-term or short-term basis, for the purpose of agriculture or a rural industry on the land'.

Table 16 – Planning Institute of Australia's planning principles for housing

Principle	Strategy		Intended outcome
Enabling housing for those in need.	1	Facilitate social and community housing and short-term emergency housing	Planning systems support the provision of social and community housing at scale and speed, and allow temporary approval of short term emergency housing.
	2	Utilise inclusionary zoning and value sharing	Planning frameworks mandate a contribution of non-market housing in new development and/or where uplift is created through infrastructure investment.
	3	Develop new models for inclusive renewal for existing urban areas to ensure place-based outcomes	Place-based governance models ensure social and community infrastructure is funded and delivered, with a strong focus on community inclusion and affordability outcomes. This involves a commitment to achieving, measuring, and investing in the better performance of renewal areas.
Encouraging more housing diversity and good design	4	Facilitate housing diversity in high amenity locations near jobs, transport, and infrastructure	Planning strategies support the right housing in the right places. A variety of housing types and densities are provided in existing urban areas where there is good amenity, employment access, open space, and sustainable transport options.
	5	Fast-track housing diversity and reduce unnecessary costs for medium and higher density housing	Planning strategies, codes and assessment pathways provide greater certainty for investment in innovative and diverse housing types, including streamlined pathways.
	6	Foster good design and sustainability	These reforms should not be generic – but respond to the local spatial context and reflect well-conceived strategic planning.
Improving decision making systems and strategies	7	Transform community engagement	Communities are engaged, future-focussed and better understand the opportunities of well-planned urban change. Communities are responsive to genuine commitments to improved place outcomes.
	8	Invest in long-term strategic planning and implementation	Strategic planning frameworks that are robust and effectively implemented, providing certainty for the cost-effective delivery of housing, transport, and infrastructure.
	9	Depoliticise planning decisions	Planning decisions are transparent, evidence-based, and consistent with strategic plans.
	10	Improve data quality and availability	Planning and housing policies are informed by robust data and evidence.

Table 17 - Comparison of residential standards in Australia

	TAS	WA	NSW	VIC	SA	QLD	NT	ACT
Implementation framework								
Planning policy integrated into scheme								
Statewide provisions								
Urban design guidelines for housing								
Local variation potential	low	med	high	med	med	high	low	low
Number of urban residential zones	3	3	3+	4	10+	6	4	5
Overarching standards								
Zone purpose								
Use classification								
Neighbourhood character	^		^					
Use standards								
Hours of operation for residential use			^	^				
Lighting for non-residential use			^					
Commercial vehicles in residential zones								
Amenity impacts from non-residential uses			^					
Visitor accommodation			^					
Mixed use	*		^		*		*	*
Development standards								
Density			^					
Setbacks			^					
Building height/envelope & overshadowing								
Site coverage and private open space								
Sunlight to private open space of multi dwellings			^					
Garages and carports			^					
Privacy / overlooking			^					
Fences			^					
Waste storage for multiple dwellings			^					
Outdoor storage for non-dwellings			^					
Storage for multiple dwellings	*		^					
Ancillary/secondary dwellings			^					
Outbuildings and external fixtures			^					
Parking, access, manoeuvrability, sight lines	**		^					
Landscaping and deep soil areas								
Common open space for multiple dwellings			^					

	TAS	WA	NSW	VIC	SA	QLD	NT	ACT
Floor areas and dwelling mix			^					
Circulation areas and common indoor space			^					
On site waste/greywater treatment			^					
Front elevations and passive surveillance	*		^				*	
External appearance and roof design	*		^					
Plot ratio				^		*		
Building / room depth for medium density			^					
Building separation for medium density			^					
Environmental performance			^					
Earthworks and sloping land			^					
Design and siting dwellings for aged care								
Design and siting of boarding houses/cohousing								
Provision of adaptable/universal access dwellings								
Redevelopment of existing multi dwellings								
Subdivision standards								
Lot size								
Lot size diversity			^					
Frontage width								
Vehicle access			^					
Solar orientation			^					
Roads and street blocks	~						~	
Services								
Water sensitive design			^					
Public open space			^					
Fencing adjoining open space			^					
Safety and security			^					
Benching and earthworks			^					
Miscellaneous								
Social and affordable housing		^		^				
Heritage and character								
Structure plans and neighbourhood design	^							
Development/infrastructure contributions	^^				^^			

Notes

Unless otherwise indicated, Tasmania's standards relate to the SPPs and do not include location variations applied through LPSs.

Not all standards are mandated at state government level in other jurisdictions. Many are divided between state and local. For example, the NSW development assessment system is significantly variable across municipalities and comparisons to Tasmania's statewide SPPs should be made with caution.

Standards are grouped into similar elements and do not represent the true breadth of residential development clauses across Australia.

*mixed use/business zones only, and not directly related to housing.

** addressed in traffic related codes.

^via local provisions but not mandated statewide.

^^certain service providers and/or in specific circumstances, but not regulated through the residential development standards.

~ TAS and NT standards for roads and street block are limited compared to other jurisdictions.

Appendix C Recommendations

Recommendations

	Recommendation	Report reference	Priority
	Definitions and terms		
1	New and amended definitions to be inserted into Table 3.1 of the SPPs. The improved definitions detailed in Section 3 of this report are critical to the optimal functioning of the residential standards as they relate to other recommended improvements. The final definitions will be dependent on final drafting of the improved standards.	Section 3	High
2	A nesting table for the residential use class to be inserted as an explanatory figure providing guidance for the new and existing residential sub-classes, as shown indicatively in Figure 9 of this report.	Section 3, Figure 9	Medium
	Development standards in residential zones		
3	Substitute the suite of residential development standards in the IRZ, GRZ and LDRZ by implementing the improvements detailed in Section 4.2.3 of this report, summarised as: (a) Replace the density standards at clause 8.4.1, 9.4.1 and 10.4.1 with a new plot ratio standard. (b) Replace the setback and building envelope standards at clause 8.4.2, 9.4.2 and 10.4.3, separating provisions into a new height standard, a new setback standard, and new plot ratio standard. (c) Replace the site coverage and private open space standards at clause 8.4.3, 9.4.3, and 10.4.4 with a new landscaping standard. (d) Consolidate the sunlight to private open space standards at clause 8.4.4, and 9.4.4 and solar access provisions from the setback and building envelope standards at clauses 8.4.2, 9.4.2, and 10.4.3, and add new provisions into a new solar access standard. (e) Consolidate the width of openings for garages standards at clause 8.4.5 and 9.4.5, and frontage fences standard at clause 8.4.7, 9.4.7, and 10.4.5 into a new frontage elevation clause. (f) Add dwelling storage provisions into the waste storage standards at clause 8.4.8, and 9.4.8, creating a new storage standard.	Section 4.2.3	High
4	Substitute the suite of residential subdivision standards in the IRZ, GRZ and LDRZ by implementing the improvements detailed in Section 4.2.4 of this report, summarised as: (a) Add lot size diversity provisions into the lot design standards at clause 8.6.1, and 9.6.1. (b) Replace the roads standards at clause 8.6.2, 9.6.2, and 10.6.2 with a new movement network standard. (c) Include a new standard for urban greening, including provisions for public open space and landscaping of the public realm. (d) Add stormwater management provisions into the services standard at clause 8.6.3, 9.6.3 and 10.6.3.	Section 4.2.4	High
	Development standards in business zones		
5	Substitute the suite of residential development standards in the UMZ, LBZ, GBZ and CBZ by implementing the improvements detailed in Section 5.2.1 of this report, summarised as: (a) Replace the building height provisions in the UMZ and LBZ at clause 13.4.1 and 14.4.1 with a new building height standard. The existing building height provisions in the GBZ and CBZ are to remain unchanged. (b) Replace the private open space provisions in the dwellings standards at clause 13.4.6, 14.4.6, 15.4.6, 16.4.6 with a new landscaping standard. (c) Include a new standard for solar access, including parameters for solar access to habitable rooms, solar access to private open space, solar access to common open space, and impacts to adjoining dwellings solar access needs.	Section 5.2.1	Medium

	Recommendation	Report reference	Priority
	(d) Include a new standard for privacy, including parameters for visual privacy, acoustic privacy, and dwelling separation. (e) Replace the dwelling storage provisions in the dwellings standards at clause 13.4.6, 14.4.6, 15.4.6, 16.4.6 with a new storage standard, including parameters for dwelling storage and waste storage. (f) Include a new standard for dwelling mix, including parameters for dwelling mix and liveable housing.		
	Implementation of improved development standards		
6	Improvements to standards in residential zones to be implemented via Option 2 detailed in Section 6.2.2 of this report, summarised as introducing a new suite of urban residential zones with a revised policy intent and spatial application of the IRZ and GRZ. Note: the same suite of improvements to development standards is intended to apply irrespective of the implementation pathway chosen.	Section 6.2.2	Medium
7	Improvements to standards in business zones to be implemented via the including of a new apartment code detailed in Option 3 in Section 6.2.3 of this report. Note: the same suite of improvements to development standards is intended to apply irrespective of the implementation pathway chosen.	Section 6.2.3	Medium
	Other improvements		
8	Insert a new general provision at clause 7.0 of the SPPs permitting subdivision occurring along a zone boundary; detailed in Section 7.2.1.1 of this report.	Section 7.2.1.1	Low
9	Prepare and/or include the following design guides as incorporated documents in the SPPs detailed in Section 7.2.1.2 of this report, summarised as: (a) Medium density design guidelines (finalisation of draft guidelines required) (b) Subdivision design guidelines (new guidelines required) (c) Liveable housing design guidelines (existing guidelines by Liveable Housing Australia)	Section 7.2.1.2	High
10	Amend Table C2.1 of the Parking and Sustainable Transport Code to reduce the minimum onsite parking rates for the right housing in the right place, such as social housing and development close to activity centres; detailed in Section 7.2.1.3 of this report.	Section 7.2.1.3	Medium
11	Insert new application requirements for subdivision at clause 6.0 of the SPPs, including landscaping and street design plans; detailed in Section 7.2.1.4 of this report.	Section 7.2.1.4	Low
12	Adopt tools to assist with the implementation, interpretation, and useability of the new standards, including those detailed in Section 7.2.1.5 of this report, summarised as: (a) Fact sheets (utilise fact sheets supplementing this report) (b) Technical guides with explanatory figures (new technical guides required; part of Improved Guidance Project) (c) Model conditions (new model conditions required; part of Development Manual Project)	Section 7.2.1.5	Medium
13	Expand the scope of universal statewide requirements for data collection of residential development applications to enable consistent analysis and monitoring of outcomes over time; detailed in Section 7.2.1.6 of this report.	Section 7.2.1.6	Medium
	Additional considerations		
14	Undertake additional work to investigate opportunities and feasibility for inclusionary zoning; detailed in Section 7.2.2.1 of this report.	Section 7.2.2.1	Medium
15	Undertake additional work to investigate opportunities and feasibility for development contributions; detailed in Section 7.2.2.2 of this report.	Section 7.2.2.2	Medium

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