

Delegated Assessment Panel
Tasmanian Planning Commission
GPO Box 1691
Hobart, TAS 7001

Email to : tpc@planning.tas.gov.au

Draft Amendment AM-SPP-01-2026 to the State Planning Provisions –

Secondary Residences

The Planning Institute of Australia (PIA), Tasmania welcomes planning reforms that deliver pragmatic planning solutions, particularly those that improve housing choice and options for Tasmanians during crises of affordability and availability. We provide this submission to statutory exhibition of Draft Amendment AM-SPP-01-2026 to the State Planning Provisions – Secondary Residences (AM 01-2026).

PIA's *Housing Position Paper 2022*¹ strongly advocates for improved access to housing, emphasising the need to achieve good design, diverse housing forms and tenures.

The proposals within AM01-2026 are extensive. Their implementation without a more comprehensive review of development standards for the delivery of housing, and other initiatives to improve the feasibility of medium density projects, are likely to result in a wider loss of amenity for all residents to achieve short term gains in dwelling numbers.

We are concerned that increased infill development will result in the sterilisation of land for more considered residential development that better suits the needs of the community. For example, urban consolidation projects that deliver higher density development in selected areas with better residential amenity may not be possible where the capital investment in single dwellings with secondary residences prevents their redevelopment for better housing outcomes.

Demonstrated success to provide more housing and alleviate the housing shortage requires reliable data, the lack of which has been a long-term problem. The collection of suitable housing data requires urgent review and action but remains unaddressed. The proposed reforms are likely to frustrate existing and future data collection as more housing is included under the definition of a 'single dwelling'.

PIA also recommends that the terminology "secondary residence" be used consistently throughout consultation material and the planning framework in preference to the colloquial term "granny flat". The statutory terminology more accurately reflects the diversity of households who occupy this form of housing and aligns with contemporary planning practice.

¹ [Housing-Position-Statement-2022.pdf](#)

The following key issues are suggested for the delegates' consideration when assessing AM 01-2026:

1. References to secondary residences in the use table and codes, as proposed, are redundant and should be refused, with further redundant references to secondary residence removed in zone and code standards.
2. Better development standards in the residential zones to require clearer consideration of access to sunlight, overshadowing and deep planting zone requirements for secondary residences (and all) dwellings.
3. A more nuanced approach to on-site car parking requirements is required that is more realistically based on access to transport options and/or the total number of bedrooms (or rooms capable of being used as bedrooms) on the site.
4. Given the nature and scale of the proposed changes, clause 4.6.18 is revised to specifically remove the potential strata division for secondary residences.

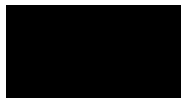
The attachments to this submission provide further feedback on suggested changes to AM 01-2026.

To deliver on the strategic intent of more infill housing in the appropriate locations, a more nuanced approach to the relationship between existing dwellings and proposed secondary residences, and required amenity features for each, is recommended.

We also note the Terms of Reference identify a review of the State Planning Provisions was completed in 2023. No final report or statement of outcomes and commitments was released or published for that project, which raises concerns about the impact of that process and the cited reference to general and undefined outcomes that do not appear to have resulted in any action.

PIA (Tas) has long advocated for proper industry education on such reforms. The nature and extent of changes under AM 01-2026 will require education and information sessions for the community and all sectors of the development sector. While not part of the Commissions purview, PIA requests the Commission identifies this long-abandoned function of State in their assessment report.

Yours sincerely,



Mick Purves MPIA (Fellow)

President PIA Tasmania

ATTACHMENT 1

Operationally, we have concerns about the proposed changes to the use table qualifications, the ability for an existing dwelling to become the secondary residence, and the reduced on-site car parking requirements.

Use Table qualifications:

Single dwelling is a defined term in the SPPs namely:

means a dwelling on a lot on which no other dwelling, other than a secondary residence, is situated.

The draft SPP amendment does not propose to modify this definition.

Rather, the explanatory document claims that *there is an opportunity to simplify interpretation of the planning scheme by making it clearer that secondary residences are allowed wherever a single dwelling is allowed...*

However, we think that the proposal to modify use table qualifications, or code standards, to refer to both single dwelling and secondary residence in the one sentence, is clearly redundant.

Rather than providing greater clarity, it is more likely to create confusion and opportunity for legal challenges on meaning and interpretation. For example, does this mean a main dwelling with a secondary residence (i.e. single dwelling) and then a further secondary residence?

A similar issue arose during consultation on implementation of the Southern Regional Model Scheme (2013) , when secondary residences were known as ancillary dwellings, an extract is included below.

Clause/Issue	Comment/suggestions	Regional Project Response
<i>In Use Table, as a qualification to 'Residential,' mention is often given to 'Only if single dwelling or ancillary dwelling'</i>	<i>Ancillary dwelling does not need to be separately mentioned in any of the use tables as the template definition of single dwelling includes ancillary dwelling.</i>	<i>Agree Remove the mention of 'ancillary dwelling' from the Use Table qualifications.</i>

We do not support the proposed Use Table qualifications as we do not think the proposed changes will create greater clarity.

Ability for an existing dwelling to become the secondary residence

Clearly if the proposed second dwelling is larger than the existing dwelling it is not subservient and hence would not comply with the secondary residence definition. In that context the rationale for this proposed change is understood. However, there would be limited numbers of the existing housing stock where the existing dwelling is less than 60m² in floor area, and hence the subservient status of the secondary residence was readily achieved with the current size limitations. Anything larger, would currently be considered a multiple dwelling development. However, with the proposed increase in floor area to 90m², this relationship between existing and new housing stock is fundamentally altered. It is difficult to escape the conclusion that the proposed option of swapping the 'status' of the dwellings, is effectively seeking to enable 'multiple dwelling' developments by stealth.

It is considered problematic as it is likely that the larger new dwelling will have adverse impacts on private open space area, and access to sunlight for the existing smaller dwelling. There are no provisions within the SPPs for key amenity aspects for secondary residences, such access to sunlight by preventing overshadowing from another dwelling on the same site (unless a multiple dwelling). Hence it is not clear how the proposed change will achieve TPP strategy 1.5.3 (4) b) and c), contrary to the claims in the explanatory document.

Reduced on-site car parking requirements

The proposed increase in floor area, as outlined above, could result in a situation where an existing three-bedroom dwelling (90m² or less), which requires 2 on-site car parking spaces, turns into a secondary residence and requires no on-site car parking spaces. It is noted that the new dwelling (larger than 90m²) could provide any number of bedrooms, hence it is not clear that the existing on-site car parking spaces would be either retained or adequate in all such instances.

A more effective consideration would be to base the number of on-site car parking spaces on the ultimate number of bedrooms (or rooms capable of being used as a bedroom) being provided by the single dwelling (as defined).

Additional operational/drafting concerns are as follows:

Mark up of proposed definition for secondary residence

Term	Definition	Comment
secondary residence	Means an additional self-contained residence that is located on the same lot as a single dwelling that:	Given the definition for single dwelling includes secondary residence, suggest to either use the term here 'existing dwelling'. Or alternatively rewrite the sentence, 'means an additional self-contained residence that is part of a single dwelling'. Lot in the Scheme means freehold lot by definition, and does not recognise strata division, which is exempt.
	a) has a gross floor area not more than 90m ²	Absolute threshold supported, noting much larger secondary residences will be possible.
	b) is appurtenant and subordinate to the single dwelling	The explanations provided for the concepts of appurtenant and sub-ordinate, are readily understood within residential urban serviced area. The terminology is less helpful in unserviced areas, on larger lots and non-residential zoned land.
	c) shares the vehicular access, driveway and parking with single dwelling ; and	Supported.
	d) if the single dwelling is connected to reticulated sewerage system of a water, gas or electricity meter, shares those service connections and meters with the single dwelling; and	Supported. Note potential for and lack of consideration of Strata under SPP.
	e) may share laundry facilities with the single dwelling.	Supported.

Commented [IB1]: Given the definition for single dwelling includes secondary residence, suggest to either use the term here 'existing dwelling'.
Or alternatively rewrite the sentence, 'means an additional self-contained residence that is part of a single dwelling'.

Commented [IB2]: The explanations provided for the concepts of appurtenant and sub-ordinate, are readily understood within residential urban serviced area. The terminology is less helpful in unserviced areas, larger lot and non-residential zoned land.

Residence – not a defined term; but included as type of residential use

Dwelling – is a defined term

- means 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 and works normally forming part of a dwelling

Would the relationship be clearer if we did not conflate use with built form. A Secondary could therefore be considered a secondary dwelling. This should be further considered with respect to when development should reasonably be considered as a multiple dwelling, particularly for the purposes for a potential strata title or visitor accommodation.

Strategic concerns

Strategically, we are concerned that the proposed changes maintain the status quo of historic dwelling forms, creating default single storey, multiple-dwelling type developments with extensive impervious surfaces. The increase in size, and the proposal to allow the secondary residence to be larger than an existing dwelling that is less than 90m² is likely to compromise the potential for medium density developments in the historic inner and mid-ring urban suburbs, where larger lots were the norm.

It provides no incentive for builders/developers to move into consolidating lots or providing medium density built forms, as per the state government *Medium Density Design Guidelines 2025*. The current lack of provisions in the SPPs for built form typologies, deep soil planting areas, limiting impervious services, and stormwater requirements, means that enabling such traditional type of built form will increasingly make our urban areas less resilient to climate change, as they will be more vulnerable to extreme heat, and local flooding events.

The strategic work to identify where increased density is desirable within Local Government Areas, has not been fully completed for all of Tasmania. Therefore, the purported benefit of ...[providing] *additional dwellings on land in well-service and established settlement areas supporting liveability and making more efficient use of existing infrastructure and supporting a more sustainable increase in housing supply* – is unlikely to be achieved by this broad-brush approach.
[emphasis added]

Similarly, the lack of clarity around the distance separating the main and secondary residences, and the ability to be provided with individual sewerage and water infrastructure, by removing the requirement to share services, in the proposed definition of secondary residence are considered problematic in zones where larger lots are the norm, such as Rural Living Zone, Rural Zone, Agriculture

Zone and Landscape Conservation Zone.

In the non-residential zones, this is likely to increase the conversion of agricultural land for non-agricultural uses, noting that what is considered 'appurtenant' or being 'in proximity to each other' becomes subjective on larger lots. And while plans may show shared parking spaces, such properties have sufficient space where parking is not limited and in practice unlikely to be 'shared.'

We therefore think to provide greater clarity, that specific distances should be included for larger residential and non- residential lots, for example, within 50m of the main dwellings.