

Housing Land Supply (Penguin) Order 2026

Planning Report
January 2026

**Homes
Tasmania**

Building homes,
creating communities.

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Homes Tasmania acknowledges Tasmanian Aboriginal communities, their culture and their rights as the first peoples of this Land, the island of lutruwita/Tasmania.

Homes Tasmania is committed to a safe and inclusive community for people of LGBTIQ+ communities and their families.

1.0 Executive Summary

This Planning Report has been prepared for Homes Tasmania in support of the Housing Land Supply (Penguin) Order 2026 (the Order). Under the Housing Land Supply Act 2018 (HLSA), the Minister for Planning may make an Order to enable eligible government land to be rezoned for the purpose of increasing the supply of land available for the construction of new homes, including social and affordable housing.

The Order proposes to rezone land in Ironcliff Road, Penguin, identified by title reference 156425/1, from the Recreation Zone to the General Residential Zone. In addition, the Order includes a Specific Area Plan (SAP) that modifies standard planning controls applicable in the General Residential Zone to allow flexible development of the land concerned. The SAP varies certain development standards to enable the construction of both detached housing and multiple dwellings, without applying the higher density provisions that apply to the Inner Residential Zone.

Within the Tasmanian Planning Scheme, a SAP tailors planning controls to the particular characteristics or strategic objectives of an area. In a residential context, SAPs can enable a wider variety of housing types and design outcomes than a particular zone would ordinarily allow.

A key feature of the Ironcliff Road SAP is the introduction of flexible building envelope controls that define the three-dimensional space within which buildings must be sited. Building envelopes ensure that increased density does not compromise privacy and adequate separation between buildings, solar access, or streetscape character.

The SAP includes reduced minimum sizes for single dwelling lots from 450 square metres down to 220 square metres (allowing for variable lot sizes), increased site coverage (up to 65%), adjusted frontages (10m to 18m), and setbacks (front setback of 3m to existing streets/roads and 2m to any new road with varying side and rear setbacks from 3m to 1.5m).

There is a building height limit of 8.5m for detached dwellings (including attic spaces) and a 9.5m height limit to support multiple dwellings while respecting local context. These changes allow for a broader mix of housing types, including detached dwellings, townhouses, and multiple dwellings, which are better suited to the evolving population and the region's need for affordable housing.

The SAP responds directly to known housing supply challenges in Penguin, where demand for smaller, affordable dwellings is rising due to changing household structures and affordability constraints. By enabling more efficient land use and integrating sustainable design principles, the SAP supports the delivery of high-quality, affordable housing in a manner that is sensitive to community values and environmental sustainability.

The proposed Order will amend the Central Coast Local Provisions Schedule of the Tasmanian Planning Scheme as follows:

- the land will be shown on the Planning Scheme Zoning Map as being within the General Residential Zone;
- the General Overlay will be applied to the land and the Overlay Map amended as a consequence of the Ironcliff Road SAP taking effect; and
- CCO-S6.0 Ironcliff Road Specific Area Plan will be added to the list of Specific Area Plans.

2.0 Purpose of this Report

Homes Tasmania has requested that the Minister for Planning make an Order under the HLSA to rezone a former recreation (sports) ground in Ironcliffe Road, Penguin, to facilitate its development for housing.

Pitt & Sherry has been engaged by the lead consultant acting on behalf of Homes Tasmania (the proponent) to prepare a Planning Report to support a Housing Land Supply Order (HLSO).

This Planning Report supports the making of Housing Land Supply Order (Penguin) 2026 by demonstrating compliance with the requirements of the HLSA.

3.0 Site Description and Characteristics

The land the subject of the proposed Order is identified as 1 Ironcliffe Road, Penguin, and by title reference 156425/1. The site is owned by Homes Tasmania and is approximately 2.079 hectares in area.



Figure 1: The location of the Site (yellow area in this map contained within white dashed line) (source: Play Street)

3.1 Existing Zoning

The land is zoned Recreation under the Tasmanian Planning Scheme – Central Coast Local Provisions Schedule. Residential land use in the Recreation zone is limited to visitor accommodation in a camping or caravan park, or overnight camping area.

Zoning of the site and surrounding land is illustrated in Figure 2.



Figure 2: Existing planning zones – subject ‘site’ outlined in black (source: LISTmap)

3.2 Applicable Codes (Tasmanian Planning Scheme)

The site and surrounding area are the subject of a parking precinct plan adopted by Central Coast Council under the Parking and Sustainable Transport Code of the Tasmanian Planning Scheme (Figure 3 refers). A parking precinct plan typically outlines:

- the location and types of parking facilities required for different land uses;
- strategies for managing parking demand and supply, often in line with sustainable transport initiatives, such as promoting walking, cycling and public transport use;
- conditions for new developments to meet appropriate parking standards and minimise traffic congestion;
- the integration of parking solutions within the context of the wider urban design, ensuring compatibility with existing infrastructure and supporting future growth.



Figure 3: Parking precinct plan (source: LISTmap)

No other Codes apply to the Ironcliff Road site, and there is no evidence of contamination.

3.3 Access and Parking

Ironcliff Road is owned by Central Coast Council (Council) and is a sealed, public, local road (transport classification). Ironcliff Road runs along the western boundary of the site in a north-south direction. It will be 11m wide in this section once proposed footpath works are completed and configured with one lane in each direction and car parking on both sides of the street. An existing pedestrian footpath runs on the western side of the road. Ironcliff Road is subject to the Tasmanian urban road default speed limit of 50 km/h.

King Edward Street is a council-owned Local Road that runs along the south side of the site in an east-west direction. It will be 8.9m wide once proposed new works are completed and configured with one lane in each direction. A pedestrian footpath is installed on the northern side of the street adjacent to the site. Braddon Street will be the same. Both streets are subject to the Tasmanian urban road default speed limit of 50 km/h. King Edward St has a bus route that comes from the east and turns south (left) onto Ironcliff Rd.

4.0 Purpose of the Proposed Housing Land Supply Order (HLSO)

The Order rezones the site from the Recreation Zone to the General Residential Zone. The Order includes a SAP that modifies the General Residential Zone planning controls to enable more flexible housing development on the land concerned.

The SAP facilitates the construction of detached housing and multiple dwellings without applying higher density provisions that apply in the Inner Residential Zone. The proposed SAP will better guide and manage future development proposals in ways that achieve design excellence and maintain Penguin's established sense of place and character.

5.0 Compliance with Requirements of Section 5 of the Housing Land Supply Act 2018 (HLSA)

For the purposes of section 5(1) of the HLSA, the former sports field in Ironcliffe Road, Penguin, is eligible to be declared housing land supply land. It is government land owned by Homes Tasmania.

The land is not –

- reserved land under the Nature Conservation Act 2002 ; or
- managed under the National Parks and Reserves Management Act 2002 ; or
- managed under the Wellington Park Act 1993 ; and
- permanent timber production zone land, within the meaning of the Forest Management Act 2013 ; or
- future potential production forest land, within the meaning of the Forestry (Rebuilding the Forest Industry) Act 2014.

Under Section 5(2), the Minister may be satisfied that there is a need for land to be made available for the purposes of the *Homes Tasmania Act 2022*. As of 31 December 2025, 206 applicants on the Housing Register sought accommodation in the Central Coast LGA as their first preference.

The proposed HLSO supports the Government's *Affordable Housing Action Plan 2023-2027* that advocates the prevention of housing stress and homelessness through the supply of new, affordable housing utilising Government-owned land.

The Minister may also be satisfied that the land is suitable for residential use by virtue of its proximity to public and commercial services, public transport and places that may provide opportunities for employment.

The Ironcliffe Road land is situated within walking distance of public and commercial services in the centre of Penguin. Metro general access bus route 190 (Burnie via Wivenhoe & Penguin) passes the site along Ironcliffe Road, King Edward Street and

Kentish Street. Existing bus stops on No.19 Ironcliffe Road and No.24 Ironcliffe Rd are situated between 100-200m from the site.

To further support access to public transport, access to the bus stops on Ironcliffe Road can be increased by providing good pedestrian amenity such as additional cut-throughs where possible, footpaths and pedestrian crossings. Additionally, the plan outlines that improvements will be made to on-street parking along King Edwards Street. As the bus route travels along this street, design considerations for on-street parking and associated works must ensure that bus operations are not impeded. This includes maintaining adequate carriageway width and clear turning movements to support uninterrupted public transport access.

Aside from local employment opportunities within Penguin, North West Express bus service 708 provides access to major employment hubs in Devonport and Burnie.

For the purposes of Sections 5(3) and 5(4) of the HLSA, the consent of the Minister administering the *Crown Lands Act 1976* is not required, Homes Tasmania having provided landowner consent to the making of a HLSO.

6.0 Compliance with Requirements of Section 6 of the Housing Land Supply Act 2018 (HLSA)

This Planning Report demonstrates that under Section 6(1) of the HLSA, the Minister may be satisfied that assigning the General Residential Zone to the Ironcliffe Road land would be consistent with:

- the State Policies;
- the Cradle Coast Regional Land Use Strategy; and
- relevant criteria in the Tasmanian Planning Policies.

Under Section 6(1)(a)(i) of the HLSA, the Minister must be satisfied that assigning the General Residential Zone to the land concerned would be consistent with the State Policies.

State Coastal Policy 1996

The Ironcliffe Road property is situated within the Coastal Zone and therefore subject to this *Policy*.

The natural and cultural values of the coast will not be affected by development of the site for housing. Rezoning of the land as proposed will facilitate sustainable development, allowing for more efficient use of resources without impacting natural values.

The functions of the Minister under the HLSA and those of Central Coast Council as the local planning authority ensure that protection of the coastal zone remains a shared responsibility between state and local government.

The proposed Order supports sustainable development practices while promoting the protection of coastal values as follows:

- the proposed land use is appropriate for the area and urban infrastructure services can be accommodated on the site;
- any proposed development can be designed for resilience to coastal hazards, including flooding and erosion, as per the guidelines established in the Policy. Appropriate drainage system will manage potential risks; and
- the development will include provisions for public access to the coastal area via pedestrian paths and connecting to the existing road network.

The Indicative Subdivision Concept Plan illustrated in Appendix C includes public green spaces. There are minimal potential impacts on coastal ecosystems, having regard to the location of the site and its previous use.

State Policy on Water Quality Management 1997

The site has access to fully reticulated services, including stormwater. A site serviceability report has been prepared in support of the proposal to provide a general understanding of how the master plan can be delivered whilst also achieving water quality and quantity targets outlined in the *State Stormwater Strategy 2010*.

Central Coast Council will be responsible for ensuring the requirements of the *Urban Drainage Act 2013* and the *Building Act 2016* are applied during detailed design, construction and operation.

The proposed Order is consistent with the purpose and objectives of the *State Policy* and measures may be taken to ensure this consistency is maintained as development progresses on the site.

State Policy on the Protection of Agricultural Land 2009

This policy is not relevant to the proposed Order, the Ironcliffe Road land being situated within the urban Penguin township.

National Environmental Protection Measures (NEPMs)

NEPMs are developed under the *National Environment Protection Council (Tasmania) Act 1995* and outline objectives and protections for aspects of the environment. Under Section 12A of the *State Policies and Projects Act 1993*, NEPMs are adopted as State Policy.

NEPMs have been made to date address:

- Ambient air quality;
- Air Toxins;
- Assessment of Site Contamination;
- Diesel Vehicle Emissions;
- Movement of Controlled Waste Between States and Territories;
- National Pollutant Inventory; and

- Used Packaging Materials.

None of the NEPMs are considered relevant to the proposed HLSO.

Cradle Coast Regional Land Use Strategy 2010-2030

The CCRLUS guides land use, development and infrastructure decisions. It set out the strategy and policy basis to facilitate and manage change, growth and development.

The CCRLUS includes a suite of land use planning policies that are intended to guide decision-making by State and local government, including through the planning scheme amendment process. They outline how the strategic outcomes will be achieved.

Through the application of land use policies, the CCRLUS seeks to achieve strategic outcomes related to natural systems, economic activity, liveable and sustainable communities and infrastructure provision.

Under Section 6(1)(a)(ii) of the HLSA, the Minister must be satisfied that assigning the General Residential Zone to the land concerned would be consistent with the Cradle Coast Regional Land Use Strategy (CCRLUS) “as far as practicable.” This requirement ensures that local planning decisions align with broader regional objectives.

The following policies are particularly relevant to the Order:

2.4 Land use policies for water management

The site is serviced by reticulated stormwater, water and sewerage infrastructure. A Site Serviceability Report has been undertaken and demonstrates that the development envisaged in the concept plan is capable of being serviced by existing infrastructure. With respect to water and sewer infrastructure, TasWater has confirmed via the early engagement process that sufficient capacity exists to accommodate the proposed development, and further analysis will be undertaken at detailed design stage to confirm this advice remains accurate.

3.3 Land use policies for economic activity and jobs

The SAP and General Residential Zone will not undermine any business area, as limited non-residential uses are permissible on the site. The proposal will protect and support the economic activity of local businesses (within walking distance) as new residential use will contribute to and be reliant on these uses (i.e. retail services, health, schools, etc).

4.1 Land use policies for a changing climate

The proposed HLSO enables a more compact and contained settlement pattern through infill development in the centre of Penguin, reducing pressure for urban sprawl and dependence on private motor vehicle use.

Development of the site will improve permeability in the broader street network and improve personal mobility by providing an opportunity to walk or cycle through the property.

4.3 Land use policies for managing growth and development

The underlying demand for the proposal is largely based on internal population dynamics, where an aging population and decreasing household size are not well matched with the existing housing stock. In general, demand for residential land is significantly outstripping supply in the Cradle Coast region.

At the time of writing the CCRLUS, there was approximately 10–15 years of residential land supply in Penguin and 8–12 years in Ulverstone. The site is in an ideal location for infill housing development as it is situated in an established settlement area with excellent accessibility and service capacity, allowing for efficient use of existing infrastructure.

The proposal will introduce the capacity to provide 45 lots (conceptually). The proposal contributes to the supply and demand needs of Penguin (and the Central Coast area) without exceeding the 20-year rolling supply time horizon.

4.7 Land use policies for housing land

The SAP will enable a diverse range of housing suitable for a broad spectrum of household types by relaxing the minimum site area per dwelling standards and introducing housing standards that encourage innovation and flexibility.

Homes Tasmania's modelling for the Penguin site estimates a yield of around/approximately 45 lots, with a mix of detached dwellings and multiple dwellings (variable number of bedrooms). The concept plan demonstrates the following lot yield:

- 43 single dwellings and 2 multi-residential dwelling lots.

This balance aligns with projected local housing demands while maintaining the area's character and ensuring efficient use of available land and infrastructure.

4.8 Land use policies for active communities

The intent of the proposed Order is to integrate leisure and well-being opportunities seamlessly into the existing urban fabric. The Indicative Subdivision Concept Plan makes provision for public open space, new internal roads (with footpaths on both sides) and possible cycle/pedestrian dual-use paths that are publicly accessible and connected to the broader street network. The design of the new street network and open space area will encourage an active lifestyle by connecting dwellings to the existing paths and services/amenities.

5.3 Land use policies for integrated land use infrastructure planning

The proposed Order will enable a more compact and contained settlement pattern. It will facilitate infill residential development in the centre of Penguin and reduce pressure for urban sprawl. The site is in an ideal location for infill housing

development as it is in an established settlement area with excellent accessibility and service capacity that will allow for more efficient use of existing infrastructure.

Section 6(1)(a)(iii) of the HLSA, the Minister must be satisfied that assigning the General Residential Zone to the land satisfies the relevant criteria in relation to the Tasmanian Planning Policies (TPPs), within the meaning of the Land Use Planning and Approvals Act 1993.

The Tasmanian Planning Policies (TPPs) have been made but do not come into effect until 1 July 2026. Nevertheless, the proposed Order has been prepared to be consistent with the TPPs. The SAP included in the Order directly addresses the Growth, Liveability and Housing objectives of the TPPs. These are, respectively:

- to plan for settlement growth that allocates land to meet the existing and future needs of the community and to deliver a sustainable pattern of development;
- to improve the liveability of settlements by promoting a pattern of development that improves access to housing, education, employment, recreation, nature, health and other services that support the wellbeing of the community; and
- to provide for a sufficient supply of diverse housing stock, including social and affordable housing, that is well-located and well-serviced to meet the existing and future needs of Tasmanians.

The Minister may be satisfied under Section 6(1)(b) of the HLSA that if the General Residential Zone is assigned to the land, its use or development for residential purposes would not be significantly restricted by the requirements of any code that applies under the Tasmanian Planning Scheme. In this instance, only the Parking and Sustainable Transport Code, which permits a local council to adopt a parking precinct plan, is a relevant consideration.

The SAP that forms part of the Order 'turns off' the application of an existing parking precinct plan to the site. The on-site parking space requirements included in the SAP are generally consistent with those for residential land use specified in Table C2.1 of the Code.

An exception is made for visitor parking for multiple dwellings in the General Residential Zone: while the Code requires 1 dedicated space per 4 dwellings, the SAP applies a standard of 1 visitor space per 5 multiple dwellings. Allowing that the 2-hectare site can accommodate a mix of detached and multiple dwellings, a minor variation of the visitor parking standard is considered acceptable.

Under Section 6(1)(c) of the HLSA, the Minister may be satisfied that to assign the General Residential Zone to the land furthers the objectives set out in Schedule 1 to the *Land Use Planning and Approvals Act 1993*, as follows:

Schedule 1 Part 1 Objectives

<p><i>(a) to promote the sustainable development of natural and physical resources and the maintenance of ecological processes and genetic diversity</i></p>	<p>The site has no identified natural values. It is in an established settlement boundary, and its conversion from recreation to general residential is consistent with the definition of sustainable development. The proposal will see efficient use of the land that provides for the social, economic and cultural well-being of the community in a manner that avoids or mitigates adverse effects on the environment.</p>
<p><i>(b) to provide for the fair, orderly and sustainable use and development of air, land and water</i></p>	<p>Rezoning of land to General Residential responds to an urgent housing need, is consistent with the surrounding land use, has been the subject of ongoing community consultation, and has no impact on natural values. Therefore, the proposal presents a fair, orderly and sustainable use of air, land and water.</p>
<p><i>(c) to encourage public involvement in resource management and planning</i></p>	<p>The site was identified for its intended purpose through a community engagement process undertaken by the Council that generated a concept master plan for the site. The draft concept plan (See Appendix C) has been derived through community consultation that considered the density and yield in the context of housing demand, residential development planning and viability. Building height is considered to be a subset of density. The feedback was to retain the village character of Penguin with the best practice to manage these issues via a 'SAP'. Public involvement will be further achieved through the public exhibition process for the draft amendment and subsequently at the subdivision and development approval stages.</p>
<p><i>(d) to facilitate economic development in accordance with the objectives set out in paragraphs (a), (b) and (c)</i></p>	<p>The proposed amendment will facilitate the design and construction of a new residential community over many years. Economic outcomes will be achieved throughout this process. In addition, the development will see improved social and health outcomes with the provision of more affordable housing. Furthermore, new residential use will contribute positively to the economic development of the municipality.</p>
<p><i>(e) to promote the sharing of responsibility for resource management and planning between the different spheres of Government, the community and industry in the State</i></p>	<p>The proposed amendment represents a process of shared responsibility between the State government, local government, the land development industry and the community. All relevant bodies will be consulted as part of the planning approval process.</p>

Schedule 1 Part 2 Objectives	
<i>(a) to require sound strategic planning and co-ordinated action by State and local government</i>	<p>The proposed amendment is consistent with the regional land use strategy and the Central Coast municipal strategy, strongly aligning with the land use policies for active communities, housing land, integrated land use and infrastructure planning and managing growth and development. As such, it represents sound strategic planning.</p> <p>The planning scheme amendment process allows for coordinated action by State and local governments.</p>
<i>(b) to establish a system of planning instruments to be the principal way of setting objectives, policies and controls for the use, development and protection of land</i>	<p>The site will be rezoned to General Residential, and some of the zone provisions will be overridden through the introduction of a SAP. There will be no change to the prevailing code provisions applicable to the site. This system of planning instruments is enabled by the LUPAA and will allow for future development of the site to be considered against the provisions of the planning scheme.</p>
<i>(c) to ensure that the effects on the environment are considered and provide for explicit consideration of social and economic effects when decisions are made about the use and development of land</i>	<p>The site contains no identified natural values, and the amendment will not directly impact the environment. Future development will be assessed against all relevant planning scheme requirements to ensure rigorous decision-making.</p>
<i>(d) to require land use and development planning and policy to be easily integrated with environmental, social, economic, conservation and resource management policies at State, regional and municipal levels</i>	<p>The proposed amendment does not affect the attainment of this objective.</p>
<i>(e) to provide for the consolidation of approvals for land use or development and related matters and to co-ordinate planning approvals with related approvals</i>	<p>The proposed amendment does not affect the attainment of this objective.</p>
<i>(f) to promote the health and wellbeing of all Tasmanians and visitors to Tasmania by ensuring a pleasant, efficient and safe environment for working, living and recreation</i>	<p>The indicative concept subdivision plan for the site envisages a vibrant residential community with access to nearby support services and amenities that seek to improve health and wellbeing outcomes for all in need. The plan demonstrates the potential for pedestrian and cycle paths (i.e. shared paths) connectivity.</p>
<i>(g) to conserve those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value</i>	<p>Although the property has not been identified as having any registered sites, buildings, or relics of Aboriginal or European heritage, it is acknowledged that there is a rich history, nonetheless. The SAP support these values by giving voice to the village character through lot sizes, setbacks and height.</p>

<i>(h) to protect public infrastructure and other assets and enable the orderly provision and co-ordination of public utilities and other facilities for the benefit of the community.</i>	Any future development formulated around the concept subdivision layout will provide for integrated land use and infrastructure that improves the efficiency of existing networks without exceeding capacity.
<i>(i) to provide a planning framework which fully considers land capability.</i>	The proposed amendment does not affect the attainment of this objective.

Guideline No.1 – Local Provisions Schedule: zone and code application, issued under Section 8A of the Land Use Planning and Approvals Act 1993 (LUPAA) has been considered in the preparation of the proposed Order.

For the purposes of Section 6(1)(d) of the HLSA, the Minister may be satisfied that rezoning the Ironcliffe Road land to General Residential is consistent with the following purposes of that Zone set out in the State Planning Provisions :

- 8.1.1 To provide for residential use or development that accommodates a range of dwelling types where full infrastructure services are available or can be provided;
- 8.1.2 To provide for the efficient utilisation of available social, transport and other service infrastructure;
- 8.1.3 To provide for non-residential use that:
 - (a) primarily serves the local community; and
 - (b) does not cause an unreasonable loss of amenity through scale, intensity, noise, activity outside of business hours, traffic generation and movement, or other off-site impacts.

The proposed Order is also consistent with the Section 8A Zone Application Guidelines, in so far as the General Residential Zone is intended to be applied to an urban residential area not targeted for the higher densities permitted in the Inner Residential Zone, and the Ironcliffe Road site is connected to a reticulated water supply service and sewerage system (Zone Application Guidelines GRZ 1 refers).

Further, the land is not constrained by hazards, natural values (i.e. threatened vegetation communities) or other impediments to its development consistent with the General Residential Zone purpose (GRZ 3 refers).

Section 6(1)(e) of the HLSA requires the Minister to consider the environmental, economic and social effects, and the effect on Aboriginal and cultural heritage, that assigning the intended zone to the area of land or part may have.

Social Effects

Social benefit is created when the development of buildings and places generates sustainable net-positive social, economic and environmental outcomes that improve the well-being, quality of life and resilience of individuals, families, communities and cities.

The SAP's purpose includes aims to increase residential dwellings, which are affordable, while maintaining the sense of place and liveability by protecting streetscape values.

The amendment will allow for appropriate use and development for the area, will build on what makes Penguin a unique place, and will provide a place where everyone is welcome and equal. The amendment will support an all-ages community, providing for affordable housing needs whilst seeking to maintain existing community linkages to people and place.

A core element of this proposal is about creating a liveable community with improved quality of life. The vision is to deliver a high-quality, attainable and more affordable infill housing set amongst public open spaces and with ample pedestrian/cycle connectivity and supported by purposeful health and community facilities; a place where everyone is welcome.

The amendment will build upon the quality of life of existing residents, new residents and visitors to Penguin by enabling diverse residential development in a location that is connected to existing services, by maintaining community use on the site and by enhancing social and recreation opportunities in proximity to the central business area. These aims will help the SAP manage control development to achieve social benefits.

Economic Effects

Economic benefits are created when the development of buildings and places attracts more businesses and consumers. The proposed amendment allows dwellings that are close to services and amenities and will therefore improve the viability of economic activity in the area. In addition, the concept plan (for 1 Ironcliffe Road) will improve accessibility to the commercial district as the development will include public access through the site for active travel modes.

The SAP's purpose aims to maintain and improve Penguin's sense of place and liveability while protecting existing built-form values and new development that creates or enhances sustainable economic development and social interaction. These aims will help the SAP manage the development to achieve economic benefits.

Environmental Effects

Environmental benefits are created when the development of buildings and places create comfortable experiences for residents and visitors and when the impacts of climate change are mitigated through design.

The amendment enables efficient use of existing infrastructure, seeks to deliver residential development in proximity to existing services which promotes healthy and active lifestyles by reducing reliance on private motor vehicles, and leverages existing site features to deliver public open spaces and shared paths for connectivity.

The SAP is designed to maintain and enhance Penguin’s liveability while supporting climate change resilience. These objectives are embedded in the development standards and subdivision controls, which promote walkable neighbourhoods, passive solar design, and integration with green infrastructure. By incorporating Penguin’s village character and prioritising sustainable design principles, the SAP provides a framework to manage and guide development in ways that deliver measurable environmental benefits.

Effects on Aboriginal or cultural heritage

The site does not contain any known Aboriginal relics or present any apparent risk of impacting Aboriginal relics.

The site and buildings are not listed on any local, state or national European heritage registers. Nonetheless, the site holds historical significance within the context of Penguin’s European settlement history and contributes meaningfully to the township’s identity. This significance is reflected in the village character (of Penguin), which is shaped by the interplay of built form, natural landscape, heritage, and public realm features. These qualities were actively considered in the preparation of the concept subdivision plan, particularly in retaining architectural diversity and reinforcing the established streetscape rhythm, consistent with the objectives of the SAP.

In assigning the General Residential Zone to the land, the Minister may be satisfied under Section 6(1)(f) of the HLSA that its use or development for residential purposes would not be likely to create significant land use conflict with –

- (i) an existing use on any part of the land; or
- (ii) the use or development of any area of land that is adjacent to the area of land; or
- (iii) the use or development of any area of land that, in the opinion of the Minister, is likely to be affected by the use or development of the area of land or part.

There is no existing use on the Ironcliffe Road land. It is surrounded on all sides by housing within the urban township of Penguin, and the use or development of other land in the area is unlikely to be affected by development of the subject land.

With respect to Section 6(2) of the HLSA, the proposed HLSO does not increase minimum lot sizes or the maximum area of land for a dwelling in the General Residential Zone, either of which would be contrary to the State Planning Provisions.

7.0 Housing Demographics

Given the community need and intergovernmental support for housing, including affordable housing, when developing design controls for the SAP, it should:

- consider the demand for housing and potential for an increased supply in the study area;
- consider the:
 - Cradle Coast Regional Land Use Strategy 2010–2030 (CCRLUS) - the statutory regional plan for Northwest Tasmania, including Penguin within the Central Coast LGA (it provides the strategic and policy framework for land use, development, and infrastructure decisions across the region)
 - Priorities of the Tasmanian Housing Strategy 2023-2043; and
 - National Affordable Housing Agreement (Australian Government 2017);
- invite relevant affordable housing stakeholders to participate in the study's stakeholder engagement activities.

7.1 Household Size

In Penguin, the average household size is approximately 2.3 people per dwelling, which aligns with Tasmania's trends of smaller household sizes compared to urban areas. This reflects Penguin's mixed demographic profile, including families, retirees and single residents.

These statistics point to a scenario where increasing demands for smaller and/or more affordable homes are not being met by the current housing supply. One obvious example of this relates to the aging of the population, where many aging residents are not provided with opportunities to downsize independently. Given the opportunity, downsizers could relocate from their larger family homes into smaller dwellings, which would then free up the larger homes as a new supply for growing families.

7.2 Household Type

- **Family households:** Represent 68.2% of households in Penguin, slightly above the Tasmanian average.
- **Single-person households:** Account for 29.9%, mirroring Tasmania's average.
- **Group households:** A smaller segment at 2.0%, indicating a lower prevalence of shared accommodations.

This demographic composition suggests a mix of housing demand, emphasising family-oriented and smaller-scale housing, which aligns with the objectives of the HLSO to provide diverse and more affordable housing options by increasing supply. There are financial and social challenges to home ownership that can be exacerbated by an inadequate supply of appropriate housing stock. Therefore, the type of housing to be provided should be informed by the demographics of those likely to occupy that housing.

7.3 Supply and Demand

Penguin is a coastal town experiencing increased housing demand driven by its

scenic appeal, affordability relative to nearby cities and connectivity to employment hubs like Burnie and Devonport. An assessment demonstrates:

- **Existing Stock:** Predominantly detached houses on large lots (500-800 m²), with limited availability of townhouses, units, or multiple dwellings and a limited number of vacant lots suitable for development within the General Residential Zone.
- **Pipeline Projects:** The HLSO aims to deliver around (conceptually) 45 lots with a mix of detached dwellings and multiple dwelling lots; and
- **Lot Size Adjustments:** The SAP enables increased residential density by allowing for smaller lot sizes in contrast to the General Residential Zone's minimum subdivision lot size of 450 m².

Lot sizes have been amended along Ironcliffe Road to give better variation in size and in response to community feedback around density, and smaller lot sizes support the general aim of providing affordable land for development.

The proposed 'lot size adjustment' demonstrated in the SAP is a direct response to the region's housing supply challenges and reflects a shift in household composition and demand. The current market offers limited availability of smaller lots, which restricts opportunities for more diverse and affordable housing options.

The SAP accommodates a range of dwelling types, including detached homes, townhouses, and potential apartments, to suit families, single professionals, and retirees. This approach not only increases the number of available lots but also supports housing affordability and design responsiveness, ensuring the development remains adaptable to future demographic and market changes.

The smaller lot sizes will better meet the needs of first-home buyers, singles, couples, and aging populations who prefer lower-maintenance properties. This also aligns with the trend towards compact living in urban areas. There is a current gap in the market for smaller lots.

The proposed SAP responds to changing household dynamics, including a decline in traditional family structures and an increase in single-person households by enabling a more efficient use of available land, increasing the supply of land for housing and improving affordability.

Smaller lot sizes typically reduce infrastructure costs per dwelling (e.g. roads, utilities) and encourage more walkable, transit-oriented communities that frequent local businesses and services. They also align with environmental sustainability by limiting urban sprawl.

7.3.1 Housing Demand

Penguin's population is growing steadily at an average annual rate of 0.7%-1.0%, driven by retirees and families moving to the area for lifestyle benefits. Projections indicate a potential 5%-10% population growth by 2030, increasing demand for housing. Penguins' increase in demand for housing due to:

- a growing proportion of retirees (25%+) suggests demand for smaller, accessible housing, such as single-level homes or units
- families with children still make up a substantial share, maintaining a need for detached housing with private yards; and
- an increase in single-person households (30%) highlights the need for smaller dwellings.

House prices in Penguin are lower than in nearby Burnie and Devonport. However, rising demand has led to price increases, pushing affordability constraints for low-to-moderate-income households.

7.3.2 Changing Demographics

Smaller household sizes (~2.3 persons) and a high proportion of retirees suggest increasing demand for smaller, low-maintenance housing.

A significant share of renters (~23%) indicates potential demand for affordable rental properties.

7.3.3 Housing Supply

- **Current Stock:** Housing in Penguin predominantly comprises detached dwellings on larger lots, consistent with the General Residential Zone provisions.
- **Development Constraints:** Limited availability of vacant lots within town boundaries. Existing zoning provisions restrict more flexible developments, constraining the ability to meet future demand.
- **Economic Drivers:** Employment hubs in Burnie (20 km) and Devonport (30 km) drive demand for commuter housing. Living in Penguin compared to these cities makes it attractive for a broader variety of people working close to their homes.
- **Future Supply Initiatives:** The HLSO introduces increased density housing typologies, including detached dwellings and potentially multiple dwellings, with a target of a higher density yield. The concept plan integrates housing diversity to cater to retirees, families and single-person households, addressing existing supply gaps.

7.3.4 Affordability

- **Median House Prices:** Penguin's median house price is approximately \$450,000, lower than nearby Burnie (\$520,000). However, rapid price increases (10%-15% annual growth) are creating barriers for first-home buyers.
- **Income-Housing Gap:** With an average household income of ~\$1,200 per week in Penguin, many households are unable to afford homes at current market rates without significant financial strain.
- **Rental Market:** The rental vacancy rate in Penguin is low (~1%-2%), with demand outstripping supply. Median rents have increased by 15%-20% in recent years, reflecting pressure on the rental market.

- **Rental Affordability:** Median rent in Penguin is ~\$350 per week, representing 30%+ of gross income, exceeding affordability thresholds.

7.3.5 Projected Demand

Feedback from the local community provided valuable data with respect to potential yield and density. The following community feedback has been taken into consideration:

- only stand-alone dwellings
- only one-storey dwellings
- no higher than double storey
- central three-storey apartments were a notable issue
- housing for 150 people maximum to keep the village character
- development should be for residential purposes, but for larger lots, aimed at retirees, or families with children; and
- preference for 330m² lots, although 175m² would be acceptable if more green space were included.

Further assessment shows that the demand for smaller and more affordable dwellings is not fully met by the current housing stock, dominated by traditional family homes. Affordability challenges persist for first-home buyers and renters, with low-income households disproportionately affected.

Over the next 10 years, an additional 100-150 dwellings may be needed to meet demand, especially smaller homes and affordable rental properties. The supply and demand analysis for Penguin underscores a need for targeted medium-density developments, like this HLSO project, to address affordability and evolving demographic needs. Continued monitoring of market trends and community engagement will be critical to ensuring these developments meet their objectives while preserving Penguin's unique character.

To deliver affordable housing as per Homes Tasmania's objectives, it is important to:

- ensure developments balance density with design, incorporating landscaping and streetscape elements to maintain community appeal; and
- promote diverse housing types while aligning with sustainability goals.

8.0 Modifications of Planning Requirements Specified in the Housing Land Supply (Penguin) Order 2026: Section 7 of the HLSA

The HLSO includes a SAP for the Ironcliffe Road site to support housing diversity and increase residential yield. This SAP modifies development controls normally applied in the General Residential Zone to allow for variable lot sizes to balance the goal of increasing housing supply with preserving the character of the existing

streetscape. The proposed SAP will enable a diverse range of housing types to be considered in an established township; and applies to land located close to existing services and amenities.

Data supports the proposed HLSO for the following reasons:

- the housing market is characterised by an undersupply of housing to meet demonstrated demand; and
- the proposed rezoning will increase the supply of housing land to help meet Penguin's residential demand.

8.1 Indicative Concept Subdivision Plan

An Indicative Concept Subdivision Plan (illustrated in Appendix C) serves as a strategic and illustrative framework to demonstrate how the provisions of the SAP can be practically applied to guide future development. While indicative in nature, the plan plays a critical role in translating the SAP's planning intent into a spatial format that reflects the desired built form, housing diversity, and urban design outcomes.

Key reasons for its inclusion are:

- **Visualising the SAP provisions:** the plan illustrates how modified standards—such as reduced lot sizes, adjusted setbacks, and increased building heights—can be implemented across the site. It helps stakeholders understand how Acceptable Solutions and Performance Criteria will shape development outcomes;
- **Demonstrating Feasibility and Yield:** The plan provides a conceptual layout that supports the projected lot yield (approximately 45 lots), showing how a mix of detached and multiple dwellings can be accommodated while maintaining liveability and respecting Penguin's village character;
- **Responding to Community Feedback:** The subdivision layout reflects input from stakeholder engagement, including preferences for lower building heights, increased green space, and a balanced approach to density. It shows how the SAP provisions respond to local concerns and aspirations;
- **Supporting Strategic Planning Objectives:** The plan aligns with the goals of the HLSO, the Cradle Coast Regional Land Use Strategy (CCRLUS), and Homes Tasmania's Affordable Housing Strategy. It demonstrates how the SAP promotes compact, walkable, and sustainable development within an established urban area; and
- **Facilitating Future Assessment:** Although not prescriptive, the plan provides a reference point for future development applications. It helps assessors and decision-makers evaluate whether proposed subdivisions and dwellings are consistent with the SAP's intent and design principles.

In summary, the Indicative Concept Subdivision Plan is a vital component of the SAP, bridging the gap between policy and implementation. It ensures that the planning framework is not only technically sound but also visually and functionally grounded in the local context.

8.2 Concept Planning Principles

The concept subdivision integrates key planning principles (such as walkability, connectivity, and sustainability) while responding to community feedback. It demonstrates how modified planning controls, including reduced lot sizes, adjusted setbacks, and increased building heights, can be implemented with flexible building envelopes that define the spatial parameters for development, including height limits, site coverage, and setback distances.

The SAP avoids a one-size-fits-all model and instead enables detached dwellings and multiple dwellings, each suited to different demographic needs and site conditions. This allows for greater clarity in design expectations while maintaining flexibility for future subdivision layouts and architectural responses. It also ensures that diverse housing types can be delivered in a way that respects privacy, solar access, and the established character of Penguin.

Ultimately, the concept plan serves as a visual and strategic tool to illustrate how the SAP provisions can be applied to achieve the goals of the HLSO: increasing residential yield, enhancing affordability, and supporting sustainable urban growth in a manner that is locally appropriate.

The SAP represents the outcome of Homes Tasmania's listening and responding to the needs of the Penguin community. The concept plan integrates considerations for housing affordability, urban design and community values to achieve its objectives. Its key aspects are:

- **A Vision for Housing:** The primary goal is to provide a diverse range of affordable, high-quality housing options to meet the needs of Penguin's evolving population. This includes single-family homes and potentially semi-detached and multiple dwellings lots, ensuring accessibility for retirees, low-to-middle-income families and singles;
- **Streetscape Design:** The streetscape will prioritise connectivity, walkability and integration with existing street grids. Design elements include tree-lined roads, consistent building setbacks and public open spaces, fostering a sense of community and accessibility;
- **Guided Development:** The concept plan aims to ensure that future development aligns with Tasmania's planning frameworks and community expectations. It seeks to balance increased density with liveability, protecting the scenic and social fabric of Penguin;
- **Sustainability Goals:** A commitment to environmentally sustainable practices underpins the plan with green spaces and stormwater management to promote long-term environmental stewardship;
- **Community and Social Cohesion:** includes provision for shared spaces and a street network designed to encourage social interaction, enhancing the sense of community and belonging for future residents.

This comprehensive approach supports Homes Tasmania's vision while balancing

long-term housing considerations, affordability and integration of the site with Penguin's existing urban environment. The concept plan offers a quality mixture of homes, including small homes and large homes and multiple dwellings.

In addition to housing diversity, the concept plan envisages diversity in lot size. This enables small to medium lots for small and affordable homes, and larger lots for multiple dwellings. Future subdivision may create freehold title, strata title or a combination of these.

The lot sizes within the concept plan aim to support future development of high-quality, more affordable housing. The design and layout of the development will consider functionality, sustainability and aesthetic appeal.

8.3 Design Principles

The proposed SAP respects the town's established character while promoting sustainability and liveability. To achieve this, the village character has been embedded as a reference point for future development assessments.

Streetscape cohesion will be maintained through uniform front setbacks, contributing to a consistent and visually appealing urban fabric. These green elements will enhance the aesthetic appeal of the area, foster a welcoming atmosphere, and contribute to a more sustainable and environmentally conscious community.

The proposed streetscape will feature a network of tree-lined roads and pathways, incorporating traffic calming measures to promote pedestrian-prioritised areas and reduce vehicle speeds. Green buffers and shared spaces will foster community interaction and enhance the quality of life for residents. Community spaces such as footpaths and public open spaces will be integrated into the development to support social cohesion and outdoor recreation.

8.4 Building Types

Lot sizes will be carefully designed to balance the need for housing diversity with the desire to preserve the village character of Penguin and provide enough space for privacy and outdoor living.

There are two building types proposed: detached dwellings and multiple dwellings.

Detached Dwellings: the proposed standard promotes detached houses to be designed to incorporate simple, efficient layouts that maximise space and minimise construction costs (by being smaller and therefore more affordable).

Multiple Dwellings: Where possible, multiple dwellings will be incorporated to create a more diverse housing mix, catering to smaller households or renters.

8.5 Standard Lot Sizes Explained

By allowing for smaller lot sizes than those typically permitted under the General Residential Zone, the SAP facilitates a more compact urban form. The lot size

strategy also provides flexibility to accommodate a mix of detached and multiple dwellings, ensuring the development remains adaptable to future demographic and market changes. The following subsections detail the standard density, higher-density areas, and the flexibility embedded in the SAP to support long-term growth.

Rather than prescribing fixed dimensions, this report presents indicative values to demonstrate alignment with planning objectives like affordability, housing diversity, and efficient land use. It is intended for a broad audience, including council planners, state agencies, and community stakeholders. The report supports a planning approach that enables a range of housing forms suited to different demographic needs:

- **detached dwellings** - lots for detached houses will generally range from 220-450m², which aligns with the need for more single-family homes while respecting the character of the neighbourhood. This means that lots are capable of being smaller than the standard General Residential lot size (around 450 m²) and offer sufficient space for gardens and outdoor areas. Each lot will have direct access to a road and accommodate 1 car parking space per bedroom or 2 car spaces per 3 bedroom house (with 1 enclosed garage or carport);
- **multiple dwellings** - these homes will typically include a yield density ranging from 220-325m² per dwelling (1 and 2 bedroom), providing a more compact, efficient use of land while maintaining adequate privacy and outdoor space for residents. These higher-density areas will be integrated into the development to cater to smaller households or those seeking more affordable rental options.

8.6 Flexibility for Growth

The design outcomes (a mixture of single and multiple dwellings) are intended to ensure that the development can meet both current and future demand for affordable housing, while respecting the surrounding environment and community preferences.

The lot size variation demonstrated in the Indicative Concept Subdivision Plan aims to deliver a harmonious, sustainable and affordable housing development. This means that potential development (for subdivision and/or development) will be capable of providing diverse housing types suited to the needs of a growing community. This approach addresses both the immediate demand for housing and the town's broader goals of maintaining its community-oriented and scenic character.

The end goal is to achieve a housing mix that meets the community's needs by delivering (conceptually) 45 lots. A Development Application (DA) will be required for the subdivision itself. The DA process includes public notification and advertising, which provides an opportunity for further community consultation and feedback on lot sizes and design outcomes.

8.7 Car Parking and Access

The parking precinct plan referred to in Chapter 2 of this Planning Report is designed to minimise the amount of on-site car parking within designated areas. Its primary

objective is to ensure that parking does not detract from the streetscape and urban character of the area. Within a parking precinct plan, developments are expected not to provide on-site parking or not to increase existing parking numbers.

This supports more pedestrian-friendly environments and encourages the use of shared or public parking facilities. If on-site parking is proposed within a parking precinct plan, it must be demonstrated as necessary for the operation of the use and must not negatively impact the streetscape. The assessment considers factors such as the availability of off-street public parking within walking distance and the potential for shared parking arrangements among multiple users.

The Ironcliffe Road SAP “switches off” the parking precinct plan to ensure that sufficient on-site parking is provided to meet the needs of occupants. This change supports improved accessibility and convenience for residents, particularly in areas where public or shared parking options may be limited.

It aims to reduce reliance on off-street parking, alleviate congestion, and enhance the overall functionality and amenity of residential neighbourhoods. It also ensures that parking provision aligns with the operational requirements of residential use.

A concept road is supportable through the centre of the subdivision. It is nominally 8.9 metres wide to accommodate two-way traffic with parking on one side . In sections where parking is excluded, the carriageway narrows to 6.9 metres.

Improved and additional footpaths along the existing roads, and new footpaths through any new subdivision, will improve access for pedestrians and cyclists in the area. Additional public green space and landscaping within the new development will also improve the experience. In addition, wombat crossings proposed within the subdivision to cross the new road will provide links between different areas of the development and the local area.

Any future DA for subdivision will be required to comply with the Parking and Sustainable Transport Code and must be supported by a Traffic Impact Assessment (TIA). The TIA will need to address a range of considerations, including the impact of residential development on traffic patterns, the compliance and suitability of parking (car, bicycle, and motorcycle), the impact of reduced or increased parking on traffic patterns, and the capacity of surrounding infrastructure to absorb demand.

It must also assess vehicular access, pedestrian and cycling infrastructure, road safety, and the performance of nearby intersections. Additionally, the TIA should evaluate the internal road layout, sight distances, swept paths for service vehicles, and the integration of pedestrian paths with protective measures such as bollards or planters. These assessments are intended to ensure that the proposed development aligns with planning scheme codes and supports safe, efficient, and sustainable transport outcomes

A TIA has been initiated (for future design considerations) and has been used to determine the compliance of the concept roads, pedestrian paths, cycle paths,

accessways and car parking spaces. Any TIA considers the provisions of the Parking and Sustainable Transport Code and Road and Railway Assets Code of the Tasmanian Planning Scheme to ensure that any subdivision layout provides adequate safeguards .

The initial assessment concluded that the existing street network has sufficient capacity to accommodate the extent of development envisaged in the Indicative Subdivision Concept Plan . The assessment also recognises and encourages the bespoke approach to street design being sought, and the concept plan street network has been developed from a significant stakeholder engagement process.

The Indicative Concept Subdivision Plan provides for on-site car parking as follows:

- 2 spaces per single dwelling (1 enclosed garage or carport)
- Multiple dwellings: 1 or 2 spaces per dwelling depending on the number of bedrooms per dwelling, and 1 visitor parking space for every 5 multiple dwellings or every 10 bedrooms; and
- (approximately) 35 on-street car spaces (either within or adjacent to the site).

The car parking layout will need to be reviewed against the Planning Scheme, the Australian Standard AS/NZS2890.1:2004 Parking facilities: Off-Street car parking (AS 2890.1) and the Australian Standard AS/NZS2890.6:2009 Parking facilities: Off-street parking for people with disabilities (AS 2890.6).

8.8 Specific Area Plan (SAP) Concepts Explained

The *building envelope* is a three-dimensional planning control that defines the maximum allowable height and setback boundaries within which a building must be sited. Under the Tasmanian Planning Scheme, the General Residential Zone (GRZ) typically applies a standard envelope to manage visual bulk, privacy, and solar access. Importantly, the envelope controls include 45-degree height planes from side and rear boundaries starting at 3 metres above ground level, which help mitigate overshadowing and maintain compatibility with adjacent properties.

However, in the context of the SAP for Ironcliffe Road, Penguin, these controls have been modified to support a variety of housing types while maintaining amenity and neighbourhood character.

The SAP restricts the 'permitted' development pathway to two-storey residential dwellings across the site. A discretionary pathway is also available, and it is no more restrictive than the provisions of the General Residential Zone applied to surrounding areas.

This approach allows the SAP to:

- respond to context by reflecting the intended density and character of different precincts within the site, ensuring that medium-density housing is appropriately located and buffered from lower-density areas;

- support housing diversity: by defining envelopes for both detached and multiple dwellings, the SAP accommodates a range of household types and affordability needs; and
- provide clarity and flexibility by offering clear guidance for developers and planners while allowing flexibility in design and layout.

The building envelope for single dwelling lots accommodates stepped building profiles and larger massing, with exemptions for non-habitable architectural features such as chimneys, roof detailing, and lift or stair cores (for accessibility). This flexibility supports efficient use of space and architectural articulation.

As demonstrated in Appendix C, there will be a mix of shared open spaces and green corridors to meet the needs of residents and the local community. The overall approach ensures that medium-density housing can be delivered in a way that respects privacy, sunlight access, and the established character of Penguin.

9. How the SAP Modifies the General Residential Zone Planning Provisions

The Ironcliffe Road SAP is structured to advance the objectives of the HLSO through the delivery of affordable, diverse, and well-integrated housing.

The key differences from the standard General Residential Zone development controls are summarised below:

- **Lot Size:** The SAP permits smaller lot sizes which enables more compact development and increases the number of available lots, improving affordability and land use efficiency;
- **Density and Housing Mix:** the SAP introduces a deliberate mix of housing types, including detached homes, townhouses, and multiple dwellings, tailored to suit families, retirees, singles, and renters. This diversity supports housing choice;
- **Built Form and Setbacks:** front setbacks are reduced to 3m, side setbacks to 1.5m, multiple dwellings will be set well back from existing street frontages and behind detached houses. These adjustments allow for greater design flexibility while maintaining privacy, solar access, and streetscape cohesion.

9.1 Main Features of the Specific Area Plan (SAP)

- **Modified Development Standards:** the SAP introduces alternative Acceptable Solutions for key development parameters, including lot size, setbacks, building height, site coverage, and private open space. For example, minimum lot sizes are reduced to 220m² for single dwellings and 450m² for multiple dwellings. Building heights for single dwellings remain at 8.5 metres to support vertical housing forms while maintaining compatibility with the surrounding built environment. Multiple dwelling sites can accommodate a building height of up to 9.5m;

- **Acceptable Solutions vs Performance Criteria:** Development proposals that meet the SAP's Acceptable Solutions are deemed compliant and do not require discretionary assessment. Where a proposal does not meet these standards, it must be assessed against Performance Criteria, demonstrating that the design achieves the intent of the provision such as maintaining privacy, solar access, and streetscape cohesion. This dual-pathway approach provides both clarity and flexibility, supporting innovative design while ensuring planning objectives are met.

By applying a flexible and responsive framework, the SAP enables increased residential yield and housing diversity while ensuring that new development integrates with the existing urban fabric. It provides clarity for developers and planners, reduces the need for discretionary assessment, and supports the delivery of affordable housing aligned with Homes Tasmania's objectives.

The Ironcliff Road SAP was developed through a robust stakeholder engagement process led by Homes Tasmania, which included consultation with the local community, planning authorities, and housing sector representatives. Feedback from residents highlighted concerns around density, building height, and the preservation of Penguin's village character.

In response, the SAP provisions balance the need for increased housing supply with community expectations for privacy, amenity, and streetscape cohesion.

The concept subdivision plan reflects community input by incorporating a mix of detached and multiple dwellings, generous open space, and a street network designed to foster connectivity and social interaction. This collaborative approach ensures that the SAP is not only technically sound but also socially responsive and locally appropriate.

The SAP also incorporates indicative public open spaces and shared pedestrian pathways, which are intended to enhance connectivity and support active transport. These areas, as shown in Appendix C, will be delivered as public land and maintained by the Central Coast Council. Their inclusion reinforces the SAP's commitment to liveability, accessibility, and sustainable urban design.

10 Conclusion

The Order supports the delivery of affordable, diverse, and high-quality housing. It ensures that future development of eligible government land considered suitable for housing is both strategically aligned and locally appropriate, capable of meeting long-term housing needs.

The Order rezones Homes Tasmania land in Ironcliff Road, Penguin, from Recreation to General Residential under the Tasmanian Planning Scheme. A SAP that forms part of the Order enables a nuanced approach to development of the land by modifying the General Residential Zone (GRZ) provisions without requiring rezoning to the Inner Residential Zone (IRZ). This middle-ground strategy facilitates increased housing density while preserving Penguin's established character and

sense of place.

The Order, including the SAP, aligns with the Tasmanian Government's Affordable Housing Strategy and the Cradle Coast Regional Land Use Strategy (CCRLUS), supporting compact settlement patterns, optimising infrastructure use, and promoting walkability. By enabling a variety of housing types, the Order contributes to financial sustainability through reduced infrastructure costs and more efficient land use.

The Order facilitates the development of detached dwellings, townhouses, and multiple dwellings, which are suited to the evolving demographic needs of Penguin. Modifications to the "standard" General Residential Zone provisions ensure that increased density does not compromise privacy, solar access, or streetscape values, and is supported by site-specific Acceptable Solutions and Performance Criteria

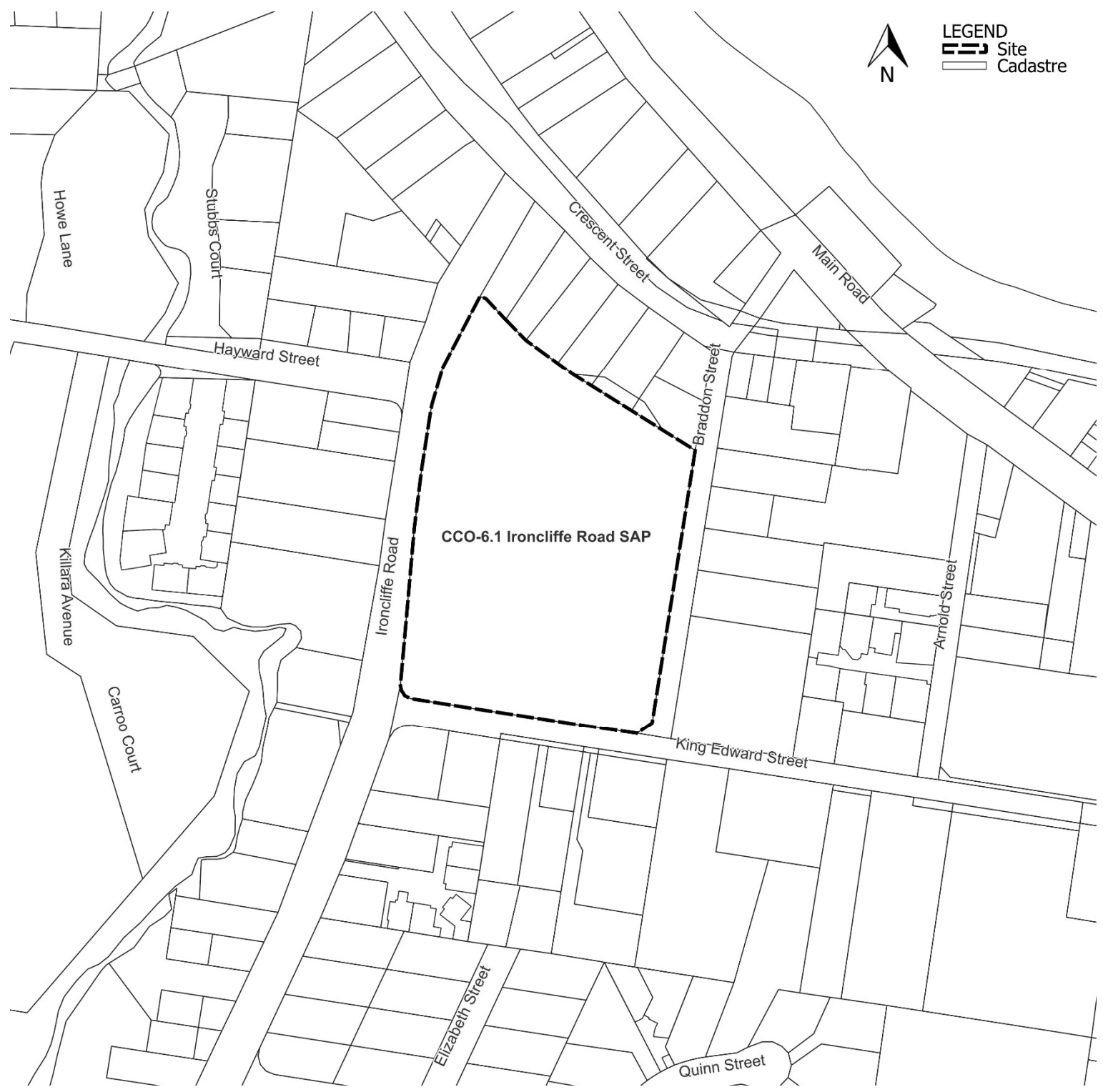
Appendices

- A. Proposed Instrument
- B. Landowner Consent (Homes Tasmania CEO)
- C. Indicative Subdivision Concept Plan
- D. Interested Persons (list)
- E. Site Servicing

Appendix A – Proposed Instrument



LEGEND
Site
Cadastré



Appendix B – Housing Land Supply Order Consent Form

Housing Land Supply Order Consent Form

Pursuant to s.5(3)(c) of the *Housing Land Supply Act 2018*, I, Eleri Morgan-Thomas, as the CEO of Homes Tasmania hereby provide consent for the land listed in the table below, to be the subject of an order under the *Housing Land Supply Act 2018*.

PID	Title Reference	Street Address	Suburb
6757442	CT 156425/1	1 Ironcliffe Road	Penguin



Eleri Morgan-Thomas
Chief Executive Officer
Homes Tasmania

5 June 2025

Appendix C – Indicative Subdivision Concept Plan

Indicative Subdivision Concept Plan -

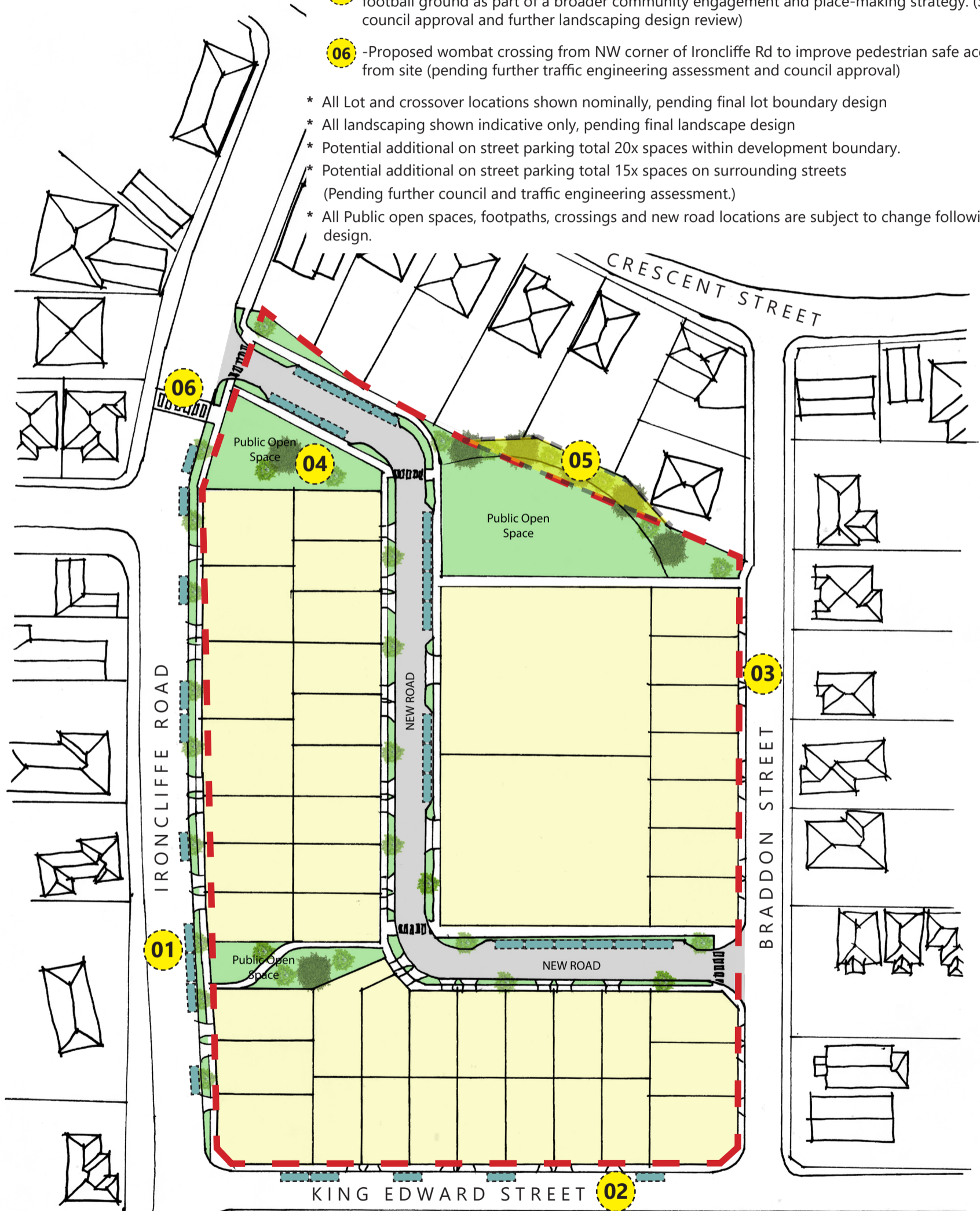
(Subject to Detailed Design)

NOTES:

*This indicative subdivision plan illustrates the design intent supporting the proposed rezoning and is not intended to represent a final or approved layout.

- 01 -Ironcliffe rd widened to meet 11m width curb to curb (LGAT standard) + new 3m footpath and nature strip proposed to beautify Ironcliffe rd & support potential future bicycle path.
- 02 -King Edward St widened to meet 8.9m width curb to curb (LGAT standard) + new 1.5m footpath
- 03 -Braddon St widened to meet 8.9m width curb to curb (LGAT standard). + new 1.5m footpath
- 04 -Potential detention basin area. (pending further engineering assessment & council review)
- 05 - Slither of council land proposed to be rejuvenated with landscaping as a valuable remnant of the old football ground as part of a broader community engagement and place-making strategy. (Subject to council approval and further landscaping design review)
- 06 -Proposed wombat crossing from NW corner of Ironcliffe Rd to improve pedestrian safe access to and from site (pending further traffic engineering assessment and council approval)

- * All Lot and crossover locations shown nominally, pending final lot boundary design
- * All landscaping shown indicative only, pending final landscape design
- * Potential additional on street parking total 20x spaces within development boundary.
- * Potential additional on street parking total 15x spaces on surrounding streets (Pending further council and traffic engineering assessment.)
- * All Public open spaces, footpaths, crossings and new road locations are subject to change following detailed design.



SCALE 1:000 @A3



(WIP)

ARTAS
ARCHITECTS

SUPPORTED BY

**Homes
Tasmania**

Appendix D – Interested Persons (list)

Interested Parties

Authorities who have an interest in whether (or in the manner in which) the land ought to be used and/or developed:

- Central Coast Council
- TasWater
- Tas Networks
- TasRail
- Tasmanian Fire Service
- Department of State Growth
- Tasmanian Heritage Council;
- Aboriginal Heritage Council
- Department of Health
- Department of Education, Children and Young People

The owners and occupiers of the properties adjoining and near the site:

- 64 Main Road
- 66 Main Road
- 68 Main Road
- 70 Main Road
- 74-76 Main Road
- 78 Main Road
- 80 Main Road
- 82 Main Road
- 1 Braddon Street
- 1 Crescent Street
- 3-5 Crescent Street
- 7 Crescent Street
- 9 Crescent Street
- 11 Crescent Street
- 13 Crescent Street
- 15 Crescent Street

- 17 Crescent Street
- 19 Crescent Street
- 2 Braddon Street
- 3 Braddon Street
- 5 Braddon Street
- 7 Braddon Street
- 9 Braddon Street
- 6A King Edward Street
- 6 King Edward Street
- 8A King Edward Street
- 8 King Edward Street
- 10 King Edward Street
- 12 King Edward Street
- 14 King Edward Street
- 16 King Edward Street
- 4 Ironcliffe Road
- 6 Ironcliffe Road
- 10 Ironcliffe Road
- 12 Ironcliffe Road
- 14 Ironcliffe Road
- 16 Ironcliffe Road
- 18 Ironcliffe Road
- 19 Ironcliffe Road
- 24 Ironcliffe Road
- 22 Ironcliffe Road
- 1 Hayward Street
- 2A Hayward Street
- 2B Hayward Street
- 2C Hayward Street
- 2D Hayward Street

- Unit 1 3 Hayward Street
- Unit 2 3 Hayward Street
- Unit 3 3 Hayward Street
- Unit 4 3 Hayward Street
- Unit 5 3 Hayward Street
- Unit 6 3 Hayward Street
- Unit 7 3 Hayward Street
- Unit 8 3 Hayward Street
- Unit 9 3 Hayward Street
- Unit 10 3 Hayward Street
- Unit 11 3 Hayward Street
- Unit 12 3 Hayward Street
- Unit 13 3 Hayward Street
- Unit 14 3 Hayward Street
- 1 Stubbs Court
- 2 Stubbs Court
- 3-4 Stubbs Court
- 5 Stubbs Court
- 6 Stubbs Court.

Appendix E – Site Servicing

LEGEND

	Title boundary
	Top/toe of bank
	Fence
	Survey benchmark
	Underground Water (GIS)
	Overhead Electrical



NOTES

Date of Survey: 19/11/2024, 26/11/2024 and 16046-1

Survey datum is planar (ground) based on MGA2020

Adopted MGA2020 Coordinate origin per the Survey Control Mark Database (SurCoM)

SPM10361
E: 421871.334
N: 5448571.865
RL: 4.481 (AHD83)

Contour Interval 0.2m

Only those features/points specifically requested by Cailen Hassall of Artas Architects have been located and subsequently shown on this plan.

Data located beyond the near edge of road is from PDA survey '16046-1' undertaken in 2014 and must be verified prior to final design

While reasonable effort has been made to locate all visible above ground services, there may be other services which were not located during the survey.

Underground services shown on this plan have been plotted from previous data and hence required verification.

Prior to any demolition, excavation, final design or construction on this site, a comprehensive site investigation should be undertaken to locate and confirm all above and below ground service infrastructure, including pipe types and sizes.

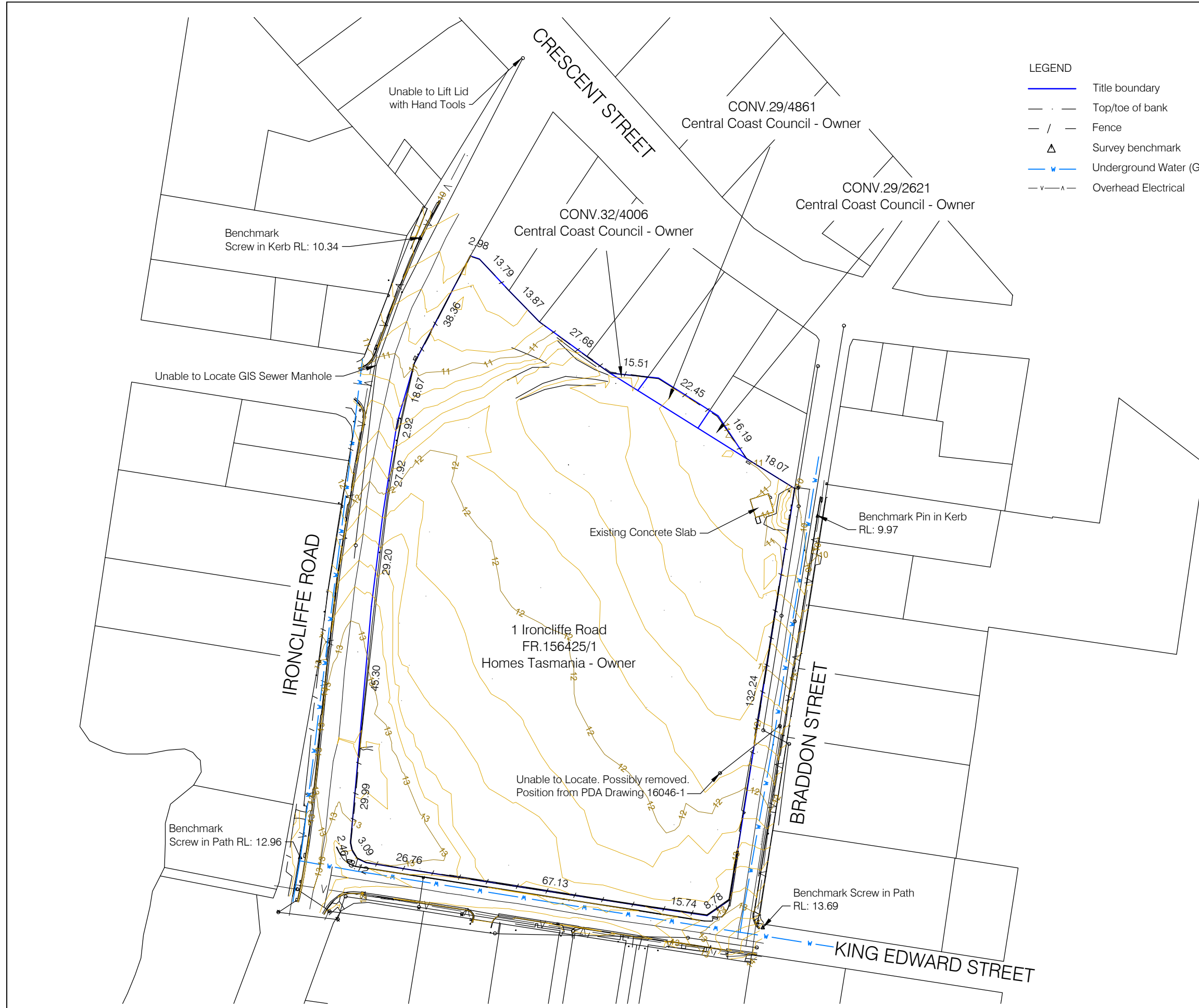
All coordinates within this file, although stated to the nearest 0.001 metre, are approximate only and are only within 0.015m of the stated coordinate (horizontally and vertically).

Under the supervision of a Registered Land Surveyor, the boundaries shown on this plan have been mathematically compiled from existing registered survey information and verified by evidence on the ground to the extent necessary for this plan. If any works are to be conducted on or near the boundary a registered remark survey will be required.

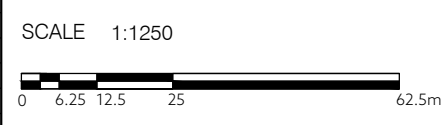
Layers denoted 'GIS...' have been sourced from others and are indicative only. PDA accepts no responsibility for the accuracy of this data.

Any DTM modeling that is to be done from the accompanying 3D digital file must be done using only the layer 'TRIANGLE' to ensure that surface matches that verified by PDA Surveyors. No responsibility is taken for the use or interpretation of this data in any other format.

Some feature levels are not shown on this plan for clarity. These can be found turned on in model space or on the OFF Levels layer.



E				
D				
C				
B				
A	ADDED DEPTHS TO MANHOLES THAT REQUIRED TRAFFIC CONTROL	JT	26/11/24	AE
REV	AMENDMENTS	DRAWN	DATE	APPR.



SURVEYOR	GEOCIVIL / NEO
JT	53791
DRAWN	CHECKED
JT	AE
DATE	26/11/2024

DETAIL SURVEY
1 IRONCLIFFE ROAD
PENGUIN
FOR ARTAS ARCHITECTS

6 Queen Street
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