

TASMANIA

HOUSING LAND SUPPLY (PENGUIN) ORDER 2026
STATUTORY RULES 2026, No.

CONTENTS

1. Short title
 2. Commencement
 3. Interpretation
 4. Declaration of housing supply land
 5. Declaration of intended zone
 6. Modifications of planning requirements
- Schedule 1 – Modifications of planning requirements

HOUSING LAND SUPPLY (PENGUIN) ORDER 2026

I make the following order under section 4 of the *Housing Land Supply Act 2018*.

Dated 20 .

Minister for Housing and Planning

1. Short title

This order may be cited as the *Housing Land Supply (Penguin) Order 2026*.

2. Commencement

This order takes effect on the day on which its making is notified in the *Gazette*.

3. Interpretation

In this order –

Act means the *Housing Land Supply Act 2018*.

4. Declaration of housing supply land

For section 4(1) of the Act, the area of land –

- (a) situated at 1 Ironcliffe Road, Penguin in Tasmania; and
- (b) described in certificate of title Volume 156425, Folio 1 of the Register kept

c. 5

under section 33 of the *Land Titles Act*
1980 –

is declared to be housing supply land.

5. Declaration of intended zone

For section 4(2) of the Act, the intended zone in relation to the area of land specified in clause 4 is declared to be the General Residential Zone referred to in the applicable planning scheme.

6. Modifications of planning requirements

For section 7(2)(c)(ii) of the Act, the relevant SPPs provisions referred to in this clause are modified in relation to the area of land specified in clause 4 as follows:

- (a) by omitting clauses 8.4.1–8.4.3 and substituting the clauses set out in Part 1 of Schedule 1;
- (b) by omitting clauses 8.6.1 and 8.6.2 and substituting the clauses set out in Part 2 of Schedule 1;
- (c) by omitting Clause C2.5.1 and substituting the clause set out in Part 3 of Schedule 1;
- (d) by omitting Clause C2.6.8 and substituting the clause set out in Part 4 of Schedule 1.

Housing Land Supply (Penguin) Order 2026
Statutory Rules 2026, No.

sch. 1

**SCHEDULE 1 – MODIFICATIONS OF PLANNING
REQUIREMENTS**

**PART 1 – GENERAL RESIDENTIAL ZONE –
DEVELOPMENT STANDARDS FOR DWELLINGS**

8.4.1 Residential density for multiple dwellings

Objective:	That the density of multiple dwellings: (a) makes efficient use of land for housing; and (b) optimises the use of infrastructure and community services.
Acceptable Solutions	Performance Criteria
A1 Multiple dwellings must have a site area per dwelling of not less than 200m ² .	P1 Multiple dwellings must only have a site area per dwelling less than 200m ² if: (a) the development contributes to a range of dwelling types and sizes appropriate to the surrounding area, having regard to the Plan Purpose; or (b) the development provides for a specific accommodation need with significant social or community benefit.

8.4.2 Setbacks and building envelope for all dwellings

Objective:	The siting and scale of dwellings: (a) provides reasonably consistent separation between dwellings and their frontage within a street; (b) provides reasonable consistency in the apparent scale, bulk, massing and proportion of dwellings; and (c) provides separation between dwellings on adjoining properties to allow reasonable opportunity for daylight and sunlight to enter habitable rooms and private open space.
Acceptable Solutions	Performance Criteria
A1 Unless within a building area on a sealed plan, a dwelling, excluding garages, carports and protrusions that extend not more than 0.9m into the frontage setback, must have a setback from a frontage that is: (a) if the frontage is a primary frontage to Braddon Street, Ironcliffe Road or King Edward Street, or to a lot with an area of more than 1,500m ² , not less than 3m, or, if the setback from the primary frontage is less than 3m, not less than the setback, from the primary frontage, of any existing dwelling on the site; (b) if the frontage is not a primary frontage to Braddon Street, Ironcliffe Road or King Edward Street, or to a lot with an area of more than 1,500m ² , not less than 2m, or, if the setback from the frontage is less than	P1 A dwelling must have a setback from a frontage that is compatible with the streetscape, having regard to the Plan Purpose.

Housing Land Supply (Penguin) Order 2026
Statutory Rules 2026, No.

sch. 1

2m, not less than the setback, from the frontage, of any existing dwelling on the site; (c) if for a vacant site and there are existing dwellings on adjoining properties on the same street, not more than the greater, or less than the lesser, setback for the equivalent frontage of the dwellings on the adjoining sites on the same street; or (d) if located above a non-residential use at ground floor level, not less than the setback from the frontage of the ground floor level.	
A2 A garage or carport for a dwelling must have a setback from a primary frontage of not less than: (a) 3m, or alternatively 1m behind the building line; or (b) the same as the building line, if a portion of the dwelling gross floor area is located above the garage or carport.	P2 A garage or carport for a dwelling must have a setback from a primary frontage that is compatible with the setbacks of existing garages or carports in the street.
A3 A dwelling, excluding outbuildings with a building height of not more than 2.4m and protrusions that extend not more than 0.9m horizontally beyond the building envelope, must: (a) be contained within a building envelope determined by: (i) a distance equal to the frontage setback; and (ii) projecting a line at an angle of 45 degrees from the horizontal at a height of 3m above existing ground level at the side and rear boundaries to a building height of not more than: a. 8.5m above existing ground level; or b. 9.5m above existing ground level on a lot with an area of more than 1,500m²; and (b) only have a setback of less than 1.5m from a side or rear boundary if the dwelling: (i) does not extend beyond an existing building built on or within 0.2m of the boundary of the adjoining property; or (ii) does not exceed a total length of 9m or one third the length of the side boundary (whichever is the lesser).	P3 The siting and scale of a dwelling must: (a) be not more than 3 storeys high; (b) not cause an unreasonable loss of amenity to adjoining properties, having regard to: (i) reduction in sunlight to a habitable room (other than a bedroom) of a dwelling on an adjoining property; (ii) overshadowing the private open space of a dwelling on an adjoining property; (iii) overshadowing of an adjoining vacant property; and (iv) visual impacts caused by the apparent scale, bulk or proportions of the dwelling when viewed from an adjoining property; and (c) provide separation between dwellings on adjoining properties that is consistent with the Plan Purpose, having regard to the streetscape.

Housing Land Supply (Penguin) Order 2026
Statutory Rules 2026, No.

sch. 1

8.4.3 Site coverage and private open space for all dwellings

Objective:	That dwellings are compatible with Penguin's coastal village character and provide: (a) for outdoor recreation and the operational needs of the residents; and (b) opportunities for the planting of gardens and landscaping.
Acceptable Solutions	Performance Criteria
A1 Dwellings must have: (a) a site coverage of not more than 65% (excluding eaves up to 0.6m wide); and (b) for multiple dwellings, a total area of private open space of not less than 40m ² associated with each dwelling, unless the dwelling has a finished floor level that is entirely more than 1.8m above the finished ground level (excluding a garage, carport or entry foyer).	P1 Dwellings must have: (a) site coverage compatible with the streetscape, having regard to the Plan Purpose; (b) private open space that is of a size and with dimensions that are appropriate for the size of the dwelling and is able to accommodate: (i) outdoor recreational space consistent with the projected requirements of the occupants and, for multiple dwellings, take into account any common open space provided for this purpose within the development; and (ii) operational needs, such as clothes drying and storage; and (c) reasonable space for the planting of gardens and landscaping.

Housing Land Supply (Penguin) Order 2026
Statutory Rules 2026, No.

sch. 1

**PART 2 – GENERAL RESIDENTIAL ZONE –
DEVELOPMENT STANDARDS FOR SUBDIVISION**

8.6.1 Lot design

Objective:	That each lot: (a) has an area and dimensions appropriate for use and development in the zone and consistent with the Plan Purpose; and (b) is provided with appropriate access to a road.
Acceptable Solutions	Performance Criteria
A1 Each lot, or a lot proposed in a plan of subdivision, must: (a) have an area of not less than 220m² and: (i) be able to contain a minimum area of 10m x 15m with a gradient not steeper than 1 in 5, clear of: a. all setbacks required by clause 8.4.2 A1, A2 and A3; and b. easements or other title restrictions that limit or restrict development; (ii) existing buildings are consistent with the setback required by clause 8.4.2 A1, A2 and A3, and 8.5.1 A1 and A2; (iii) not be an internal lot; and (iv) the arrangement of lots for Residential use proposed in a plan of subdivision must provide: a. not less than 2 lots that have an area of more than 1,500m² and do not have a frontage to Braddon Street, Ironcliffe Road or King Edward Street; and b. not more than 45 residential lots; (b) be required for public use by the Crown, a council or a State authority; (c) be required for the provision of Utilities; or (d) be for the consolidation of a lot with another lot provided each lot is within the same zone.	P1 Each lot, or a lot proposed in a plan of subdivision, must have sufficient useable area and dimensions suitable for its intended use, having regard to: (a) the relevant requirements for development of buildings on the lots; (b) the intended location of buildings on the lots; (c) the topography of the site; (d) the presence of any natural hazards; (e) adequate provision of private open space; (f) the pattern of development existing on established properties in the area; and (g) the Plan Purpose, and must not be an internal lot.
A2 Each lot, or a lot proposed in a plan of subdivision, excluding for public open space, a riparian or littoral reserve or Utilities, must have: (a) a frontage not less than 12m; and (b) if the lot has 2 frontages, a primary frontage not less than 6m.	P2 Each lot, or a lot proposed in a plan of subdivision, must be provided with reasonable vehicular access to a boundary of a lot or building area on the lot, if any, having regard to: (a) the topography of the site; (b) the distance between the lot or building area and the carriageway;

*Housing Land Supply (Penguin) Order 2026
Statutory Rules 2026, No.*

sch. 1

	(c) the nature of the road and the traffic; (d) the anticipated nature of vehicles likely to access the site; and (e) the ability for emergency services to access the site.
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8.6.2 Roads

Objective:	That the arrangement of new roads within a subdivision provides for: (a) safe, convenient and efficient connections to assist accessibility and mobility of the Penguin community; (b) the adequate accommodation of vehicular, pedestrian, cycling and public transport traffic; and (c) the efficient ultimate subdivision of the entirety of the land and of surrounding land.
Acceptable Solutions	Performance Criteria
A1 The plan of subdivision must not provide for new roads other than a road between Braddon Street and Ironcliffe Road providing a vehicular through traffic connection.	P1 The arrangement and construction of roads within a subdivision must provide an appropriate level of access, connectivity, safety, convenience and legibility for vehicles, pedestrians and cyclists, having regard to: (a) the need for connecting roads and pedestrian paths to common boundaries with adjoining land, to facilitate future subdivision potential; (b) maximising connectivity with the surrounding road, pedestrian, cycling and public transport networks; (c) minimising the travel distance between key destinations such as the foreshore, shops, services and public transport routes; (d) access to public transport; (e) the efficient and safe movement of pedestrians, cyclists and public transport; and (f) the future subdivision potential of any balance lots on adjoining or adjacent land.

Housing Land Supply (Penguin) Order 2026
Statutory Rules 2026, No.

sch. 1

**PART 3 – PARKING AND SUSTAINABLE
TRANSPORT CODE – USE STANDARDS**

C2.5.1 Car parking numbers

Objective:	To: (a) provide an appropriate level of car parking spaces to meet the needs of Residential use; (b) minimise the amount of on-site car parking spaces for uses other than Residential use within the area defined by the Penguin parking precinct plan; and (c) ensure parking does not detract from the streetscape of the area.
Acceptable Solutions	Performance Criteria
A1 On-site car parking spaces must: (a) for Residential use, be not less than: (i) 1 space per bedroom or 2 spaces per 3 bedrooms; and (ii) 1 visitor space per 5 multiple dwellings or every 10 bedrooms for a Residential use other than single or multiple dwellings (rounded up to the nearest whole number); and (b) for any other use: (i) not be provided; or (ii) not be increased above existing parking numbers.	P1.1 The number of on-site car parking spaces for dwellings must meet the reasonable needs of the use, having regard to: (a) the nature and intensity of the use and car parking required; (b) the size of the dwelling and the number of bedrooms; and (c) the pattern of parking in the surrounding Penguin parking precinct plan area. P1.2 The number of on-site car parking spaces for uses, excluding dwellings, must meet the reasonable needs of the use, having regard to: (a) the availability of off-street public car parking spaces within reasonable walking distance of the site; (b) the ability of multiple users to share spaces because of: (i) variations in car parking demand over time; or (ii) efficiencies gained by consolidation of car parking spaces; (c) the availability and frequency of public transport within reasonable walking distance of the site; (d) the availability and frequency of other transport alternatives; (e) any site constraints such as existing buildings, slope, drainage, vegetation and landscaping; (f) the availability, accessibility and safety of on-street parking, having regard to the nature of the roads, traffic management and other uses in the vicinity; (g) the effect on streetscape; and

Housing Land Supply (Penguin) Order 2026
Statutory Rules 2026, No.

sch. 1

	(h) any assessment by a suitably qualified person of the actual car parking demand determined having regard to the scale and nature of the use and development, and not exceed the number specified in Table C2.1.
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PART 4 – PARKING AND SUSTAINABLE TRANSPORT CODE – DEVELOPMENT STANDARDS FOR BUILDINGS AND WORKS

C2.6.8 Siting of parking and turning areas

Objective:	That the siting of vehicle parking and access facilities for multiple dwellings in the Ironcliffe Road Specific Area Plan area does not cause an unreasonable visual impact on streetscape character or loss of amenity to adjoining properties.
Acceptable Solutions	Performance Criteria
A1 On-site parking spaces and vehicle turning areas, including garages or covered parking areas, for multiple dwellings must: (a) be located behind the building line; or (b) be screened from any road or public open space adjoining the site.	P1 The location of on-site parking and vehicle turning areas, including garages or covered parking areas, for multiple dwellings must be compatible with the streetscape, having regard to: (a) the availability of off-street public parking spaces within reasonable walking distance; (b) the ability of multiple users to share spaces because of: (i) variations in parking demand over time; or (ii) efficiencies gained by consolidation of parking spaces; (c) the availability and frequency of public transport within reasonable walking distance of the site; (d) the availability and frequency of other transport alternatives; (e) the availability, accessibility and safety of on-street parking, having regard to the nature of the roads, traffic management and other uses in the vicinity; (f) the streetscape; (g) the topography of the site; (h) the location of existing buildings on the site; (i) any constraints imposed by existing development; and (j) any assessment by a suitably qualified person of the actual parking demand, determined having regard to the scale and nature of the use and development.

Housing Land Supply (Penguin) Order 2026
Statutory Rules 2026, No.

Printed and numbered in accordance with the *Rules Publication Act 1953*.

Notified in the *Gazette* on 20 .

This order is administered in the Department of State Growth.

EXPLANATORY NOTE

(This note is not part of the order)

This order, under the *Housing Land Supply Act 2018* –

- (a) declares an area of land situated at 1 Ironcliffe Road, Penguin to be housing supply land; and
- (b) declares the intended zone in relation to that land to be the General Residential Zone referred to in the applicable planning scheme; and
- (c) modifies certain planning requirements that are to apply in relation to the land.

Housing Land Supply (Penguin) 2026

Submissions

Number	Name/Organisation
1	Metro Tasmania
2	Judith Murphy
3	Heritage Tasmania
4	Tasmania Fire Service
5	CONFIDENTIAL Department of Natural Resources and Environment Tasmania
6	Warren Barker
7	State Emergency Service
8	Libby Burton
9	TasWater
10	Jiri Lev
11	Central Coast Council
12	Janeen Lillas
13	John Sheahan
14	Julian Devery
15	Darren Briggs

From: [Ryan Mcpherson](#)
To: [State Planning Office Your Say](#)
Subject: Submission – Proposed Housing Land Supply (Penguin) Order 2026
Date: Thursday, 23 April 2026 10:52:47 AM
Attachments: [image001.png](#)
[image002.png](#)

You don't often get email from ryan.mcpherson@metrotas.com.au. [Learn why this is important](#)

Good morning,

Thank you for the opportunity to review the proposed Housing Land Supply (Penguin) Order 2026 for 1 Ironcliffe Road, Penguin .

Metro Tasmania has no objection to the proposed development application.

For your awareness, Metro currently operates Route 190 along Ironcliffe Road, King Edward Street, Kentish Street, and Main Road. We also have existing bus stops located on Ironcliffe Road prior to King Edward Street.

We request that Metro is notified of any planned road closures, traffic disruptions, or changes to road access during construction works, so we can assess and manage any impacts to service delivery and passenger safety.

Please feel free to reach out if further information is required.

Kind regards,



Ryan Mcpherson
Network & Rostering Manager

P [03 6213 0950](tel:0362130950)

E Ryan.Mcpherson@metrotas.com.au | metrotas.com.au

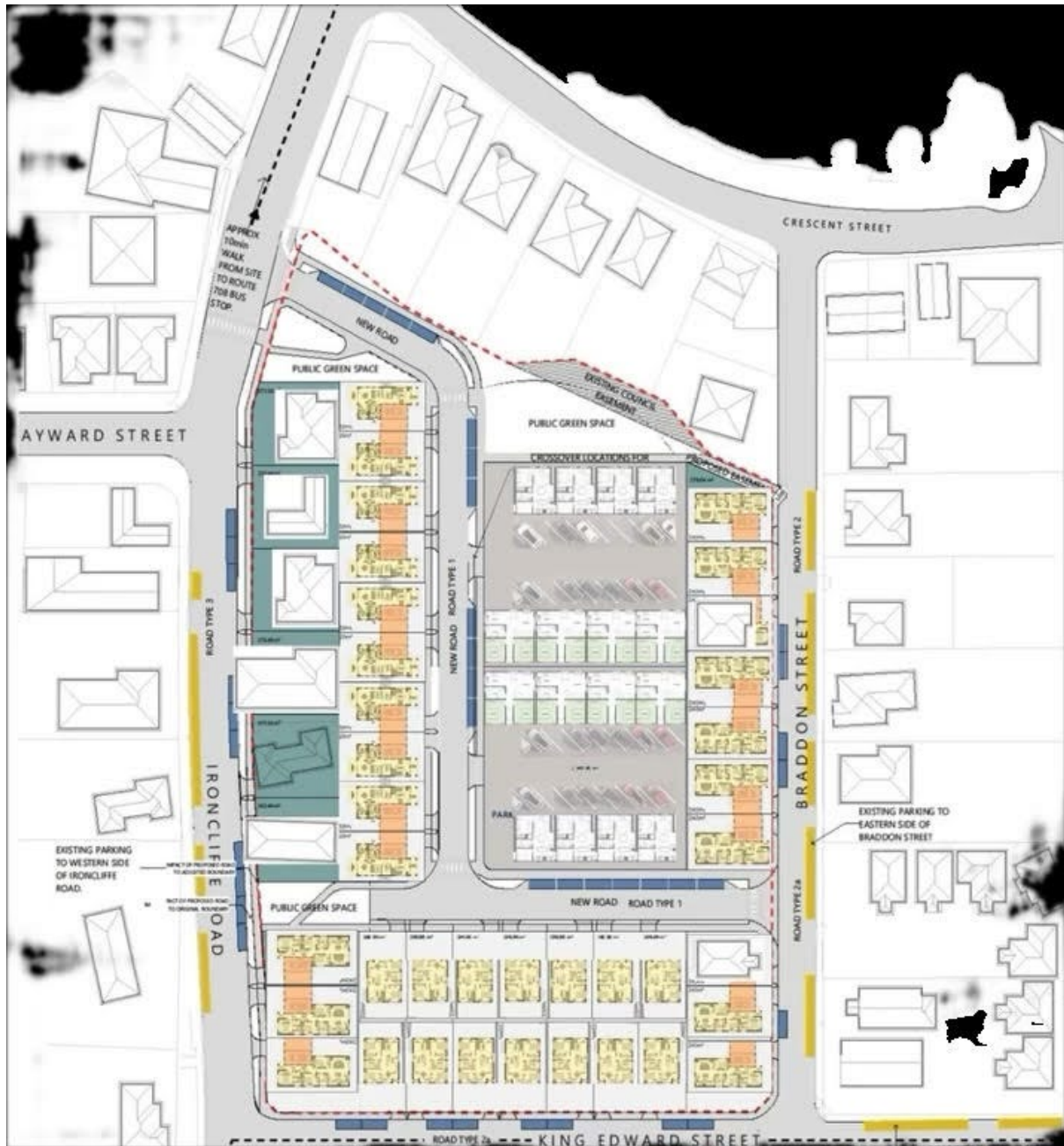
[Keep Movin with Metro Esig 2.png](#)



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**IN THE MATTER OF THE HOUSING LAND SUPPLY ORDER AND SPECIAL AREA PLAN
FOR 1 IRONCLIFFE ROAD, PENGUIN**

FORMAL OBJECTION



FROM: Judith Murphy, Resident of Penguin, Tasmania

DATE: April 27, 2026

SUBJECT: Objection to the Proposed Housing Land Supply Order (HLSO) and Special Area Plan (SAP) for 1 Ironcliffe Road, Penguin, Tasmania.

Executive Summary

This formal objection opposes the Housing Land Supply (Penguin) Order 2024 (HLSO) and Specific Area Plan (SAP) for the residential development of 1 Ironcliffe Road, Penguin, commonly known as the “Old Footy Ground.” The proposed development is unsuitable for the site and fails to meet statutory and community needs, risking the loss of a vital community asset. The following summary demonstrates why the site should be preserved for community purposes rather than developed for housing:

1. **Incompatibility with Local Character:** The high-density proposal clashes with Penguin’s low-density village aesthetic.
2. **Insufficient Green Space:** The development plan has inadequate green space. It would exacerbate Penguin’s limited public open space, critical for community well-being.
3. **Overwhelming Community Opposition:** Strong resident opposition, evidenced by surveys, public meetings and petitions.
4. **Availability of Existing Housing:** Unsold lots and existing social housing in the region negate the need for this site’s development.
5. **Preservation of Historical Significance:** The site’s century-long recreational legacy warrants protection.
6. **Viable Alternatives:** Other suitable sites exist for housing, preserving the footy ground’s community value.
7. **Inefficacy of Affordable Housing Model:** Homes Tasmania’s model fails to deliver affordable outcomes, with unsold lots and inflated costs.
8. **Systemic Mismanagement by Homes Tasmania:** The agency’s failure to deliver through programs like the Residential Land Rebate underscores its inability to manage this development effectively.
9. **Failures by Central Coast Council.** The Council has failed in consultation with the community, loss of pertinent records and breaches of procedural fairness.
10. **Inadequate Amenities and Infrastructure:** The proposal overlooks Penguin’s strained school and services.
11. **Mental Health Impacts:** Loss of green space and cramped housing would harm community mental health.
12. **Lack of Necessity:** Penguin’s low population growth does not justify sacrificing the site.

13. **Limited Employment Opportunities:** Insufficient local jobs reduce the need for additional housing.
14. **Climate Resilience and Flood Mitigation:** The site's green space supports flood prevention, critical in a coastal town.
15. **Biodiversity and Ecological Value:** The site's preservation supports local ecosystems and Eco-tourism.
16. **Economic and Tourism Benefits:** A community green space would boost property values and visitor revenue.

The body of this submission expands on these grounds, supported by detailed evidence in the Appendices and additional data, demonstrating procedural flaws, statutory breaches, and the superior public interest in retaining the site for community use. I urge revocation of the HLSO and SAP under section 18 of the Housing Land Supply Act 2018 to protect Penguin's heritage and future.

I. INTRODUCTION

This objection is not opposed to the provision of public or affordable housing in principle but specifically challenges the suitability of the Site for the proposed development and asserts that alternative sites are more appropriate. This objection is lodged pursuant to the Housing Land Supply Act 2018 and relevant provisions of the Land Use Planning and Approvals Act 1993. The HLSO and SAP fail to comply with:

- ❑ procedural fairness (Local Government Act 1993, s. 20);
- ❑ standards of good faith, transparency, and meaningful community engagement required under the Housing Land Supply Act 2018 (s. 13(2));
- ❑ principles of common law duty to act in good faith in administrative processes as established in cases such as *Minister for Immigration v Li* [2013] HCA 18;
- ❑ transparency obligations under the Land Use Planning and Approvals Act 1993, s. 9;
- ❑ the public trust doctrine and the statutory duty under the Housing Land Supply Act 2018 to balance housing needs with environmental and community amenities;
- ❑ lack of alignment in the Land Use Planning and Approvals Act 1993;
- ❑ the participatory planning requirements of the Land Use Planning and Approvals Act 1993;

- ❑ the necessity test under the Housing Land Supply Act 2018;
- ❑ The unlawful alienation of community land under the Local Government Act 1993;
- ❑ the test of reasonableness required by administrative law and the Housing Land Supply Act 2018;
- ❑ the affordability objectives of the Housing Land Supply Act 2018;
- ❑ the infrastructure adequacy requirements under the Land Use Planning and Approvals Act 1993;
- ❑ public health considerations in planning decisions under the Land Use Planning and Approvals Act 1993;
- ❑ principles of responsible governance and the public interest test under the Housing Land Supply Act 2018;
- ❑ sustainable development under the Land Use Planning and Approvals Act 1993;

rendering them ultra vires and arbitrary and must be rejected to uphold the public interest and principles of good governance.

II. BACKGROUND

1. **History of the Site:** The Site holds a rich, significant historical and cultural importance to the Penguin community, based on community recollections and historical accounts. It is understood to have been acquired in the late 1800s for the purpose of football games. For over a century football has been played at this location. (Appendix A).
2. **Community Awareness and Response:** The Penguin community was informed of Homes Tasmania's proposed development of the Site through limited public disclosure, prompting significant concern. A community survey, garnering over 1,300 signatures, and subsequent public meetings (August 6 and 14, 2024 and March 10, 2025) demonstrated widespread opposition to the development. Appendix S. The Central Coast Council (hereinafter "the Council") cited this survey but failed to adequately address community concerns or hold requested public meetings.
3. **Council's Conduct:** The Council's responses to inquiries regarding the Site have been inadequate, raising concerns about transparency, procedural fairness, and due diligence. Specifically:

- o Failure to consult the community regarding the reversion of the Site to the State Government, pursuant to title conditions mandating recreational use, in breach of principles of procedural fairness under the Local Government Act 1993.
 - o Inconsistency between the 2021 Central Coast Masterplan and the Site's title conditions which the Council knew or ought to have known, misleading the community about viable land use options. Appendix Q.
 - o Execution of a memorandum of understanding with Homes Tasmania to facilitate the development without community consultation or prior agreement with the community to do so.
 - o Recent commentary by Michael Purves, Tasmanian President of the Planning Institute of Australia, warned, in a timely analysis in "The Mercury" that planning reforms alone are insufficient amid Australia's population surge and highlighted outdated Land Use Strategies failing to align with water, sewerage and road capacities; a shrinking construction workforce amid material shortages; and regulatory gaps like short-stay diversions that erode long-term supply. Purves advocates for hybrid engagement models – echoing IAP2 best practices and Victorian inquiries where 62% of residents decried unrepresentative processes. Penguin residents would decry unrepresentative processes.
 - o Loss of records pertaining to the Site's use, covenants, and transfer history, undermining public trust and transparency.
 - o Council's recent responses to residents' concerns has been that "the site has nothing to do with them". Appendix T.
4. **Homes Tasmania's conduct:** During the consultation process for the proposed Housing Land Supply Order (HLSO) and Special Area Plan (SAP) for 1 Ironcliffe Road, Penguin, Homes Tasmania demonstrated a pattern of conduct that failed to meet the standards of good faith, transparency, and meaningful engagement required under the Housing Land Supply Act 2018 (s. 13(2)) and principles of administrative law as established in cases such as *Minister for Immigration v Li* [2013] HCA 18. Specifically:
- o Disregard for Community Input: Homes Tasmania consistently disregarded repeated representations from Penguin residents advocating for the preservation of the Site for community-focused purposes, such as recreational or civic use, rather than the proposed high-density residential development. This is evidenced by the agency's failure to incorporate resident feedback into revised plans, as documented in the

community consultation report (Appendix F, showing majority opposition to the Site plan), undermining the participatory objectives of the Housing Land Supply Act 2018, s. 13(2).

- o **Dispute of Density Designation:** Homes Tasmania classified the proposed development as medium-density under a statewide framework, rejecting residents' concerns that it constitutes high-density housing in the context of Penguin's low-density village character, as raised in community submissions (Appendix J, noting resident objections to density). The agency failed to provide evidence or engage with the community's localised perspective, breaching principles of reasonableness and fairness in administrative decision-making.
- o **Unsubstantiated Claims Regarding Infrastructure:** Homes Tasmania asserted that the Penguin District School had sufficient capacity to accommodate additional students, despite community claims to the contrary, as detailed in consultation discussions (Appendix H, recording residents' challenges and Homes Tasmania's failure to provide documentary evidence). This lack of substantiation undermines transparency obligations under the Land Use Planning and Approvals Act 1993, s. 9, and eroded public trust in the consultation process.
- o **Misleading Representations on Housing Design:** Homes Tasmania presented illustrative examples of housing designs for the Site, despite lacking authority to control the design or specifications of dwellings developed by private entities. This speculative presentation misled the community about the certainty of the development's aesthetic and functional outcomes, contrary to the good faith required in public consultations.
- o **Vague and Evasive Responses:** When questioned about critical details, such as the number and configuration of proposed two-storey units in the central area of the Site, Homes Tasmania provided deliberately vague responses, often stating that "matters are still in the planning phase" or "decisions are yet to be finalised." This evasiveness hindered meaningful community input, violating the statutory requirement for open and accountable engagement under the Housing Land Supply Act 2018, s. 13(2).
- o **Legal Implications:** The above actions by Homes Tasmania constitute a failure to conduct consultations in good faith, as required by the Housing Land Supply Act 2018 and the common law duty to act in good faith in administrative processes, as affirmed in *Minister for Immigration v Li* [2013] HCA 18, which mandates reasonable and transparent decision-making. By dismissing community concerns (Appendix F), failing to provide evidence-based responses (Appendix H), and presenting

misleading information (Appendix J), Homes Tasmania's conduct undermines the legitimacy of the consultation process and raises questions about compliance with its statutory obligations.

- o Homes Tasmania's blatant mismanagement was recently laid bare by Channel 7 Tasmania's September 30, 2025 report that the government has halted a key grant scheme for medium and high density housing due to soaring construction costs, effectively cancelling home projects in Hobart. It is likely that any other projects including the ill-fated 1 Ironcliff Road proposed development, will be be strangled alongside those in Hobart, and it would be sheer folly to commence this project, squandering taxpayer money on a doomed and poorly planned scheme. This is amplified by Independent MP David O'Byrne's blistering condemnation in Hansard on September 25, 2025, where he excoriated Homes Tasmania's dismal failure at the Huntingfield project – seven years post-rezoning with zero homes built despite a 2022 handover – denouncing their delays, cost overruns, and inability to meet housing targets, exposing their profound ineptitude and rendering the Penguin proposal a wasteful, misconceived endeavour that defies community interests and the affordability goals of the Housing Land Supply Act 2018

In light of these deficiencies, the consultation process for the proposed HLSO and SAP is fundamentally flawed, rendering any subsequent decisions vulnerable to challenge as procedurally invalid. The undersigned submits that Homes Tasmania's conduct necessitates a thorough review of the consultation process to ensure compliance with legal standards and the protection of community interests.

III. GROUNDS FOR OBJECTION

The following grounds substantiate this objection to the proposed HLSO and SAP:

1. Incompatibility with Penguin's Character and History

- o The proposed development, comprising approximately 45 blocks for freestanding or co-joined dwellings plus an additional two central areas for multi-storey units (potentially 50 units), is inconsistent with Penguin's aesthetic and low-density residential character. As can be seen by the map of the area, (Appendix B), properties surrounding the site feature larger lot sizes and significant private garden spaces, whereas the proposed high-density layout is inconsistent with its surrounds and lacks adequate green space, contrary to best practices in urban planning under the Tasmanian Planning Scheme.

- o The site, a community football oval for over a century, holds deep historical significance. (Appendix A).
- o Homes Tasmania's consultation process failed to provide specific details about the multi-storey units (Appendix C), raising concerns about potential high-density development by private developers that would further disrupt the town's character.
- o Despite extensive efforts to locate images of homes constructed on Homes Tasmania's allocated blocks across Tasmania, including searches on real estate platforms and Homes Tasmania's official website, no such photos could be found. However, images of State housing on similarly sized blocks to those proposed for 1 Ironcliffe Road provide a reasonable basis for envisioning the likely development. Given that these small lots are intended for affordable housing targeting low-income earners, it is logical to assume the houses at 1 Ironcliffe Road will follow a comparable design pattern. Analysis of similar State housing projects, such as those in Ulverstone and Rokeby, reveals designs that conflict with local architectural norms (Appendix D). This lack of alignment undermines the Land Use Planning and Approvals Act 1993, which seeks to ensure sustainable development that preserves local character and heritage, rendering the Specific Area Plan (SAP) inconsistent with statutory planning principles.

2. Insufficient Public Green Space:

- o The 2021 Census data show that among 10 towns with a population between 3,000 to 4,500, Penguin (approximately 3,000) ranks in the lowest cohort for publicly accessible green space (including the foreshore strip) in proportion to built space. Satellite views on google maps reveal the "old footy" Site as the only meaningful island of public open space in Penguin (Appendix E), apart from Dial Park, which is located a couple of kilometres away from Penguin's core, up a significant hill, and over a four lane motorway. Compared to Latrobe, Smithton, George Town, and Port Sorell, Penguin is noticeably deficient. Including towns from 2,500 to 4,500 (e.g Deloraine, Huonville, Margate) makes the comparison even starker. The proposed development would exacerbate this deficit, contrary to community needs and planning principles prioritising public amenities.
- o The proposed development's failure to preserve sufficient essential green space breaches the public trust doctrine and the statutory duty under the Housing Land Supply Act 2018 to balance housing needs with

environmental and community amenities, leading to an inequitable burden on Penguin's residents.

- o Central Coast Council and State Planning Guidelines both support the provision and value of adequate green space. Appendix N.

3. Overwhelming Community Opposition:

- o Community sentiment, evidenced by a survey of over 1,300 residents and an internet poll showing 88% prefer less than 50% of the Site for housing, overwhelmingly opposes the development. Homes Tasmania acknowledged this opposition in its consultation report (Appendix F).
- o The proposed sale of 85% of the Site, with 15% (the community was told “about 7”), allocated for public housing, prioritises financial gain over community interests, particularly amidst significant public expenditure on unrelated projects.
- o Homes Tasmania may cite the 2021 Central Coast Masterplan as evidence of community support for housing at 1 Ironcliffe Road, but this document alone is insufficient to justify the proposed development. Community sentiments evolve, and certainly, the housing market in Penguin has changed significantly since 2021. Four years ago, homes sold quickly, and vacant land was scarce. Today, property sales have slowed, and several vacant lots are available, with land prices around \$150,000. Additionally, the Masterplan’s consultation process, led by Council-appointed consultants, raises concerns about bias, as councils often guide consultants toward predetermined outcomes. Despite alternative proposals being raised during consultations, the Masterplan prioritised housing, which now no longer reflects current community priorities. Appendix P.
- o Homes Tasmania acquired the land at 1 Ironcliffe Road at no cost, enabling the agency to more than recover the expenses associated with constructing a limited number of social housing units. However, this development would result in the permanent loss of a highly valued parcel of land ideally suited for civic purposes, thereby depriving the Penguin community of a significant community asset without providing adequate compensation or benefits to local residents.
- o To accurately assess the level of community support or opposition to Homes Tasmania’s plan for 1 Ironcliffe Road, I strongly recommend conducting an elector poll. This would ensure that the government’s decisions reflect the true will of Penguin’s residents.

- o This blatant disregard for community opposition constitutes a failure to adhere to the participatory planning requirements of the Land Use Planning and Approvals Act 1993, rendering the HLSO and SAP procedurally invalid and contrary to the principles of democratic governance.

4. Adequate Existing Public Housing:

- o Penguin has approximately 80 social housing dwellings out of 1,565 total homes, with some units vacant, indicating sufficient provision for a small community.
- o Penguin's current social housing stock (approximately 80 dwellings out of 1,565, or 5.1%) exceeds the state average of 4.1%. Additional social housing is therefore unnecessary, given that Penguin already exceeds the State average of social housing.
- o Homes Tasmania's own data shows 67 unsold "affordable" housing blocks in the northwest region, suggesting the proposed development is unnecessary.
- o The pursuit of additional housing at this Site, despite existing adequacy, is irrational and disproportionate, violating the necessity test under the Housing Land Supply Act 2018 and wasting public resources that could be allocated to more pressing regional needs.

5. Preservation of the Site for Community Use:

- o The Site's central location, one street from Penguin's main shopping strip and beach, makes it ideal for community-focused development, such as a medical hub, swimming pool, botanical garden, or village green.
- o The Site's designation for recreational use under its title conditions further supports its preservation for community benefit rather than high-density housing.
- o The site at 1 Ironcliffe Road holds significant potential for civic purposes that align with Penguin's strong community pride in its public spaces. This is evident in the efforts of a Council-supported volunteer group dedicated to maintaining Penguin's beauty, as well as the town's cherished gardens. For example, the site could be transformed into a regional botanical garden featuring a central lawn for diverse recreational activities. While this is my suggestion, many other ideas exist within the community. The future of this site should reflect the will of Penguin's residents,

determined through meaningful consultation, rather than arbitrary decisions made by state government and local government out of touch with its community.

- o Preserving the site at 1 Ironcliffe Road for future generations is critical due to its prime location and potential to serve as a lasting community asset in Penguin's town centre. This site, nestled close to the heart of the town, offers a rare opportunity to create a legacy space that enhances community well-being, fosters social cohesion, and supports Penguin's identity as a vibrant, community-oriented coastal town. The Central Coast Council's current land strategy emphasises setting aside vacant council land for future housing and commercial developments to accommodate projected population growth. However, with Penguin's population growth remaining minimal (projected at less than 1% annually per ABS data), the urgency to rezone recreational land for such purposes is questionable. However, if Council is proactively reserving land for future development, it should equally prioritise preserving 1 Ironcliffe Road for future community use, ensuring that future generations inherit a space dedicated to recreation, culture, or civic engagement rather than losing it to short-term development pressures. Appendix R.
- o Converting the Site to residential use contravenes the title conditions and the statutory mandate to prioritise public recreational spaces, amounting to an unlawful alienation of community land under the Local Government Act 1993.

6. Availability of Alternative Sites:

Alternative sites in Penguin, including

- o Land behind the squash courts and athletics track;
- o Park Avenue;
- o Dykes Reserve (subject to acquisition from private ownership, owned by the Roland View Estate Trust). Roland View Estate Trust (listed on the ACNC site) states their current activities as 'Two subdivisions are being undertaken to support projects in the community for the elderly';
- o The old school site;
- o Central Coast Council's own planning scheme, has an existing SAP for the Main Street of Penguin, but did not see any need to determine a new or different SAP for the old footy ground, 1 Ironcliffe Road; Appendix R.

- o The existence of these viable alternatives renders the proposed HLSO and SAP unnecessary and disproportionate, failing the test of reasonableness required by administrative law and the Housing Land Supply Act 2018.

7. Inefficacy of Affordable Housing Model:

- o Tasmania's affordable housing model has been less than an overwhelming success, with 67 unsold blocks in the northwest region and 159 statewide, some still on the market for over two years. These blocks, prioritised for 30 days for low-income earners, and then available for the general public, including developers, have not attracted buyers, suggesting either the "affordability" tag promoted by Homes Tasmania is misleading, the blocks lack appeal due to high density designs, or both. If all Homes Tasmania had sold, a case for more "affordable" housing might exist, but this is not the case.
- o Further evidence of Homes Tasmania's failure to deliver affordable housing is demonstrated by the Residential Land Rebate Program's lack of results, as reported in The Advocate on June 3, 2025 (Appendix O). Despite allocating \$682,505 to seven developers since July 2024, no affordable land lots have been sold as of May 20, 2025, and the program's guidelines allow developers to retain initial funds even if lots are sold above the affordability cap (\$280,000 for Penguin's urban fringe) or remain unsold. This raises concerns about taxpayer money being misallocated without accountability, with Labor's Luke Edmunds noting the program is "not meeting its objectives." Homes Tasmania's practice of counting unsold land toward its 10,000 homes by 2032 target further inflates reported progress, undermining its credibility to manage the proposed development at 1 Ironcliffe Road effectively.
- o The Penguin proposed development has higher density than comparable developments in larger towns like Georgetown, and is unlikely to succeed under Homes Tasmania's model and risks further alienating residents. This higher density than other areas suggests Homes Tasmania's plan to cash in on tiny fragments of land close to the town's centre.
- o Homes Tasmania makes repeated claims in its literature of providing "affordable" housing. From the Homes Tasmania website: "Homes Tasmania is committed to increasing social and **affordable** housing and releasing residential land for home ownership for Tasmanians. Delivering residential subdivisions on surplus Government land can assist in putting downward pressure on rising land prices for homeowners and ensure land supply is available for new housing for Tasmanians on **low incomes**. Homes Tasmania makes submissions for HLSOs as appropriate land is identified. Proposed

developments prioritise the sale of lots for private and **affordable** home ownership and generally retain around 15 per cent of lots for social and supported housing.”

- o This claim is misleading in regard to the site of 1 Ironcliffe Road. Homes Tasmania has not provided costing for the blocks at the Site; however, it has indicated that it will use the Council Rate Notices as a guide. Appendix G is a detailed estimated costing for a house and land package for the Site. In summary, the cost of the block plus the build of a modest 2-bedroom home pushes total home costs to \$625,000 - \$1,195,000 (block and build), exceeding Tasmania’s affordable housing benchmarks (e.g., <30% of median income for repayments). Infrastructure burdens (passed to buyers) inflate costs, making claims of affordability false—especially in Penguin, where median incomes lag those of Hobart. Currently the median price for a property in Penguin is \$546,000.00 (almost \$100,000.00 lower than the estimated cheapest property on the Homes Tasmania development).
 - o The model’s proven inefficacy, as evidenced by unsold blocks, inflated costs, and the Residential Land Rebate Program’s failure to deliver any affordable lots (Appendix O), demonstrates a failure to meet the affordability objectives of the Housing Land Supply Act 2018, rendering the SAP an ineffective and misleading solution that exacerbates rather than alleviates housing inequities.
 - o There are several existing blocks of land for sale in Penguin at around the \$150,000 mark, providing serviced land similar to the proposed Site at 1 Ironcliffe Road, making this development unnecessary, ineffective and rendering it ultra vires.
 - o
8. **Insufficient Public Amenities:** Penguin lacks infrastructure to support additional residents, including:
- o Penguin District School at 91% capacity (Appendix H).
 - o No manned police station (nearest in Ulverstone, 20 minutes away).
 - o Limited retail (IGA stores insufficient for comprehensive needs).
 - o Overstretched medical facilities with closed books and six-week wait times.
 - o No Centrelink office, dentist, or psychological services (nearest in Burnie, 30 minutes away).
 - o Inadequate public transport and employment opportunities.

- o The proposed development at 1 Ironcliffe Road raises significant concerns about sewerage system capacity. As the site lacks existing sewerage infrastructure, new pipes would need to be connected to century-old sewer lines servicing surrounding historic buildings, potentially straining the system. Alternatively, installing a new line to the main outlet would likely be cost-prohibitive, further questioning the project's feasibility.
- o Concerns about traffic on Braddon Street and Ironcliffe Road. The streets surrounding the Site are inadequate to support a housing development of this size, particularly as Braddon Street is the location of the Catholic Church and is crowded by Sunday services plus the addition of visitors and tourists to the Penguin Sunday market. Ironcliffe Road is one of the main access points to the main State highway and is the feeder street to the Penguin District School and the Dial Sporting complex.
- o Should the development proceed, land would need to be taken from the site to widen roads for parallel parking on each side of these streets, plus extra width to cater for future traffic needs. This would likely reduce block sizes further to accommodate the land sequestered for road widening, exacerbating the density of homes even further. The capacity of the streets to handle the increased traffic flow is highlighted in Homes Tasmania's community consultation report (Appendix I).
- o Homes Tasmania acknowledged these infrastructure deficits in its consultation summary (Appendix J). This acknowledgement by Homes Tasmania underscores the development's failure to meet the infrastructure adequacy requirements under the Land Use Planning and Approvals Act 1993, constituting a breach that renders the HLSO and SAP unsustainable and contrary to public interest.

9. Mental Health Impacts:

- o High-density housing is associated with adverse mental health outcomes (Appendix K). Research, including a 2020 study in Urban Studies, highlights that high-density living can increase stress, anxiety, and social isolation due to limited personal space and reduced access to natural environments. This is particularly concerning for Penguin, where residents value the low-density, community-oriented lifestyle that supports mental well-being.
- o Further, a Science Acumen report indicates children in rural settings with access to nature are 55% less likely to develop psychiatric disorders, underscoring the importance of preserving Penguin's village

character. This report emphasises that exposure to green spaces, like the Old Footy Ground, fosters emotional resilience and cognitive development in children, benefits that would be compromised by converting this rare, central recreational space into high-density housing. Preserving such spaces is critical to maintaining Penguin's rural environment, which supports mental health across all age groups.

- o The proposed development's disregard for these mental health impacts violates the duty to consider public health in planning decisions under the Land Use Planning and Approvals Act 1993, exacerbating vulnerabilities in a community already facing limited psychological services.

10. Questionable Necessity and Fiscal Responsibility:

- o Tasmania's public housing stock includes 5,000 homes, with a total social housing portfolio of 14,700 dwellings (AIHW, 2024). At a build price of approximately \$300,000 per small unit, the proposed development raises concerns about fiscal responsibility, especially given minimal annual population growth of approximately 1,051 people (0.18%) from December 2023 to December 2024, per ABS, with continued slow growth at 0.3%, and existing unsold land.
- o In North West Tasmania as of June 30, 2024, the population was 119,790, with a growth rate of 0.2%, lower than the state average and significantly below Greater Hobart. Tasmania's growth rate is the lowest of all Australian States. (Appendix L)
- o As mentioned previously, there are several existing blocks of land for sale in Penguin at around the \$150,000 mark, providing serviced land similar to the proposed Site at 1 Ironcliffe Road, making this development unnecessary, ineffective and rendering the Homes Tasmania development ultra vires.
- o At the writing of this submission there were 62 properties for sale in Penguin. Also, there were 38 parcels of land for sale, 20 in Penguin itself and 18 in surrounding suburbs. The median price for a property in Penguin is \$546,00.00.
- o Research from the Australian Housing and Urban Research Institute indicates public housing does not significantly improve tenants' quality of life compared to private tenants, suggesting alternative housing solutions should be explored (Appendix M). This empirical evidence supports the argument that the proposed social housing component is ineffective,

breaching the efficiency requirements of public expenditure under fiscal responsibility principles.

- o The fiscal imprudence of this project, in light of low population growth and existing housing surplus, renders the HLSO and SAP an unjustifiable expenditure of public funds, contrary to principles of responsible governance and the public interest test under the Housing Land Supply Act 2018.

11. Limited work opportunities.

- o The limited employment opportunities in Penguin further underscore the unsuitability of the proposed development, as the town's small size and economic structure offer insufficient prospects for additional residents. According to data from the Australian Bureau of Statistics (ABS), the unemployment rate in the Central Coast Local Government Area (LGA), which includes Penguin, stands at 4.1% as of 2025, slightly below the state average of 4.0%; however, this masks the region's reliance on part-time and seasonal work, with only 54% of employed individuals in full-time positions and 39% in part-time roles in 2021 (profile.id.com.au/central-coast/employment-status) .
- o Penguin's economy is dominated by tourism and agriculture, and includes a few retail jobs, with limited full-time and diverse job options within the town itself, forcing many residents to commute to nearby Ulverstone (20 minutes away) or Burnie (30 minutes away) for employment, as evidenced by SEEK listings showing 224 full-time jobs in the Penguin area, but primarily in surrounding regions (www.seek.com.au/jobs/in-Penguin-TAS-7316/full-time).
- o This scarcity of local work exacerbates existing infrastructure strains and risks increasing unemployment or underemployment among new residents, contrary to the principles of sustainable development under the Land Use Planning and Approvals Act 1993.

12. Long-term benefits for retaining the Site for recreational use.

Climate Resilience and Flood Mitigation:

- o Coastal towns like Penguin face increasing risks from climate change, including sea-level rise and storm surges (projected to worsen by 2050 per Tasmania's Coastal Hazards Strategy). Preserving the footy ground as permeable green space could act as a natural buffer, absorbing storm-water and reducing flood damage—benefits housing development would eliminate by increasing impervious surfaces (e.g., concrete). Studies show urban green spaces in Australia can lower flood risks by 20–30% through natural drainage, saving councils millions in infrastructure repairs. For Penguin, this site's central, low-

lying location makes it ideal for "sponge city" features like rain gardens, enhancing resilience.

Biodiversity and Ecological Value:

- o As a rare undeveloped coastal plot near Penguin's foreshore, the site could be used to support local ecosystems, including migratory birds and native flora (e.g., Tasmania's coastal heath-lands, home to species like the eastern barred bandicoot). Converting it to housing could exacerbate biodiversity loss in Tasmania's northwest (already under pressure from urban sprawl). Re-purposing as a community botanical garden would promote conservation education and Eco-tourism, aligning with the Tasmanian Biodiversity Strategy 2023–2030, which priorities urban green corridors for species recovery—offering educational programs for locals and visitors.

Economic Boost Through Tourism and Property Values:

- o Small towns like Penguin rely on tourism (e.g., its coastal charm draws 200,000+ visitors annually via the Cradle Coast region). A community-focused green space could enhance this by creating a "signature attraction" (e.g., a village green for events), potentially increasing visitor spend by 10–15% as seen in similar Australian sites. Research shows proximity to quality green spaces raises nearby property values by 6–10% in urban areas, benefiting Penguin's economy without the short-term revenue from housing sales. This contrasts with housing's one-off gains, fostering sustainable growth through events like markets or festivals.

Health Cost Savings and Productivity Gains:

- o Beyond mental health (which has been covered), green spaces in rural settings reduce healthcare costs by promoting physical activity and lowering chronic disease rates (e.g., Tasmania's obesity rate is 67%, highest nationally). A community hub could save the state \$1–2 million annually in health expenses per 1,000 residents through preventive benefits, per Australian studies. In low-growth areas like Penguin, this boosts workforce productivity (e.g., fewer sick days), supporting long-term economic stability over housing's immediate but limited impact.

IV. RELIEF SOUGHT

The undersigned respectfully requests the following:

1. Rejection of the proposed HLSO and SAP for 1 Ironcliffe Road, Penguin.

2. An order directing Homes Tasmania to engage in meaningful, transparent consultation with the Penguin community to identify any vacant land of appropriate size and scope that will not unduly impinge on existing resources, that will not compromise central existing spaces and that are in keeping with the village character of Penguin.
3. An order recommending the reinstatement of the Site's caretaker arrangement with the Central Coast Council, with a directive for the Council to conduct comprehensive community consultation to determine the Site's future use in accordance with public will and title conditions.
4. And lastly, an order for an inquiry into the Council's and Homes Tasmania's conduct, including their lack of transparent engagement with the community, their failure to seek and subsequently acknowledge the majority of residents' views, and their signing of a memorandum of understanding with each other without public knowledge, to ensure accountability and prevent similar breaches of public trust.

V. CONCLUSION

The proposed Housing Land Supply (Penguin) Order 2024 (HLSO) and Specific Area Plan (SAP) for 1 Ironcliffe Road, Penguin, are fundamentally misaligned with the community's needs, statutory obligations, and the public interest. The development's high-density design, inadequate infrastructure support, and disregard for Penguin's village character, historical significance, and ecological value render it unsuitable, as evidenced by overwhelming resident opposition (Appendix F). Homes Tasmania's failure to deliver affordable housing, demonstrated by unsold lots statewide, inflated costs (Appendix G), and the ineffective Residential Land Rebate Program (Appendix O), undermines its capacity to manage this site responsibly. The agency's dismissive consultation practices (Appendices H, J) further breach transparency and good faith duties under the Housing Land Supply Act 2018 (s. 13(2)) and principles of administrative law (*Minister for Immigration v Li* [2013] HCA 18).

Preserving the Old Footy Ground for legacy community purposes—such as a village green, botanical garden, or civic hub—offers superior benefits: mitigating flood risks, supporting biodiversity, boosting tourism and property values, and reducing health costs. Existing housing capacity and alternative sites better address Tasmania's housing needs without sacrificing this irreplaceable asset.

The Central Coast Council's and Homes Tasmania's prioritisation of revenue over community welfare, evidenced by procedural flaws and lack of accountability, warrants scrutiny.

This submission, supported by the appendices and detailed analysis in the body, demonstrates that the HLSO and SAP are procedurally deficient, contrary to the public interest, and an ineffective response to housing challenges. The undersigned urges the revocation or amendment of the HLSO and SAP under section 18 of the Housing Land Supply Act 2018, a formal investigation into Homes Tasmania's and the Council's conduct, and a commitment to community-focused planning that respects Penguin's heritage, environment, and future.

The undersigned urges the rejection of the proposal and the prioritisation of community-driven solutions.

Respectfully submitted,

Judith Murphy

Resident of Penguin, Tasmania

April 27, 2026

Attachments: Appendices A–T (as referenced)

Appendix A. History of 1 Ironcliffe Road.

The following constitutes a documented history of the land at 1 Ironcliffe Road, Penguin, Tasmania, commonly referred to as the “Old Footy Ground”, as compiled from available title searches and historical newspaper records. Regrettably, comprehensive records, including what is believed to be a century-old caveat designating the Site for recreational use, were reportedly destroyed in a municipal fire at the time of the merger between Penguin Local Council and the Ulverstone Council. The Central Coast Council, located in Ulverstone, has stated that it possesses no knowledge or records pertaining to the historical ownership or use of the Site.

In the late 1800's, (from old newspaper clippings supplied by the Penguin historical society) the Site was acquired by private citizens with the express purpose of establishing a football club and facilitating regular football activities. This purpose was realised, and the Site served as a community football ground. In the early 1900's, a local council was established in the Penguin area, and the private owners permitted the council to maintain the Site as a football oval. Subsequently, the local council requested that the Tasmanian State Government repurchase the Site, which apparently it did, compensating the original owners with a nominal sum, often referred to as a peppercorn amount, for the transfer of ownership. A grandstand was constructed on the Site, which was later destroyed by fire, according to newspaper articles of the time. Following the transfer, the State assumed ownership of the Site, designating it for recreational purposes. The local council continued to maintain the Site, and it remained a venue for football activities for over a century. Many residents of Penguin retain

cherished memories of attending football matches at the Site, underscoring its cultural and historical significance to the community.

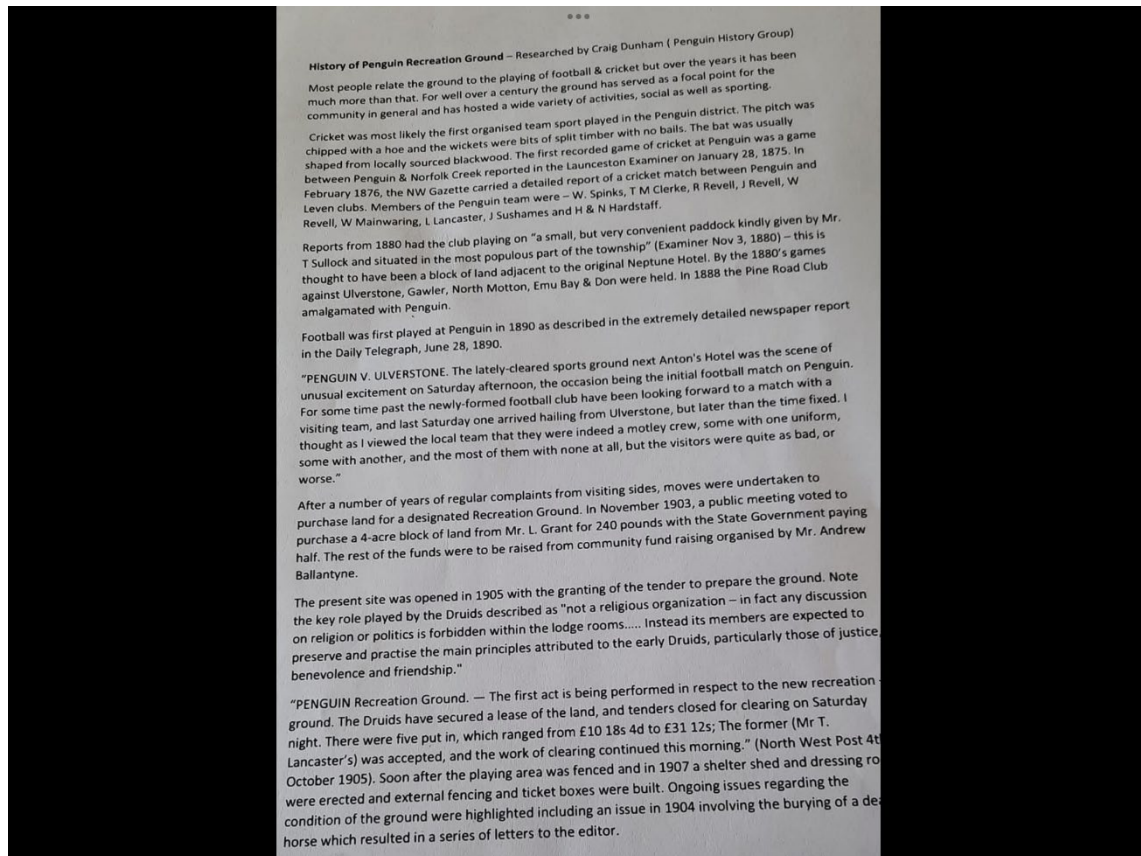
In 2017, following the adoption of the Penguin Recreation Ground Master Plan in June 2017, the Penguin Football and Cricket Clubs relocated to the newly redeveloped Dial Regional Sports Complex. Consequently, the Site fell into disuse for formal sporting activities. Nevertheless, local residents continued to utilise the Site for informal recreational purposes, including casual football kick to kick and dog walking, under the reasonable assumption that the Site would remain vacant until an appropriate civic use was determined.

Subsequent to 2017, and over the course of more than a century since its initial acquisition, the aforementioned municipal fire destroyed all municipal records pertaining to the Site. Despite this loss, the Central Coast Council continued to maintain the Site during its period of active use as a football ground and subsequent disuse.

In 2021, the Central Coast Council commissioned a Masterplan for Penguin, which included proposals for the now-disused Site. Given its prime location, one street removed from the Penguin foreshore, it is reasonable to infer that the Site's development for housing purposes could generate significant revenue for the Council. The Masterplan, developed by consultants engaged by the Council, appeared to prioritise residential development, and a low-density community housing scheme was drawn up, despite alternative proposals for the Site's use put forward by the community. Ultimately, the residential proposal prevailed within the Masterplan framework. However, for reasons not disclosed by the Council, this component of the Masterplan was not advanced, despite publicly advertising the residential development. One can only deduce that Council negotiated with several developers to purchase the Site, but no sale ensued. And one can further deduce that, given the Council's planning requirements, that no developers were interested as the profit margins were not there. The Site remained vacant for four years and the community assumed that no buyers were found to develop the Site and that it would remain vacant until such time as Council determined another use for the Site.

In 2024, the Penguin community learned through informal channels, absent from any formal announcement from the Central Coast Council, that the Tasmanian State Government had resumed complete ownership of the Site and transferred it to Homes Tasmania for the development of high density affordable and social housing. Despite repeated requests from residents for clarification regarding the reversion of the Site to State control, the Council has provided no explanation, asserting only that the Site is no longer within its purview or responsibility.

This unexplained reversion and transfer constitute a breach of fiduciary duty to the community, as the Council and State failed to uphold the Site's designated recreational purpose, potentially rendering the transaction voidable under common law principles of public trust.



credit on the builders, Monson & Co., who have made it attractive, as well as substantial. Underneath the seating space there are three rooms; one is for the convenience of ladies, another a dressing shed for visiting teams; while the third room is not yet fitted for any particular use, but later will probably be arranged for the use of ladies when catering for afternoon teas and dinners on the ground. The stand is mounted on either side by concrete steps, and it is with ease that any particular seat can be reached. On the opposite side of the ground are the men's dressing sheds and lavatory. This latter is probably the most sanitary public building of its kind to be found on any football ground on the Coast. The people of Penguin have real cause to be proud of their achievement. It is probably a unique happening for the people of a district to be able to erect such a building and then to hand it over to the council free of all debt." (Advocate, 5th May 1924, page 2)

Much of the overwhelming support within the community for these improvements was attributed to the wide spread use of the ground by a large variety of community groups. Apart from football and cricket, it was the venue for the annual Penguin Agricultural Show, regular Athletic and sports carnivals, women's Hockey, gymkhanas, Sheep dog trials, in the early years even the local Hunt Club used the ground on occasions, as had the Penguin Light Horse Troop in the early years of the new century. During the war, it hosted a number of patriotic gatherings including a celebratory bonfire to mark the end of the hostilities as well as the initial Anzac Day celebrations.

A momentous and unique happening saw the live radio broadcast of a local football game in August of 1932 when 7UV called the Ulverstone - Latrobe semi-final played at the Penguin Oval. Occasional community events were staged at the ground such as in 1935 with a Thanksgiving service for King George V, marking his 25-year reign. Fires were an ever-present concern in the early years of the district and in 1934 a newspaper reported -

"PENGUIN DESTRUCTIVE FIRE

Shortly before one o'clock on Wednesday morning an alarm of fire was given at Penguin, the training shed on the east side of the recreation ground being a mass of flames. The fire brigade quickly answered the call, and there was plenty of water, but the building and contents were destroyed. Among the goods destroyed were the Penguin cricket club's coir matting, a new practice net, some bats, balls, a new lawn mower, a bath heater, and two new footballs, and tables, etc., belonging to the senior football club. The building was partly insured, but the fire will mean a serious loss to local footballers and cricketers." (Examiner April 12, 1934) The replacement visitors' dressing shed, measured 32 feet by 12 feet (11 by 4 yards) and cost 43 pounds - an extremely confined space to say the least!

Considerable changes were made to the ground in the early 1950's with the extension of the playing area following the demolition of the 2 cottages at the southern end bordering King Edward Street. With financial backing from the State Government, the oval's new dimensions were 170 by 125 yards. A turf wicket was also included to cater for Penguin's inclusion in the new NWTCA competition. At that time the ground played a pivotal role in important civic occasions such as the 1951 Jubilee Celebrations and in 1954 the visit of the Queen.

Many colourful characters and memorable incidents can be linked to the town. Ivan Horne's mechanical flair saw the coast's first fully mechanised ride on turf wicket roller. Murray Ling's sterling efforts as a boundary umpire with his single arm are both memorable examples. A 1923 report in the Mercury focused on a hostile reception for the umpire following a single point loss. On a number of occasions the umpires were under siege in their changerooms awaiting police protection.

A new larger grandstand was opened in 1960 and named the "J. C. Hales Memorial" in honour of a long-standing Councillor and former Warden. Also, a new scoreboard including an umpires changeroom were opened. The new stand incorporated change rooms for the home side. A decade later, extensions saw the construction of social rooms, a kitchen and bar facilities. In more recent decades it has been the venue for a variety of activities - wood chopping including the World Centenary of Chopping in 1970, marching girls' events, the town's first soccer games, some of the Penguin Centenary celebrations in 1975, various music performances and it served as a stopover for the Great Around Tasmania Bike Ride (see photo below).

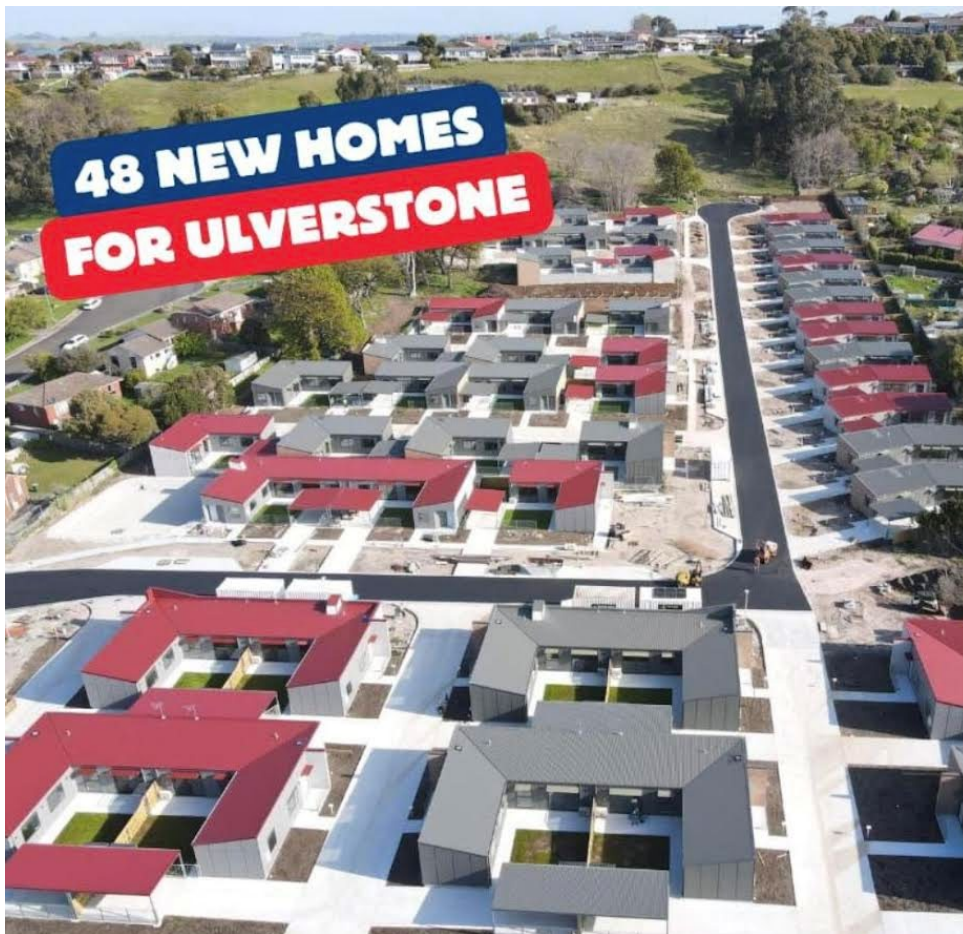
All of this confirms the key role played by "The Rec" over the past 100 years and more. It is not just a footy and cricket ground but has served the whole community in so many varied ways over the years, constantly evolving and transforming to suit the times. It will be interesting to see what the future holds?

[illegible]

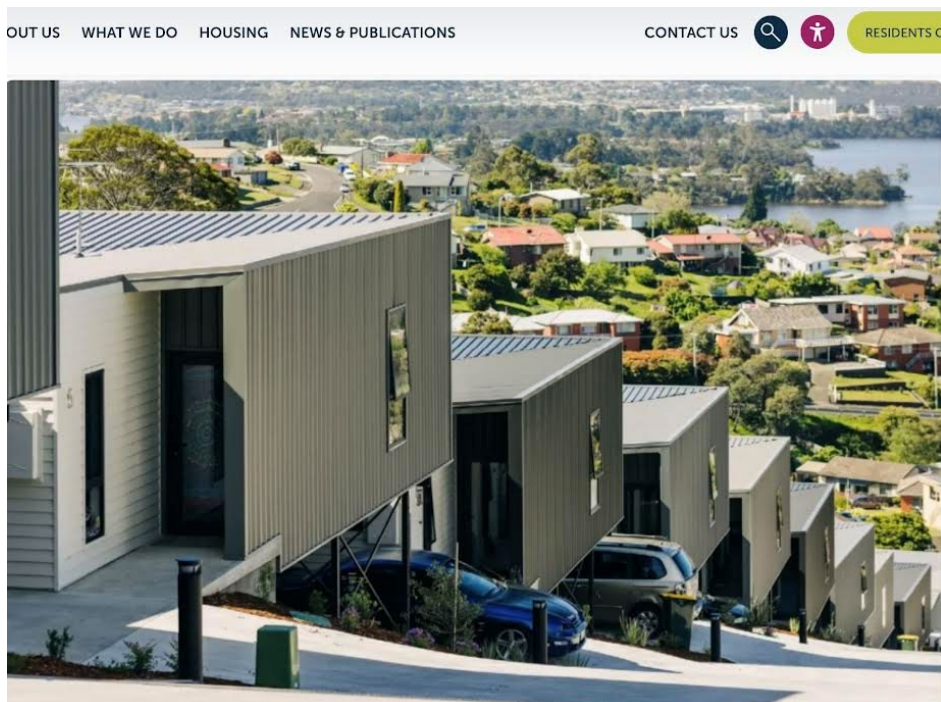
Appendix C. Central area of the development (black rectangle) where an unknown number of 2 story units are to be built.



Appendix D. From Felix Ellis's Facebook page. Picture of Homes Tasmania/Homes Choices Ulverstone development.



Below – Government housing at Rokey



Appendix E. Picture of the site in respect to Penguin's main shopping area and foreshore.



The ownership of the land was transferred from the Tasmanian Government's Parks and Wildlife Service to Homes Tasmania at the end of July, 2024. *(ABC News: Morgan Timms)*



Penguin's historic oval is at the centre of a proposed housing project that has been met with community backlash. (ABC News: Morgan Timms)

Appendix F. From Homes Tasmania community consultation report showing community opposition to the site development.

11:42 am Wed 30 Jul

100%

hometasmania.com.au

3.1 Support for housing

There was wide recognition of the need for more housing in Penguin, including the need for affordable and social homes. There was a view that this should be 'salt and peppered' throughout the site.

However, most feedback did not support the draft master plan, with one form letter describing it as a 'cheap, band-aid fix...'

Some residents believed the site should be maintained for public use, as either a park for recreation or parking space for cars, caravans, buses and trucks.

Some residents felt that any new housing should reflect the needs of the wider community. There was support for larger lot sizes and a preference for single dwellings over multi-dwelling units, although two-storey dwellings were acceptable to some.

Several residents suggested alternative locations for affordable and social housing, believing those sites would better suit higher-density development.

"This is a fabulous opportunity for the space to be developed appropriately."

"We don't need more houses."

"Penguin does not have a homeless population."

"One thing Tasmania doesn't have is a shortage of residential land."

"If the government really wants to build more housing in this state, how about building a new town or restoring an old, abandoned town?"

This would help solve several issues, the work would create employment, and create the housing required. Along with services, and new businesses to serve the new town's needs."

"What about Hiscutt Park and Killara

3.2 Density and yield

This section provides feedback on the draft master plan's proposed:

- density refers to dwelling types such as stand-alone dwellings, attached homes and apartments and
- yield refers to the number of dwellings and/or lots that could be created in a development.

Some residents supported the proposal however most feedback wanted to see reduced density and yield to be more consistent with Penguin's village character.

There was a view that medium density development would result in more noise, reduced access to services, anti-social behaviour and mental health problems for residents and also included:

- only stand-alone dwellings
- only one-story dwellings
- no higher than double storey
- central three-story apartments were a notable concern
- reduce density by 50 per cent

"Multistorey is not for Penguin!"

"We're people, not sardines!"

"Penguin will not be recognisable as Penguin anymore. Density brings on neighbourhood disputes."

"300 plus people would ruin community and loose quaintness. I won't know people as I walk down the road."

"Quality of life will be jeopardised by that many people so it would ruin Penguin and you couldn't access services."

"The proposed development is awful. Just a heap of isolated cell blocks."

3.3 Building heights

Concern was expressed predominantly about the height of the proposed three-storey apartment units and their potential for overshadowing of adjacent units and the effect on views. Some concern was expressed with the proposed two-storey buildings. A preference was expressed for a maximum height of eight metres.

Alternative feedback noted:

- The site is low lying and didn't take advantage of the views and would benefit from more landscaping and canopy trees throughout.
- Community fears regarding overshadowing issues and monolithic building form could be overcome by modulation in façade and final building form.
- Three storey buildings were not typical in Penguin and would be acceptable if it could be demonstrated that 'the views from outside of the redevelopment are not detrimental to the 'village character' and this could be achieved through 'appropriate form, massing, materiality, and articulation, and incorporating more canopy trees.'

Homes Tasmania response:

There are several two-storey buildings in the vicinity of the site including the adjacent medical practice, Madsen Guest House, and several residential homes.

The design of the draft masterplan carefully considered the placement of the three-storey buildings by spacing them among the single and two-story buildings. This aimed to minimise potential visual impact and blend in with Penguin's character.

Homes Tasmania recognises concerns about potential overshadowing and loss of views due to the new development.

Actions:

Building heights are a subset of density and will be considered in the design review.

Appendix G. Estimated Costs for Blocks at 1 Ironcliffe Road, Penguin

These estimates are based on current (August 2025) data from real estate listings, council guidelines, subdivision cost benchmarks in Tasmania, and construction industry reports. The following outlines the methodology, assumptions, and sources to ensure transparency.

Key assumptions:

- o Site details: The site is approximately 2 hectares (20,000 sqm), based on historical records of the Penguin Recreation Ground. The proposed development includes ~43 freestanding home blocks (assuming average 400-600 sqm each for high-density layout, as per community feedback on reduced density but still compact design) and 2 larger areas for multi-storey units (potentially adding ~50 units, but these are not calculated here).
- o Pricing basis: Homes Tasmania has indicated reliance on Council rates/valuations for block pricing, which typically reflect market-assessed land values from the Valuer-General (under Central Coast Council). I've added pro-rated infrastructure costs (roads, electricity, water, sewerage, etc.), as these are developer-borne and passed to buyers.
- o Affordability context: In Tasmania, "affordable" housing is often benchmarked against median incomes (~\$80,000 household in regional areas like Penguin) and median house prices (~\$546,000 in Penguin). Total costs exceeding 4-5x median income or regional medians support the case that the Site will not provide affordable housing.
- o Inflation adjustment: Costs are for 2025, incorporating ~5-10% annual increases in construction due to labour/material shortages.
- o Limitations: These are estimates; actual prices depend on final subdivision plans and market fluctuations. No exact prices from Homes Tasmania were found, confirming the lack of transparency.
- o These inflated building costs, driven by the proposed density, further illustrate the model's non-compliance with affordability standards, warranting rejection of the SAP as economically unsound.

1. Estimated Cost per Freestanding Block

Homes Tasmania's model prices blocks based on Council-assessed valuations (from the Valuer-General's periodic revaluations, last major in 2023-2024, adjusted for market). Central Coast Council rates are ~0.3-0.5% of assessed capital value annually,

but for sales, the base is market land value. Infrastructure (mandatory for subdivisions under Tasmanian Subdivision Guidelines) adds significant costs, pro-rated per block.

❓ Base Land Value per Block:

- o Current vacant land in Penguin averages \$150-300 per sqm for residential-zoned blocks, based on 2025 listings (e.g., median house price \$600,000-615,000, with land comprising 30-40% or ~\$180,000-250,000 for a 600 sqm block).
- o For 1 Ironcliffe Road: Assessed as recreational land previously (~\$50-100/sqm), but rezoning to residential (proposed late 2024/early 2025) boosts value to match nearby areas (~\$200-250/sqm).
- o Assuming 43 blocks at 400-600 sqm each: Per-block land value = \$80,000-150,000 (low end for bulk/development) to \$120,000-150,000 (market rate post-rezoning).

❓ Infrastructure Costs per Block:

- o Subdivision infrastructure in Tasmania costs \$25,000-90,000 total for small projects, scaling to \$20,000-50,000 per lot for larger ones (e.g., roads ~\$5-10k/lot, sewerage/water ~\$10-15k/lot, electricity/cables ~\$5-10k/lot, per 2025 benchmarks).
- o For a 43-lot development: Total infra ~\$1-2 million (economies of scale), pro-rated ~\$25,000-45,000 per block.
- o Additional fees: Council application (~\$1,000-2,000/lot), surveying (~\$500-1,000/lot).

❓ Total Estimated Cost per Block: \$150,000-250,000 (land valuation) + \$25,000-45,000 (infra) = \$175,000-295,000 per block.

- o Low-end (~400 sqm block): \$175,000-220,000.
- o High-end (~600 sqm block): \$240,000-295,000.
- o Argument tie-in: Even at the low end, this exceeds "affordable" thresholds for low-income buyers (e.g., Homes Tasmania's past unsold blocks statewide averaged \$100,000-150,000 but failed to sell due to high density/affordability issues). Adding building costs (below) pushes totals to \$700,000+, far above Penguin's median house price (\$546,000), contradicting Homes Tasmania's "affordable" claims.

2. Estimated Building Costs for Specified Residences

The specs (2 bedrooms, study, kitchen, 2 bathrooms, laundry, living area, double garage) suggest a ~150-220 sqm home (e.g., 120-150 sqm living + 40-50 sqm garage). I'll estimate for:

- ❑ Ground-level (single-story): Simpler, lower cost.
- ❑ 1-story (two-story, assuming above ground level): Slightly higher due to stairs, foundations, and engineering.

Costs are per sqm, based on 2025 Tasmania averages (\$2,500-6,000/sqm, regional variation; higher in north-west like Penguin due to transport/labour). Includes standard finishes (brick veneer/timber frame, basic appliances); excludes site prep (e.g., sloping land at Ironcliffe may add 5-10%).

- ❑ Average Cost per Sqm in Tasmania (2025):
 - Budget/standard: \$2,500-4,000/sqm.
 - Mid-range (suitable for "affordable"): \$3,126-4,500/sqm.
 - Premium: \$5,000-6,000/sqm (but unlikely for affordable housing).
- ❑ Single-Story (Ground-Level) Estimate:
 - Size: 180-200 sqm (compact layout for density).
 - Cost: \$450,000-800,000 total (\$2,500-4,000/sqm).
 - ❑ Breakdown: Foundations/framing \$100,000-150,000; plumbing/electrical \$50,000-80,000; finishes (kitchen/baths) \$100,000-150,000; garage \$50,000-80,000; contingencies (10%) \$35,000-70,000.
 - Per specs: Fits as a modest family home, but at \$600,000 average, plus block (\$200,000) = \$800,000 total—above Penguin median (\$546,000), not "affordable" for low-income (requiring ~\$80,000 deposit + loans at 6-7% interest).
- ❑ Two-Story (1-Story Above Ground) Estimate:
 - Size: 180-220 sqm (upper level adds flexibility but costs).
 - Cost: \$500,000-900,000 total (\$2,800-4,100/sqm, +10-15% for two-story due to structural needs).
 - Breakdown: Similar to single-story, plus \$50,000-100,000 for stairs, elevated foundations, and engineering.
 - Per specs: Suitable for density, but higher costs make it less viable for affordability; total with block ~\$700,000-1,100,000.

Appendix H. Discussion between Homes Tasmania and the Community about school numbers.

The Penguin District School was operating at 91% capacity at the time of consultations with Homes Tasmania. During the consultation period conducted by Homes Tasmania, representations were made to residents asserting that the school possessed ample capacity to accommodate additional students. Numerous community members, including those with direct involvement in the school, contested the veracity of this assertion, as it conflicted with their understanding of the school's capacity constraints. On multiple occasions, these community members formally requested that Homes Tasmania produce documentary evidence, which Homes Tasmania claimed to possess, to substantiate its statement regarding the school's capacity. Homes Tasmania failed to provide the requested documentation. This failure to furnish the evidence, which Homes Tasmania asserted was in its possession, has significantly undermined community trust and has cast substantial doubt on the reliability of all representations made by Homes Tasmania concerning the proposed development of the site at 1 Ironcliffe Road.

This failure to produce evidence constitutes a breach of transparency obligations under the Land Use Planning and Approvals Act 1993, further invalidating the consultation process.

Schools nearing capacity

Because these schools are nearing capacity, they can only accept limited numbers of out-of-area enrolments. This is to ensure that the school can accommodate all local students. This also includes those who need to enrol throughout the school year.

List of schools nearing capacity

- Bridport Primary School
- Bruny Island District School
- Burnie Primary School
- Cooe Primary School
- Dunalley Primary School
- East Tamar Primary School
- Illawarra Primary School
- Lenah Valley Primary School
- Lindsfarne Primary School
- Miandetta Primary School
- Molesworth Primary School
- Montagu Bay Primary School
- Penguin District School
- Somerset Primary School
- South Hobart Primary School
- Woodbridge School

[Find your local primary school](#)[Intake area reviews](#)[Find your local high school](#)[School directory](#)[At-capacity schools](#)[FAQs – Out-of-Area Enrolment](#)[FAQs about local school areas](#)[Contacts for school intake areas](#)[Vocational Learning](#)[Enrolling in school](#)[Early years learning](#)[Primary school to year 12](#)[Career pathways for students](#)[Attending school](#)[Supporting student need](#)[Learning programs and centres](#)[Aboriginal Education Services](#)[LGBTIQA+ equality in Tasmanian government schools](#)[LGBTIQA+ equality and inclusion in](#)

What is school capacity?

School capacity is the amount of physical space that is available for students to use for classroom-based learning.

School capacity is based on all available general and specialist learning areas including:

- science, music and art areas
- other areas that may be used as a general learning area.

The following areas are excluded from the capacity calculation:

- media
- design and technology
- hospitality
- commercial cooking
- library
- gymnasium
- multi-purpose hall
- support areas.

How is school capacity determined?

School capacity is determined using a standard, nationally-applied formula. A school's capacity is calculated by multiplying the number of learning areas (spaces that can be used as classrooms) by the average class size of 25 FTEs (full time equivalent students).

[International students studying in Tasmanian Government schools](#)

[Awards and scholarships for students](#)

[Information for schools and educators](#)



Appendix I. From Homes Tasmania's community consultation. Traffic concerns.

3.12 Traffic

Feedback highlighted concerns about increased traffic, particularly in areas already experiencing congestion. Pedestrian safety was a key issue, especially for elderly residents crossing Ironcliffe Road, with suggestions for a pedestrian crossing to be considered.

The intersection of Ironcliffe Road and Crescent Street was also flagged as narrow, busy, and difficult to turn out of, a concern echoed for Braddon Street. Additionally, recommendations were made to explore a further exit road onto Ironcliffe Road and an exit onto King Edward Road.

Homes Tasmania response:

Homes Tasmania's recognises that residents have previously raised concerns about the existing road widths of Ironcliffe Road and Braddon Road adjacent to the site, independent of this proposed development. Homes Tasmania will engage a traffic engineer to conduct a full Traffic Impact Assessment, which will include recommendations for any necessary road improvements and mitigation measures related to the proposed development, if required.

"We need wider roads for local traffic."

"How do you plan to deal with traffic?"

"Provide a traffic generation study."

"Upgrade the roads to ensure existing residents do not have issues accessing their properties."

Appendix J. From Homes Tasmania community consultation report showing concerns about infrastructure.

11:46 am Wed 30 Jul homest Tasmania.com.au

3.11 Services and infrastructure capacity

A flow on effect of increased residential development was concern about the capacity of services and infrastructure to meet increased demand.

Several residents specifically mentioned concerns with the current capacity of childcare centres and the local school. This was echoed with respect to access to a doctor.

One resident suggested that Tasmania Police would need to provide 24/7 coverage of Penguin presumably due to concerns with the potential for anti-social behaviour.

Several residents also noted that the closest largest supermarket was in Ulverstone and that public transport options were limited.

Others expressed concerns about industry and employment opportunities in the area. Further, that this would result in the proposed development being a 'ghost-town' during the day when everyone was at work.

"The area is too small with no extra services for the small number of residents."

"Has there been any consultation with the Education Department? The school is already 'at capacity' – so is there forward planning to increase facility?"

"How will it affect rates and water bills?"

Appendix K. High density mental health outcomes.

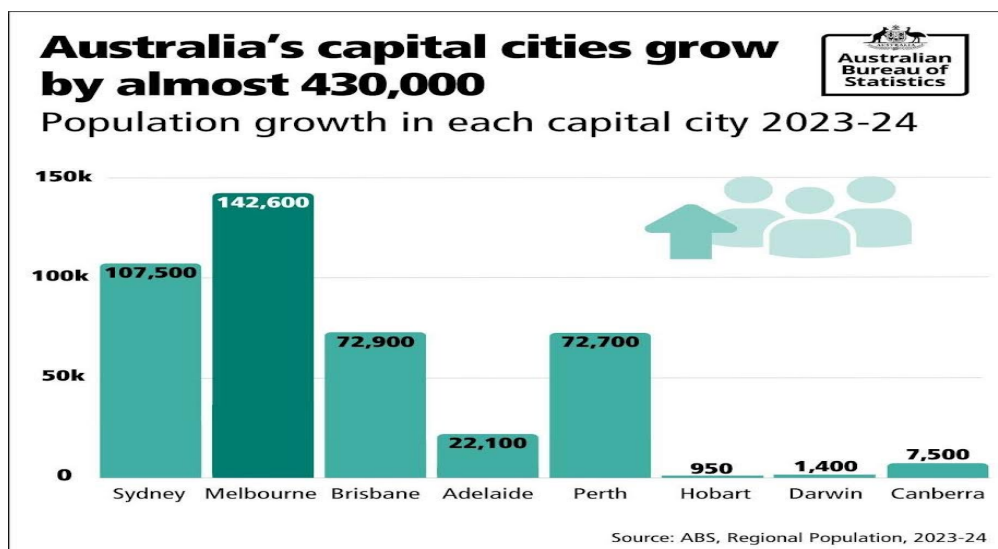
Key Theme	Mental Health Study Focus	High-Rise Health Outcome	References
Social wellbeing	Social isolation/less social interaction	>social isolation	Fanning [41]
		<social support and involvement	Wilcox and Holahan [48]
		<social interaction	Zalot and Webber [49]
		<social networks	McCarthy and Saegert [50]
		<social support	Churchman and Ginsberg [51]
		<social contact	Levi, et al. [52]
		>poor social outcomes	Kearns, et al. [18]
Social wellbeing	Alienation	>social isolation	Chile, et al. [40]
Social wellbeing	Alienation	>feelings of alienation	Amick and Kviz [53]
Psychological health	Nervous disorders	>neurotic scores	Bagley [54]
Psychological health	Psychological problems i.e., depression	>depression	Moore [55]
		>depression	Richman [56]
		>emotional strain	Gillis [43]
		>psychological distress	McCarthy and Saegert [50]
		<depression after moving out	Littlewood and Tinker [13]
		>psychological distress	McCarthy, et al. [37]
		>psychological distress	Husaini, et al. [57]
		< stress coping skills	Dasgupta, et al. [58]
		>mental symptoms	Hannay [42]
		>worse psychosocial outcomes	Kearns, et al. [18]
Psychological health	Suicide	>suicide by jumping on higher floors	Panczak, et al. [28]
Psychological health	Self-rated health	<self-rated health	Verhaeghe, et al. [44]
Psychiatric health	Psychiatric problems	>neurotic personalities likely to experience psychiatric illness	Moore [45] Edwards, et al. [59]
Sense of place	Perceptions of neighbourhood factors that influence health	>perceived negative influence	Warr, et al. [47]
Sense of control	Sense of efficacy (control)	>sense of efficacy after moving out	Rosenbaum, et al. [60]

The studies in Table 1 clearly show an exacerbation of mental health problems in high-rise buildings in comparison to low-rise or detached houses. Psychological problems (58%) and social

Appendix L. Population statistics.

2024 (July 2023 – June 2024)

- ❓ Net Population Growth: Approximately 1,051 people.
 - o Context: Net Population Growth: Growth from December 2023 (574,705) to December 2024 (575,756), reflecting annual growth of ~1,051 (0.18%), with quarterly growth at 0.12% in late 2024.
 - o Components:
 - ❓ Natural Increase: Likely negative or minimal, as Tasmania's birth rate continues to decline and deaths increase due to an ageing population.
 - ❓ Net Overseas Migration: Estimated at ~2,500 people, consistent with pre-COVID and post-COVID recovery trends, with arrivals from India, China, and the UK.
 - ❓ Net Interstate Migration: Negative, with a net loss of ~2,447 people recorded in the year to June 2021, and similar outflows continuing through 2023–2024.
 - o Notes: Tasmania's growth remained the slowest nationally at 0.3%, driven by overseas migration but offset by interstate losses and declining natural increase.
 - o The discrepancies of the above figures with the graph below relate to the graph being capital cities, but the figures above being State wide.
- ❓ These demographics underscore the lack of necessity for the proposed development, as the low growth rate does not justify the HLSO under the Housing Land Supply Act 2018's criteria for urgent housing.



Appendix M. Australian Housing and Urban Research Institute study results.

These are the findings of the Australian housing and urban research unit and their research paper titled, “Examining the links between housing and nine key socio cultural factors”. This research document, conducted with social housing tenants, private housing tenants in receipt of a government housing allowance and private housing tenants not in receipt of a government housing allowance acknowledges that in regard to those receiving government benefits “there is little empirical evidence to demonstrate” any difference in their perceived quality of life as those tenants with no government assistance. The report goes on to say that “housing in itself may not have the positive impact, with the sources of people’s difficulties more than likely resting elsewhere”.

Appendix N. Green space information.

Central Coast Council Strategies and Plans

The Central Coast Council (Tasmania) does not have a publicly available standalone open space audit, but its planning documents emphasise the need for recreational spaces. The 2017 Penguin Recreation Ground Master Plan identifies the Site (1 Ironcliffe Road) as a key recreational asset, recommending its retention for community use post-relocation of sports clubs, and notes limited central green space in Penguin compared to regional needs. The 2025 Central Coast Strategic Housing Master Plan (Our Homes Our Future) discusses balancing housing with open space, acknowledging Penguin's reliance on sites like the foreshore and Dial Park (isolated, ~2 km away), and projects minimal growth (<1% annually), reducing urgency for rezoning recreational land. The 2012–2022 Central Coast Open Space and Recreation Plan (referenced in the Master Plan) priorities accessible green space for health and amenity, estimating a regional deficit in urban parks. For comparison, neighbouring Devonport Council's 2022–2032

Open Space Strategy reports 405 hectares of usable public open space (POS) for a population of ~25,000 (~16 m²/person), highlighting Penguin's smaller scale and lower provision (e.g., no equivalent central reserves beyond the Site).

Google Earth Measurements for Approximate Green Space Assessment

Direct measurements can be derived from Google Earth Pro (free tool), which allows polygon area calculations from satellite imagery. For Penguin (coordinates: 41°07'S, 146°04'E), the urban area spans ~5–6 km² (based on built-up boundaries visible in 2025 imagery). Key public green spaces include:

- ❑ The Site (1 Ironcliffe Road): ~2 hectares (20,000 m²), a central "island" near the shopping strip and beach.
- ❑ Foreshore strip: ~0.5–1 km linear, but narrow (~0.2–0.5 ha usable).
- ❑ Dial Park: ~5–10 ha, but isolated by highway and hill, ~2 km from core. Total estimated POS in Penguin core: ~10–15 ha (~2.6–3.9 m²/person for 3,849 residents), lower than benchmarks in similar towns (e.g., Latrobe: ~20–25 ha via similar imagery). Research forums note Google Earth's accuracy for such measurements (±1–5% for areas >1 ha), supporting visual comparisons where the Site is the primary central green area.

Tasmanian Planning Scheme Guidelines on Amenities

The TPS State Planning Provisions (SPPs, effective December 2024) outline standards for open space to ensure community amenities. Clause 29.0 (Open Space Zone) states that land must be used for "public parks, gardens, playgrounds, and urban reserves" to "provide for public recreation and open space" while protecting amenity from development impacts (e.g., building height must not cause "unreasonable loss of amenity to adjacent properties"). Clause 28.0 (Recreation Zone) similarly prioritises "unreasonable loss of amenity" and sustainable use. The TPS requires developments to respect local character (Clause 3.1.2) and balance housing with environmental/community benefits (Land Use Planning and Approvals Act 1993 integration). The Tasmanian Open Space Policy and Planning Framework (referenced in local policies) defines open space as "land and water settings for environmental, recreational, and community benefits," recommending contributions (e.g., 5–10% of subdivided land) to avoid deficits in growing areas. This supports preserving the Site to meet amenity standards, especially given Penguin's low growth.

These sources confirm Penguin's green space limitations, reinforcing the submission's argument against development that exacerbates deficits.

Appendix O. The Advocate, 'Tasmanian program designed to encourage sale of affordable land yet to deliver any after 10 months,' June 3, 2025

In short: Ten months in, and \$700,000 down, the latest Residential Land Rebate program is yet to deliver any lots of affordable land. If any land is sold, it will be counted as a home under the state government's social and affordable build targets. The Tasmanian government program appears to allow developers to keep some of the money they're granted under the scheme, even if the property isn't sold at an affordable rate.

A Tasmanian government rebate program designed to encourage the sale of affordable land lots is yet to deliver any result.

In the 10 months after applications opened for the Residential Land Rebate Program, seven successful applicants have been allocated \$682,505, according to the State Growth Department.

But, as of May 20, zero land lots have been sold.

Developers who apply to the program are eligible for up to \$15,000 per lot of affordable land, for a maximum of 40 lots. The funds are intended to help cover development costs, including internet, water and electricity connections. The program opened in July 2024 and was backdated to July 1, 2023, with developers given 18 months to complete the sale.

Homes Tasmania was established in 2022 to deliver housing, and homelessness and crisis accommodation. Just two years later, an interstate auditor will conduct a review to determine if the new entity is meeting its targets.

Round one of the program — which offered \$10,000 per lot in 2023 — was a success, with more than 3,000 lots of land delivered.

It prompted the liberals to pledge a \$10 million extension at last year's state election. Housing Minister Felix Ellis said developers had 18 months to bring the lots to market. "The Residential Land Rebate Scheme is one of the many ways our government is boosting housing and land supply across Tasmania," Mr Ellis said.

How the scheme works

Half the funds are paid at the start to support development, with the remainder given once proof is provided that the land was brought to market, and sold below an affordable land funding cap — an amount that varies between council areas. An example on the program's web page appears to indicate that if lots of land are sold for an amount above the land cap, they do not need to return any funding. It says an applicant who applied for 40 lots would receive \$300,000 in the first instalment (\$7,500 per lot).

If 30 were sold below the funding cap, they would receive another \$225,000 (\$7,500 per affordable lot), with no mention of the initial funds needing to be returned for the other 10. It also does not state whether the funds must be returned for unsold properties.

The program's guidelines state that applicants may be required to return some, or all, of the funds if an applicant does not "complete the activities required under the funding agreement" and some other circumstances. Labor's finance spokesperson Luke Edmunds said the fund was "clearly not meeting its objectives", and that it was "concerning" developers appeared not to have to pay the money back. "What guarantees can the government give that this isn't a case of taxpayer money being thrown into a black hole?" Mr Edmunds said. "They've fast-tracked land that still sits empty, fumbled their own planning reforms, allowed red tape to strangle construction of new housing, and now we've found out they might be handing out money for nothing."

Promoting the sale of affordable land is part of the government's strategy to tackle homelessness. Each lot of affordable land sold also contributes to the state government's pledge to deliver 10,000 social and affordable homes by 2032.

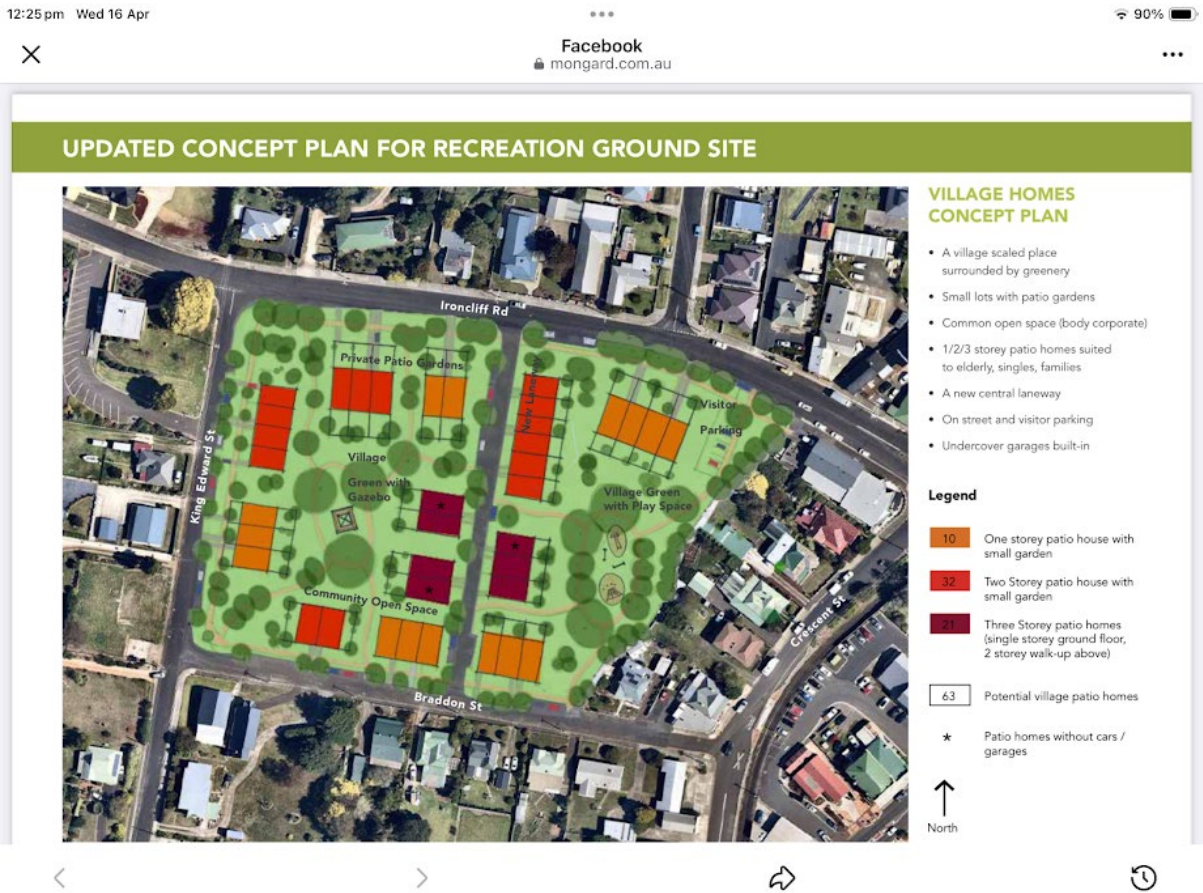
Just six social homes have been built on vacant Tasmanian government land, six years after legislation supposed to "fast-track" their development passed state parliament. It has previously received criticism for including existing rental properties and vacant land in that target, but Mr Ellis has said land "unlocks" the home. A little over three years after announcing the 10,000 homes goal, the state government has delivered 4,381 homes, including 411 plots of affordable land. In that time, the social housing wait list has grown from 4,405 to 5,094. Mr Ellis said the government was "full steam ahead" on delivering the 10,000 homes goal, and that the recent state budget allocated half a billion dollars over the next four years "to get a roof over the heads of Tasmanians".

The caps for what is classed as "affordable" varies depending on the location of the land. Affordable land within Greater Hobart, including the Kingborough, Clarence and Brighton council areas is capped at \$380,000. A land lot in Greater Hobart is considered "affordable" if it is priced up to \$380,000. (ABC News: Luke Bowden). Land in "urban" areas, such as Burnie, Devonport, West Tamar and Launceston, are considered affordable up to \$310,000.

In "urban fringe" areas, including Latrobe, George Town, Waratah-Wynyard and the Huon Valley, the affordable land cap is \$280,000.

The maximum price for affordable land in rural areas — including Dorset, Circular head, Kentish and the Northern Midlands — is \$250,000.

Appendix P. 2021 Council Masterplan for housing on the Site.



Appendix Q. Land tile details.



Judith's post

be acquired back by the state government, which is what happened. Sorry I don't have better news for you.

Jim Lucas + 6

13 comments

Like Comment Send Share

TASMANIAN LAND TITLES OFFICE

Transfer

Section 58 Land Titles Act 1980.

THE TRANSFEROR for the consideration specified below (except of which from the transferee is hereby acknowledged) HEREBY TRANSFERS to the TRANSFEREE the estate and interest specified in the land described hereunder subject to the mortgages and encumbrances registered thereon including any created by dealings lodged for registration before the lodging of this transfer.

DESCRIPTION OF LAND			
Volume	Page	Volume	Page
156425	1		

Transfer to existing mortgages - has been
 2 part of land - otherwise not
 3 registered against - describe mortgage

Estate and Interest: Estate in Fee Simple subject to the conditions set forth on the attached annexure page.

Transferor: The Crown (Crown of Tasmania 1991)

Transferee: Central Coast Council PO Box 228 Ulverstone Tasmania 7315

Consideration: Pursuant to Crown Lands Order No. 11 of 2009 under Section 12 of the Crown Lands Act 1976

Dated this twenty-eighth day of April 2009

"SEE ANNEXURE PAGE FOR EXECUTION CLAUSE"

THE BACK OF THIS FORM MUST NOT BE USED

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DO NOT CUT THIS
FORM TO THE INSTRUMENT

ANNEXURE PAGE

PAGE 2 OF 2 PAGES
Vol. 156425 Fol. 1



Judith's post

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ANNEXURE PAGE

PAGE 2 OF 2 PAGES
Vol. 156425 Fol. 1

The Transferor as Vendor shall not be required to fence.

A restriction reserving unto the Crown the right to resume the land at no cost to the Crown:

- if in the opinion of the Minister administering the Crown Lands Act 1976 ("the Minister") that the land is not being used for Recreation Ground purposes; or
- if having been used for Recreation Ground purposes in the opinion of the Minister it is no longer being so used; or
- if the Minister is satisfied that in accordance with Section 12(4) of the said Act the land will not be required for Recreation Ground purposes; or
- if the land is sold without the prior written consent of the Minister; or
- if the land is used for a purpose other than for Recreation Ground purposes without the prior written consent of the Minister.

SIGNED BY MICHAEL DAVID JONES
 being and as the Manager Crown Land Services
 prescribed in Statutory Rule No. 187 of 2001 and
 pursuant to an Instrument of Delegation dated
 25 November 2004 in the presence of

Signature of witness:
 Name of witness: Kevin Thomas
 Position: Property Officer
 Address: Crown Land Services
 134 Kippure Street
 Hobart

Like Comment Send Share

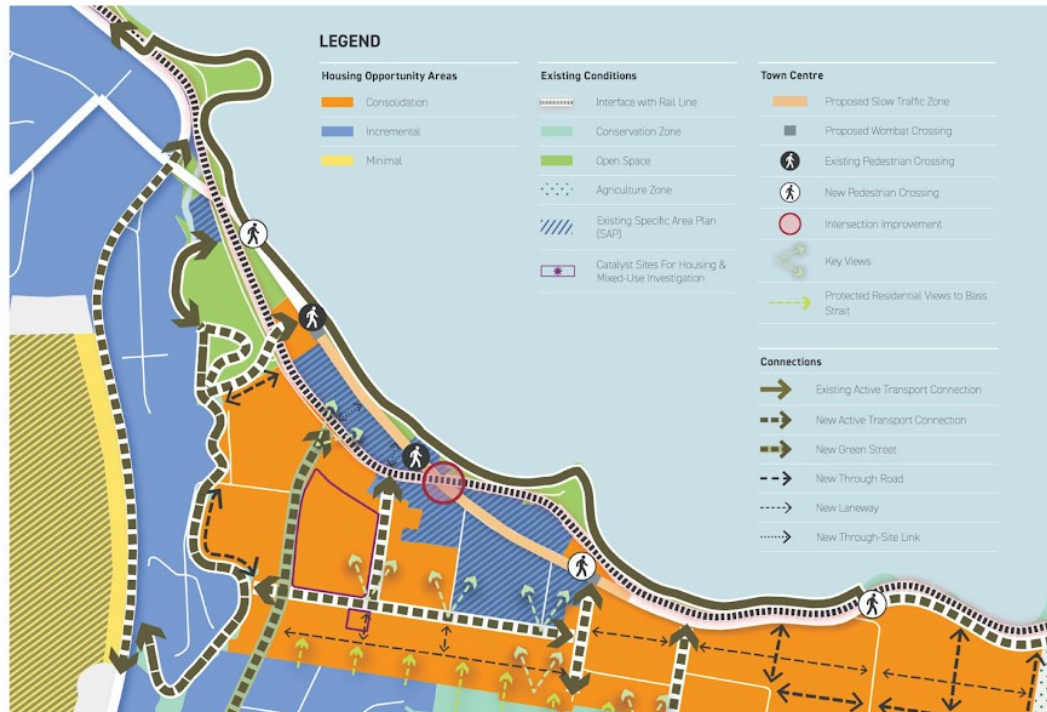
Appendix R. Existing SAP in place for Penguin foreshore area.

4:08 pm Wed 2 Apr

ourhomesourfuture.centralcoast.tas.gov.au

100%

Structure Plan - Penguin Town Centre



4:24 pm Wed 2 Apr

tpso.planning.tas.gov.au

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- ☐ CCO-Effective Date
- ☐ CCO-Local Area Objectives
- ☐ CCO-Particular Purpose Zones
- ☐ CCO-Specific Area Plans
- ☐ CCO-Site-Specific Qualifications
- ☐ CCO-Code Lists
- ☐ CCO-Applied, Adopted or Incorp...
- ☐ Tasmanian Planning Scheme Ma...

and must have an area not less than 2500m².

CCO-S2.9 Tables

This sub-clause is not used in this specific area plan.

CCO-S3.0 Penguin Specific Area Plan

CCO-S3.1 Plan Purpose

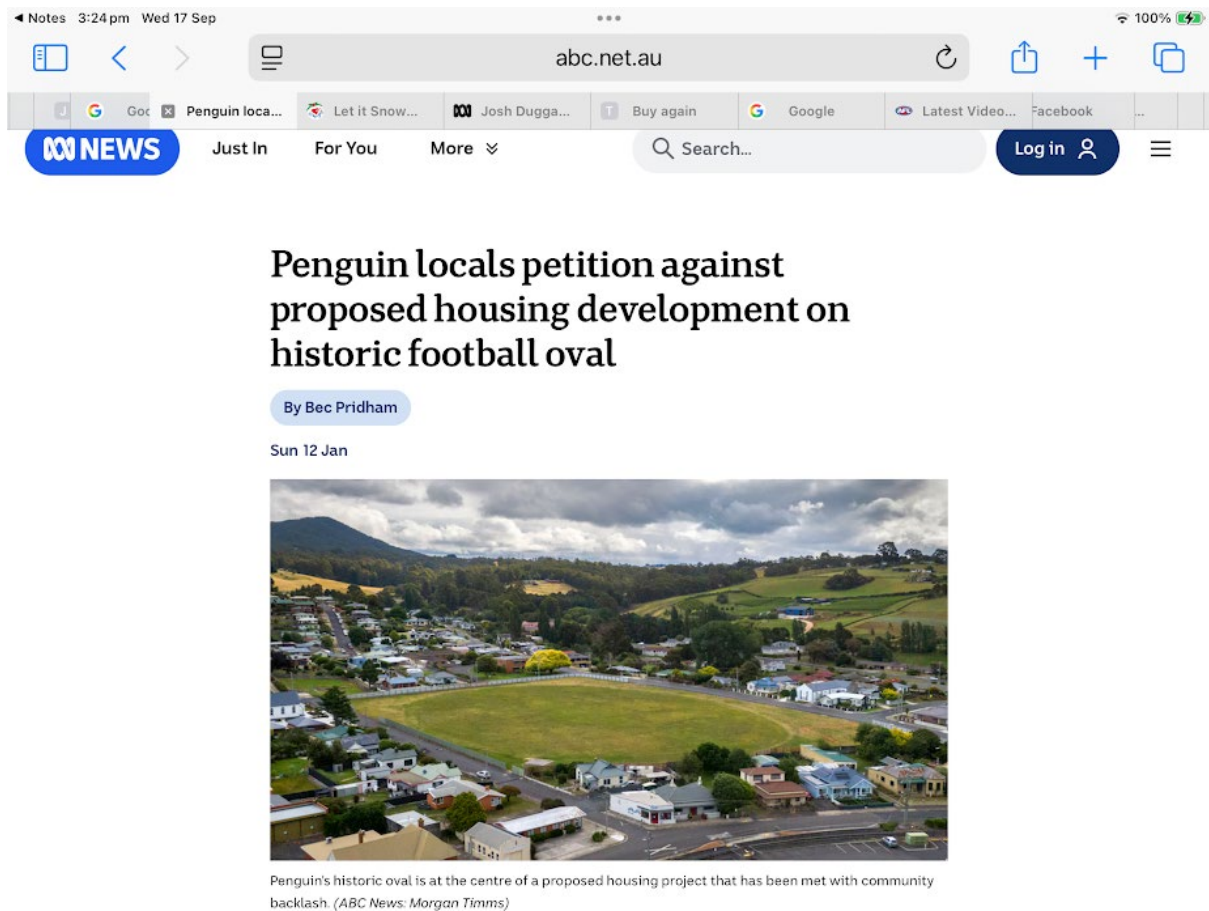
The purpose of the Penguin Specific Area Plan is:

- CCO- To conserve and complement the historical and cultural attributes that contribute to the S3.1.1 coastal village character of the coastal settlement at Penguin without replicating existing built form.
- CCO- To strengthen attraction and quality of the town of Penguin as a place to live, work and S3.1.2 visit by fostering a vibrant and active town centre.
- CCO- To promote increased density residential development compatible with the coastal village S3.1.3 character.
- CCO- To encourage building design and landscape improvements that are sympathetic to the S3.1.4 coastal landscape, complement existing buildings, and protect important vistas to the foreshore and rural hinterland.
- CCO- To provide consistency in treatment and presentation of buildings and public spaces to S3.1.5 create an active street frontage and a high standard of aesthetic and functional amenity by requiring building design that allow visual and physical connection between adjacent buildings and the coastal and rural setting in which the coastal village is located.
- CCO- To provide a high level of pedestrian, cycling and vehicular movement and connectivity S3.1.6 within the town of Penguin.

CCO-S3.2 Application of this Plan

- CCO- This specific area plan applies to the area of land designated as Penguin Specific Area S3.2.1 Plan on the overlay maps.

Appendix S. Community resistance.



https://www.abc.net.au/news/2025-01-12/penguin-proposed-housing-development-met-with-backlash/104788506?utm_campaign=abc_news_web&utm_content=link&utm_medium=content_shared&utm_source=abc_news_web

Appendix T. Council's refusal to meet. No reply from Council to the letter below sent on 5/8/25.

Copy of letter sent to Council requesting meeting.

To the Councillors of Central Coast Council,

Over 1,300 Penguin resident signatures were presented to Homes Tasmania requesting they consult with community representatives for an acceptable housing subdivision at 1 Ironcliffe Road, Penguin. Although Homes Tasmania held 2 community consultations, they have, as yet, failed to provide an acceptable outcome for the community.

As Homes Tasmania failed to provide an acceptable plan, the community requested they identify an alternative site in consultation, which Homes Tasmania have disregarded.

We now respectfully request a public meeting with Councillors. This meeting to be held within 30 days, at a venue in Penguin capable of accommodating at least 200 people and held at a time that working residents can attend. This meeting to address concerns regarding 1 Ironcliffe Road, including:

1. Inadequate consultation, engagement and transparency by Councillors and Council regarding 1 Ironcliffe Road, now under the control of Homes Tasmania following its reversion to the State Government. This reversion, pursuant to the land's title conditions requiring recreational use, appears to have occurred without prior notification to the community, contrary to the principles of procedural fairness and good governance.
2. The 2021, Central Coast Masterplan's recommendations for 1 Ironcliffe road are incompatible with the land's title conditions, a fact that Council, its officers and Councillors knew or ought to have known. This oversight misled the community about viable land use options and raises questions about the due diligence exercised in commissioning and endorsing the report, as well as the failure to disclose the likelihood of the land's reversion to the State Government.
3. With the failure of Homes Tasmania to comply with community expectations, we now expect Councillors to fulfil their electoral obligations and represent and action all decisions regarding public land to reflect the collective will.
4. The land's transfer history and conditions remain unclear.

We request all Councillors, the General Manager, the Mayor, and relevant Council staff attend this public meeting with a panel format for direct community questioning.

We propose the following agenda:

1. Confirm community opposition to Homes Tasmania's housing plan for 1 Ironcliffe road.
2. Councillors to instruct Council that the expressed will of the Penguin community is that the site at 1 Ironcliffe road not proceed with the Homes Tasmania residential development.
3. Councillors to direct Council to inform Homes Tasmania that the proposed subdivision is unacceptable to the Penguin community and will be rigorously opposed by Council both at the parliamentary level and at the local planning

level. The results of these discussions to be communicated to the community.

4. Councillors to instruct Council to engage with all state politicians prior to the presentation of the parliamentary bill to alter building regulations to this parcel of land, (SAP), informing them that this development is opposed in accordance with the expressed will of the Penguin community. The results of these engagements to be communicated to the community.
5. Councillors to direct Council to explore all lawful mechanisms available to impose conditions, restrictions and representations that would prevent the proposed Homes Tasmania development from proceeding, in accordance with the expressed will of the Penguin community. These mechanisms to be shared and discussed with the community.
6. Account for commissioning and endorsing the 2021 Masterplan despite title constraints.
7. Explain the failure to inform residents of the State Government's reclamation intentions.
8. Instruct Council to research and provide comprehensive documentation on the land's history via the State Titles Office.
9. Establish ongoing community consultation for 1 Ironcliffe Road and other Council-owned land use changes.
10. Ensure absent Councillors abide by meeting resolutions to uphold the principles of democratic representation.

These above measures are essential to restore public confidence in Councillor's commitment to represent the interests of its constituents.

Please confirm the public meeting arrangements within 14 days to this email. Responses will be shared with "Save our Community Spaces" and "Old Footy Ground - Penguin Sustainable Village" Facebook groups and may be shared with local media to ensure transparency and encourage broader community participation.

Yours sincerely, Judith Murphy, co-administrator of the "Save our Community Spaces" group.

Penguin residents request Council meeting re The Old Footy Ground

By Save Our Community Spaces (SOCS)

A public meeting has been requested with Central Coast Councillors and Council to address the proposed use of the old footy ground.

Homes Tasmania have acquired this site from Council, and are bypassing Council regulations to squeeze as many blocks into this area as possible, completely destroying the unique physical character of the surrounding area which consists of many heritage and period homes.

Most residents were appalled and a snap survey gained over 1,300 signatures concerning this development.

Homes Tasmania are planning to go ahead with the development despite overwhelming opposition during its consultation process with residents.

We now want Councillors and Council to step in and fulfil their obligations, enforcing the collective will of the people.

Specifically we want Councillors and Council to instruct Homes Tasmania that Council will oppose the development, on both the State and Local level. We want Council to implement its discretionary building rules to enforce the unique character of the area, rules such as front and back yards, single story dwellings, adequate parking, etc etc. and finally that Council provide mechanisms for any future repurposing of Council land only be approved with the expressed will of the majority of residents.

We have many concerns about this development such as: Homes Tasmania's assertion that it is providing affordable housing to low income earners. It currently has 159 unsold blocks in Tasmania. If they are so affordable, why haven't they sold out like hot potatoes?

Why did Council not advise the community that the land would be returned to the State if not used for recreational purposes?

There are no rules in place to blend the home designs with the character of surrounding homes.

The 2 story co-joined multiple flats area is unprecedented



Artists impression -Homes Tasmania website



The lack of green space within the subdivision.

Questions about the sewerage capacity in the oldest area of the town.

Questions about traffic congestion and road capacity.

There are a lack of services to support this amount of growth.

At the time of writing, Council have not provided details for this meeting but we encourage residents to become members of the "Save our Community Spaces" Facebook page, where updates will be posted. We will also encourage Council to advertise widely the details of this meeting.

We cannot emphasise enough that all residents should attend this meeting, as this may be the last chance we have to stop this inappropriate development.

Written by the co-administrators of the "Save our Community Spaces" Facebook group.



There are no rules in place to blend the home designs with the character of surrounding homes.

The 2 story co-joined multiple flats area is unprecedented for Penguin and vigorously opposed.

Penguin has less public green spaces (including the foreshore) than any other town of a comparable size.

Written by the co-administrators of the "Save our Community Spaces" Facebook group.

Editor's note: The revised draft masterplan and information from Homes Tasmania can be accessed at Homes Tasmania website or by QR code.



Council Response: Homes Tasmania Development at the Former Penguin Recreation Ground

Central Coast Council acknowledges the community interest and concerns regarding the proposed development of the former Penguin Recreation Ground at 1 Ironcliffe Road, Penguin, by Homes Tasmania.

The land is no longer owned or controlled by Council. Title 156425/1 was originally provided to Council on the condition that it be used for recreation. When this use ceased, the Crown exercised its legal right to reclaim the land. At the time, Council sought legal advice confirming this right and provided Homes Tasmania with relevant community feedback to help inform future planning.

Homes Tasmania has advised that it intends to rezone the site through a Housing Land Supply Order (HLSO), a state government process aimed at supporting housing supply. Unlike standard planning scheme amendments, an HLSO does not involve Council and is instead determined by the Minister for Housing and Planning, unless disallowed by either House of Parliament.

Homes Tasmania is preparing a proposed change to the underlying zone and a Specific Area Plan, which will set the planning rules for the site, including building heights, setbacks, and other development standards. These rules will also be used to determine whether or

not any development application received for the site is treated as Permitted or Discretionary. While Council will be responsible for assessing any future development application, it must do so in accordance with the planning controls established through the HLSO process. Any development application submitted to Council will be assessed through the standard planning process prescribed under the Land Use Planning and Approvals Act 1993, with any Discretionary applications being advertised accordingly and subject to public notification and the opportunity for community submissions.

Regarding the request for Council to hold a public meeting, we advise that under the Local Government Act 1993, such a meeting must be initiated through a formal petition that meets specific legal criteria. To date, Council has not received a petition that satisfies these requirements.

Residents with questions about the proposal are encouraged to contact Homes Tasmania directly.

Dylan Hesp, Coordinator Communication & Engagement, CENTRAL COAST COUNCIL

From: [Heritage Enquiries](#)
To: [State Planning Office Shared Mailbox](#)
Subject: THC/HT reply: Housing Land Supply (Penguin) Order 2026
Date: Monday, 4 May 2026 3:37:22 PM
Attachments: [image001.jpg](#)
[image002.png](#)

Thank you for consulting heritage Tasmania and Tasmanian Heritage Council on the proposed rezoning of land at 1 Ironcliffe Road, Penguin, described by folio of the Register FR 156425/1.

On behalf of the Tasmanian Heritage Council, Heritage Tasmania has reviewed the proposed rezoning and note that the subject site is not or within places that are entered into the Tasmanian Heritage Register. The Heritage Council has no interest in the proposal and is not required to make further comments.

Kind regards



Heritage Tasmania | Heritage and Land Tasmania | Environment, Heritage and Land
Department of Natural Resources and Environment Tasmania

Add: L6, 134 Macquarie Street, HOBART 7000 | GPO Box 618 Hobart TAS 7001
T: (03) 6165 3700 | 1300 850 332 (local call call)
E: enquiries.heritage@heritage.tas.gov.au | W: www.heritage.tas.gov.au

A picture containing text, screenshot, font? ? Description automatically generated



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From: State Planning Office Shared Mailbox <SPO@stateplanning.tas.gov.au>
Sent: Wednesday, 22 April 2026 2:46 PM
To: Heritage Enquiries <Enquiries.Heritage@heritage.tas.gov.au>
Subject: Housing Land Supply (Penguin) Order 2026

Good afternoon,

Please see attached correspondence from Sean McPhail, Acting Director, State Planning

Office.

Many thanks,

State Planning Office | Department of State Growth

Level 6 – 144 Macquarie Street | GPO Box 536, Hobart TAS 7001

Phone: 1300 703 977

www.stateplanning.tas.gov.au

www.stategrowth.tas.gov.au

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From: [Chladil, Mark](#)
To: [State Planning Office Shared Mailbox](#)
Subject: CM: RE: Housing Land Supply (Penguin) Order 2026
Date: Monday, 11 May 2026 3:15:38 PM

You don't often get email from mark.chladil@fire.tas.gov.au. [Learn why this is important](#)

File: AD162-02

Dear Sean

I am writing about the Penguin Housing Land Supply Order 2026, 1 Ironcliffe Road Penguin. Having considered the proposal and the location, TFS has no submission to make about the Order.

If there are any queries about the Order or if TFS can be of assistance to the State Planning Office please contact the Bushfire Planning & Policy team at bfp@fire.tas.gov.au.

Best regards

Mark Chladil
Bushfire Planning & Policy

Mark Chladil
Fire Management Planning Officer
Tasmania Fire Service
GPO Box 1526
HOBART TAS 7000
Australia

mobile: 0419-348-485

I live and work on unceded Aboriginal Land

From: State Planning Office Shared Mailbox <SPO@stateplanning.tas.gov.au>
Sent: Wednesday, 22 April 2026 2:49 PM
To: Information & Records Section <tfs@fire.tas.gov.au>
Subject: Housing Land Supply (Penguin) Order 2026

Good afternoon,
Please see attached correspondence from Sean McPhail, Acting Director, State Planning Office.
Many thanks,

State Planning Office | Department of State Growth
Level 6 – 144 Macquarie Street | GPO Box 536, Hobart TAS 7001
Phone: 1300 703 977
www.stateplanning.tas.gov.au
www.stategrowth.tas.gov.au

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Department of Natural Resources and Environment Tasmania

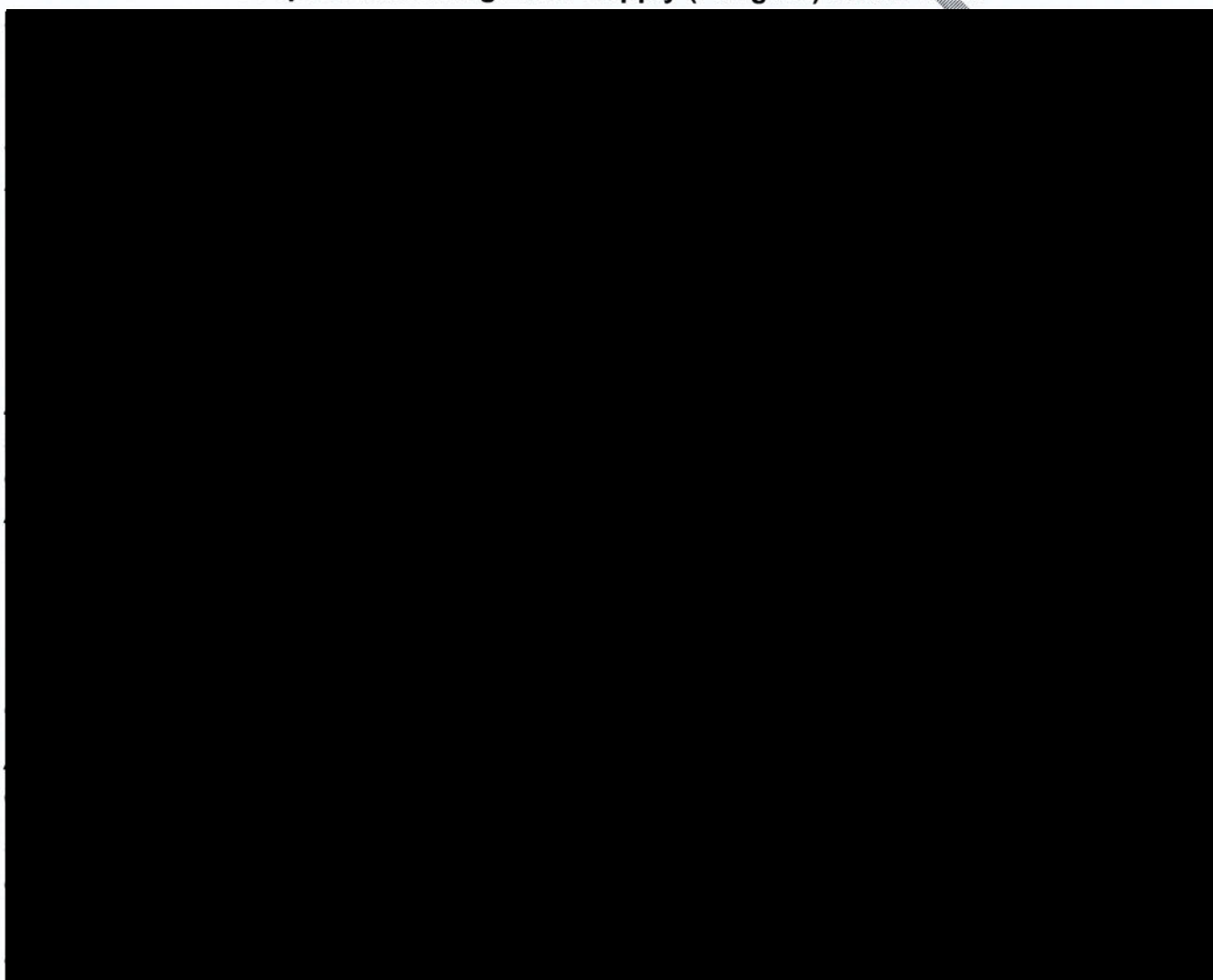
OFFICE OF THE SECRETARY

Hobart GPO Box 44, Hobart, Tasmania, 7001
Launceston PO Box 46, Kings Meadows, Tasmania, 7249
Devonport PO Box 303, Devonport, Tasmania, 7310
Ph 1300 368 550
Web nre.tas.gov.au
Our Ref: D26-78595/005



Sean McPhail
Acting Director
STATE PLANNING OFFICE
Via email: spo@stateplanning.tas.gov.au

Confidential Submission Proposed Housing Land Supply (Penguin) Order 2026



A handwritten signature in black ink, appearing to be "J. Jacobi".

Jason Jacobi
SECRETARY

10 May 2026

From: [warren barker](#)
To: [State Planning Office Your Say](#)
Subject: Housing Land Supply 1 Ironcliffe Road, Penguin
Date: Thursday, 14 May 2026 12:59:44 PM

You don't often get email from warrenbarker3@gmail.com. [Learn why this is important](#)

With regard to the proposal for this particular development I wish to submit the following. For any future developer of a housing project in this area to provide public parking for approximately 30 cars to be used by residents, visitors, and town business employees and to be placed in the North East corner facing Braddon Street. This area would provide easy walking access to Main Street by accessing the pedestrian railway crossing in Crescent Street. This would provide for future parking options as the town grows.

Regards

Warren Barker

46 King Edward Street

Penguin

0407372570

State Emergency Service

FLOOD RISK UNIT

GPO Box 129 HOBART TAS 7001

Phone (03) 6173 2700

Email ses@ses.tas.gov.au

Web www.ses.tas.gov.au



File No: A26/146609

12 May 2026

Mr Sean McPhail
Acting Director - State Planning Office
Department of State Growth
GPO Box 536
HOBART TAS 7001

Via email: haveyoursay@stateplanning.tas.gov.au

Dear Mr McPhail

STATE EMERGENCY SERVICE SUBMISSION ON THE PROPOSED HOUSING LAND SUPPLY (PENGUIN) ORDER 2026

Thank you for the opportunity to provide feedback on the proposed Housing Land Supply (Penguin) Order 2026 (HSO Penguin), currently on public exhibition until 25 May 2026.

The State Emergency Service (SES) note that the proposed HSO Penguin aims to increase the supply of affordable homes to address social need in Tasmania.

SES note that the proposed HSO Penguin accords with the Central Coast Council local strategic plan – *Penguin Structure Plan*, which has identified the land as a catalyst site for growth in the locality.

SES have identified some low hazard (H1-H2) flood-prone land in the lower south east portion of the site (1 Ironcliffe Road and flowing across Braddon Street and King Edward Street), as modelled in the Tasmanian Strategic Flood Maps (TSFM).

SES note that flood hazards (H1-H2) could potentially be managed through appropriate stormwater drainage design, appropriate building location and flood free access/egress to the site. A flood report may be required to inform where to locate buildings, stormwater and road drainage design to avoid blocking overland flows and causing increased flood risk to neighbouring land and providing for flood free access/egress.

SES note that with a site design prepared to address the known flood hazards, then flood hazard should not be an impediment for the proposed HSO Penguin, being suitable for residential use and the intended zone (General Residential) for the land.

If you have any questions about the matters raised in this submission, please contact Chris Irvine, Manager of the Flood Risk Unit, on chris.irvine@ses.tas.gov.au or call 6173 2700.

Yours sincerely

A handwritten signature in black ink, appearing to be 'L Flanagan', with a stylized, cursive-like script.

Luke Flanagan
A/EXECUTIVE DIRECTOR, SES AND VOLUNTEERS

From: [Terry Burton](#)
To: [State Planning Office Your Say](#)
Date: Tuesday, 19 May 2026 6:23:22 PM

You don't often get email from waterfrontpenguin@gmail.com. [Learn why this is important](#)

Good evening

I'd like to add my submission to the proposed houses planned for the old footy ground in Penguin when it goes to Parliament.

I have been across this planning scheme since the beginning and have been pleasantly surprised at Homes Tas communication with the community.

I'm please that the total of blocks have decreased but would be happy to see more social housing.

The big thing for me is green space. I'd like to see a little more and know that the cc council would be happy to look after the area once completed.

Please add my submission

Many thanks

Libby Burton

Penguin

Tasmania

From: [TasWater Development Mailbox](#)
To: [State Planning Office Shared Mailbox](#)
Subject: CM: TasWater Advice TWSI 2024/00449-CC, RE: Housing Land Supply (Penguin) Order 2026
Date: Wednesday, 20 May 2026 11:08:01 AM
Attachments: [image001.png](#)
[image002.png](#)
[image003.png](#)
[image004.png](#)

Hi,

TasWater advises that this Land Supply Order site is serviceable by TasWater for water and sewer. Some local infrastructure upgrades may be required depending on detailed design.

If you have any queries, please contact me

AI

Senior Assessment Officer

✉ AI.Cole@taswater.com.au

☎ [+61439605108](tel:+61439605108)

—
taswater.com.au



From: State Planning Office Shared Mailbox <SPO@stateplanning.tas.gov.au>
Sent: Wednesday, 22 April 2026 2:49 PM
To: TasWater Development Mailbox <Development@taswater.com.au>; Derbyshire, Matthew <Matthew.Derbyshire@taswater.com.au>; Theo, George <George.Theo@taswater.com.au>; Tiernan, Eamonn <Eamonn.Tiernan@taswater.com.au>; Crawford, Kate <Kate.Crawford@taswater.com.au>
Subject: Housing Land Supply (Penguin) Order 2026

CAUTION: This email originated from outside of the organisation. Do not click links or open attachments unless you recognise the sender.

Good afternoon,

Please see attached correspondence from Sean McPhail, Acting Director, State Planning Office.

Many thanks,

State Planning Office | Department of State Growth
Level 6 – 144 Macquarie Street | GPO Box 536, Hobart TAS 7001
Phone: 1300 703 977
www.stateplanning.tas.gov.au

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From: [Jiri Lev](#)
To: [State Planning Office Your Say](#)
Cc: [State Planning Office Shared Mailbox](#); [Housing Projects \(DHHS\)](#)
Subject: CM: Housing Land Supply (Penguin) Order 2026
Date: Wednesday, 20 May 2026 1:40:34 PM

You don't often get email from jiri.lev.au@gmail.com. [Learn why this is important](#)

Hello,

It is key to **absolutely avoid run-of-the-mill design for this singular site and unparalleled opportunity**. I have prepared a simple *masterplan concept — preliminary ideation* document, which is available for download at https://drive.google.com/file/d/1xF7G8sPVG1jJ-BIAxL8PCcItvdNqtbrD/view?usp=share_link (Please let me know if you encounter any issues downloading the file.)

In brief, my recommendations and suggestions for the redevelopment of the Penguin Oval site are as follows:

1. Retain existing public space by substituting size with quality.
2. Preserve historical continuity by restatement of the oval form.
3. Concentrate density towards the edges around a flexible central public space.
4. Build approximately 45 multiple and single dwellings.
5. Reserve main streets for pedestrians, direct vehicular traffic via rear laneways.

Thank you for your kind consideration.

Jiri Lev

Jiri Lev Architects

PO Box 1, Launceston TAS 7250
www.lev.au

THE OVAL

Masterplan concept — preliminary ideation

Jiri Lev Architect
REGISTRATION 1269
PO Box 1, Launceston

SITE: 1 Ironcliffe Road, Penguin
SCALE: Not to scale
ISSUED: 20 May 2026

A mix of multiple and single dwellings

Multi-function village plaza

Pedestrian main streets

Vehicular rear laneways

Compact courtyard gardens



THE OVAL

Masterplan concept — preliminary ideation

Jiri Lev Architects
REGISTRATION 1269
PO Box 1, Launceston

SITE: 1 Ironcliffe Road, Penguin
SCALE: Not to scale
ISSUED: 20 May 2026



Existing sports oval



Sketch iterations



Recommendations:

1. Retain existing public space by substituting size with quality.
2. Preserve historical continuity by restatement of the oval form.
3. Concentrate density towards the edges around a flexible central public space.
4. Build approximately 45 multiple and single dwellings.
5. Reserve main streets for pedestrians, direct vehicular traffic via rear laneways.
6. Avoid run-of-the-mill design for this singular site and unparalleled opportunity.

THE OVAL

Masterplan concept — preliminary ideation

Jiri Lev Architect
REGISTRATION 1269
PO Box 1, Launceston

SITE: 1 Ironcliffe Road, Penguin
SCALE: Not to scale
ISSUED: 20 May 2026



22 May 2026

Our ref.: vb:lm
Doc. ID: 551718
Your ref.:

The Hon. Kerry Vincent
Minister for Housing and Planning
C/-State Planning Office
Department of State Growth
GPO Box 536
Hobart TAS 7001

Dear Minister Vincent,

Central Coast Council is aware of, and has received, a number of submissions and representations from residents and interested community groups from Penguin and the Central Coast regarding the proposed development of the 1 Ironcliffe Road site under the Housing Supply Order process.

Council has met with a number of these groups to better understand the concerns, ideas and aspirations being raised by the community. It is also our understanding that several interested parties have already engaged directly with Homes Tasmania to provide input, alternative concepts and suggestions regarding the future development of the site. Council is also aware that a number of interested groups have met also with Minister Vincent regarding the matter.

Council acknowledges the importance of increasing housing supply and recognises the role that projects such as this can play in responding to housing need within the region. At the same time, there is strong community interest in ensuring that any future development of the site appropriately considers local context, design outcomes, functionality and broader community benefit.

As you may also be aware, Central Coast Council has undertaken significant work through the *Our Homes, Our Future* project, which has focused on the importance of increasing the availability and diversity of housing across the region. A key part of this work has been ensuring that future housing outcomes are not only affordable and functional, but also provide good amenity, demonstrate strong design and structural integrity, contribute positively to community wellbeing, and appropriately reflect the character of the surrounding area. It is our understanding that many of the submissions and discussions undertaken by interested community groups have similarly reflected these broader principles and aspirations.

PO Box 220
19 King Edward Street
Ulverstone Tasmania 7315
Tel 03 6429 8900

admin@centralcoast.tas.gov.au
www.centralcoast.tas.gov.au

Accordingly, Council respectfully requests that all submissions and concepts provided by community stakeholders be considered on their individual merits as part of the assessment and decision-making process. Council's position is not to advocate for any single proposal or outcome, but rather to encourage a considered process that ensures all reasonable options are appropriately evaluated before any final determination is made.

Council remains focused on supporting the best possible outcome for both the Penguin community and future housing needs and appreciates the ongoing engagement being undertaken by Homes Tasmania in this regard.

Should you wish to discuss the matter further, please do not hesitate to contact me.

Kind regards

A handwritten signature in black ink, appearing to read 'Vicki Brereton', with a stylized flourish at the end.

Vicki Brereton

CEO

From: [Janeen Lillas](#)
To: [State Planning Office Your Say](#)
Subject: Objection to 1 Ironcliffe Road Penguin
Date: Saturday, 23 May 2026 8:07:48 PM

You don't often get email from janeenlillas@gmail.com. [Learn why this is important](#)

I am writing to express my concern about the proposed development on the old footy ground in Penguin.

Many citizens including me object to the land being acquired for free to make profit from, when they would like it to be set aside for future community needs as they become evident. This is the only land available close to the CBD.

Please explain about a large parcel of land recently sold in Ulverstone on the south side of the East Ulverstone school. This would seem to be a similar story- unused sporting ground , perfectly flat, close to schools. Why wasn't this similarly acquired like our unused footy oval was? Transparency and fairness are critical and we don't feel that we are getting them.

There are many blocks already unsold in neighbouring Burnie that have been developed by housing. If the need is so great, why haven't they all been snapped up?

My preference for this land would to develop some of the space as social housing and leave a large section for the community to use for future needs. To say there is a need for affordable housing is a joke as we know these won't be affordable for low income buyers. More like be bought by wealthier people in town as an investment.

As far as designs go- I prefer the design provided by Jiri Lev who I believe has made his own submission. It would be good to make this an area that the community could access not just home owners by having provisions for a cafe or green space to enjoy. It needs to be sympathetic to Penguin's village like vibe and not be taller than 2 stories tall.

Janeen Lillas

Janeen

From: [John Sheahan](#)
To: [State Planning Office Your Say](#)
Subject: old Penguin footy oval development
Date: Sunday, 24 May 2026 9:44:06 PM

You don't often get email from sheahanjj@gmail.com. [Learn why this is important](#)

I am a Penguin resident and attended the early consultations about this project. It was gratifying to note that the feedback seemed to have an impact, seemed to be taken on board, and seemed to result in reconsiderations.

All to the good.

As someone who might grow old and die here, I have skin in this game.

I wish to support the submission made by Darren Briggs - or at least the commentary he posted on Penguin's Fbk group page.

I know little about town planning and even less about the vocabulary pertinent to this project. I have lived long enough to know that projects can change if there is the wriggle-room for it, and sometimes even without it!

In this, I support the notion that the SAP needs to be tight, especially around the less tangible outcomes of aesthetics, inviting communal space and integrity with the town as a whole.

By the by, the process for ensuring the presence of low-cost housing seemed a bit wishy-washy. Can this also be addressed in the SAP?

All the best
John Sheahan
12 Frith St
Penguin

Dear Madam/Sir,

I object in the strongest terms to the proposed Housing Land Supply order for 1 Ironcliffe Road, Penguin. It proposes a privately owned monoculture housing development in one of the few places in Tasmania where one should never go - beautiful Penguin's town centre. It implicitly offends the proper operation of section 6(1) of the *Housing Land Supply Act 2018* – in particular subsection (e) because it is manifest that the Minister has not accorded proper weight to the environmental, economic and social consequences, in particular, of the proposed order. In summary, this site sitting as it does in the very centre of charming Penguin, must remain a shared community asset (with or without the addition of some housing). There must not be an unholy transformation of the heart of Penguin into a privately held, culturally and aesthetically barren ghetto. Solutions to the current housing crisis are sorely needed, but – in view of the history of the site, its importance to the community and common sense, it is not appropriate for more than about 40 percent of this site to be used for housing. Whilst I make no comment on the precise legal analyses of Ms Judith Murphy, below, I wholeheartedly endorse her 27 April 2026, 47-page analysis (including appendices A-T) of the key issues and arguments why the order and plan must not proceed. Paramount among my concerns are that:

1. The land was not properly transferred to Homes Tasmania in the first place (there is significant community disquiet about this) and/or its status as a central recreation hub for Penguin has been given insufficient weight;
2. The consultation process has demonstrably lacked bona fides;
3. Significant future business, tourism and worker benefits are lost by transforming this 'village green' site from shared community ownership to private housing lots; and
4. The proposal is jarringly at odds with the character of central Penguin, and with the overwhelming sentiment of the majority of the community.

Under the [current plans](#) for Penguin's 'cbd' the town centre risks looking something like [this](#):

https://mail.google.com/mail/u/1?ui=2&ik=27a1cff3f4&attid=0.2&permmsgid=msg-a:r965672110536537177&th=194b9ec44806d994&view=fimg&fur=ip&permmsgid=msg-a:r965672110536537177&sz=s0-l75-ft&attbid=ANGjdJ-1VlFfnP_n-E6JfZjzhJHpXZgCKAFHD-RwPrDlEua39-

[msRkQMtV2yXzhONaVwGinmmXzLoKi82CQbnONKOjGROcHi0qMdJXoe5--Xo-
_P8gsOIAHADrvBDPA&disp=emb&realattid=ii_m5ujhna1&zw](https://mail.google.com/mail/u/1?ui=2&ik=27a1cff3f4&attid=0.3&permmsgid=msg-a:r965672110536537177&th=194b9ec44806d994&view=fimg&fur=ip&permmsgid=msg-a:r965672110536537177&sz=s0-l75-ft&attbid=ANGjdJ9O9DXegg-1RUCcmUrtObFCX7xDTMEczyT3Uv2SP3l8MlqVHeEkhkBaJHoL_cJsE6n7N893HsD3-QMcoGm198QYKOWlct_xEzHS5yJ75ap7ciONFNuoHrPE7VY&disp=emb&realattid=ii_m5ujhna1&zw)

Whereas with a different approach it might instead look more akin to [CHC's plans for the new Sandy Bay village](#) :

[https://mail.google.com/mail/u/1?ui=2&ik=27a1cff3f4&attid=0.3&permmsgid=msg-
a:r965672110536537177&th=194b9ec44806d994&view=fimg&fur=ip&permmsgid=msg
-a:r965672110536537177&sz=s0-l75-ft&attbid=ANGjdJ9O9DXegg-
1RUCcmUrtObFCX7xDTMEczyT3Uv2SP3l8MlqVHeEkhkBaJHoL_cJsE6n7N893HsD3-
QMcoGm198QYKOWlct_xEzHS5yJ75ap7ciONFNuoHrPE7VY&disp=emb&realattid=ii_m](https://mail.google.com/mail/u/1?ui=2&ik=27a1cff3f4&attid=0.3&permmsgid=msg-a:r965672110536537177&th=194b9ec44806d994&view=fimg&fur=ip&permmsgid=msg-a:r965672110536537177&sz=s0-l75-ft&attbid=ANGjdJ9O9DXegg-1RUCcmUrtObFCX7xDTMEczyT3Uv2SP3l8MlqVHeEkhkBaJHoL_cJsE6n7N893HsD3-QMcoGm198QYKOWlct_xEzHS5yJ75ap7ciONFNuoHrPE7VY&disp=emb&realattid=ii_m)

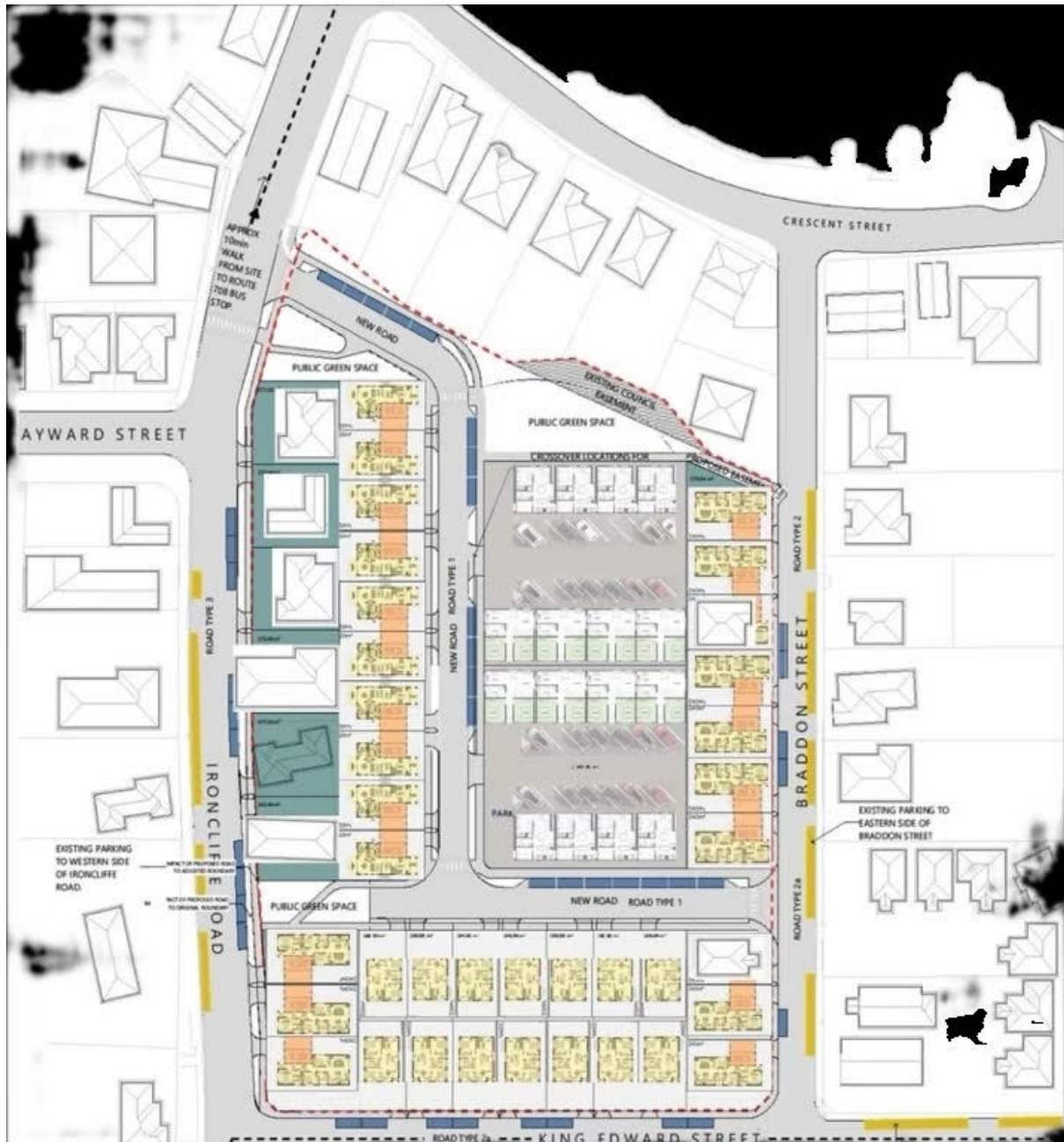
-
- Tourism is a key economic driver for NW Tasmania's economy. For Penguin, in addition to the busloads of cruise ship visitors who currently come, significant funds are already in place which will attract new classes of visitor in the coming years - from [AFL tourists](#) (\$25m funding now in place) and mountain bike tourists (plus \$10m for [roads](#) and other [amenities](#)).
 - There are other great sites in Penguin for a monoculture housing development (for example [here](#) and [here](#) - which are government or council owned and available now, or [here](#) which could be achievable via negotiation) to allow Homes Tasmania to hit its [targets](#) in a sensible way to address the housing crisis. But a monoculture housing development would erase a big portion of what professional planners [have labelled the jewel of Tasmania](#) . It'd be a travesty for [long-term-tourism](#), jobs, and amenity.
 - The current proposed order does not have community backing and will become a [PR disaster](#).
 - In short:
 - The 2017 plan for the site got the balance right (mixing housing, retail, green space) even if the actual design could have been improved;
 - Although the need for housing and social housing is far more acute than in 2017, this site is patently special to residents and tourists. It is a once-in-a-generation development opportunity to benefit tourists, small business / jobs, parking and voters generally. Monoculture housing estate options should be reserved for the other available, high quality, sites in Penguin;

- There are other good options for housing and social housing expansion in Penguin. There are no other meaningful options for tourism, business and jobs expansion in Penguin
- Include some housing and social housing at the site, but the current plans need significant overhaul to cater for tourism, retail, community parking, green space and so on.
- The 2017 plan was future proof (and could be improved further still):

https://mail.google.com/mail/u/1?ui=2&ik=27a1cff3f4&attid=0.1&permmsgid=msg-a:r965672110536537177&th=194b9ec44806d994&view=fimg&fur=ip&permmsgid=msg-a:r965672110536537177&sz=s0-l75-ft&attbid=ANGjdJ_0PpwN96_kJf4vjAngDGiP9CgBuXTdg1zUenwxTiRebPOzC1qe0SvyhmSTFHBhn_tMe91djJJYkOGAsWOjB4VH8u6mY0-Qqg_YTvns_dIKPGEt6P1LX04egHk&disp=emb&realattid=ij_m5vr911m0&zw

**IN THE MATTER OF THE HOUSING LAND SUPPLY ORDER AND SPECIAL AREA PLAN
FOR 1 IRONCLIFFE ROAD, PENGUIN**

FORMAL OBJECTION



FROM: Judith Murphy, Resident of Penguin, Tasmania

DATE: April 27, 2026

SUBJECT: Objection to the Proposed Housing Land Supply Order (HLSO) and Special Area Plan (SAP) for 1 Ironcliffe Road, Penguin, Tasmania.

Executive Summary

This formal objection opposes the Housing Land Supply (Penguin) Order 2024 (HLSO) and Specific Area Plan (SAP) for the residential development of 1 Ironcliffe Road, Penguin, commonly known as the “Old Footy Ground.” The proposed development is unsuitable for the site and fails to meet statutory and community needs, risking the loss of a vital community asset. The following summary demonstrates why the site should be preserved for community purposes rather than developed for housing:

1. **Incompatibility with Local Character:** The high-density proposal clashes with Penguin’s low-density village aesthetic.
2. **Insufficient Green Space:** The development plan has inadequate green space. It would exacerbate Penguin’s limited public open space, critical for community well-being.
3. **Overwhelming Community Opposition:** Strong resident opposition, evidenced by surveys, public meetings and petitions.
4. **Availability of Existing Housing:** Unsold lots and existing social housing in the region negate the need for this site’s development.
5. **Preservation of Historical Significance:** The site’s century-long recreational legacy warrants protection.
6. **Viable Alternatives:** Other suitable sites exist for housing, preserving the footy ground’s community value.
7. **Inefficacy of Affordable Housing Model:** Homes Tasmania’s model fails to deliver affordable outcomes, with unsold lots and inflated costs.
8. **Systemic Mismanagement by Homes Tasmania:** The agency’s failure to deliver through programs like the Residential Land Rebate underscores its inability to manage this development effectively.
9. **Failures by Central Coast Council.** The Council has failed in consultation with the community, loss of pertinent records and breaches of procedural fairness.
10. **Inadequate Amenities and Infrastructure:** The proposal overlooks Penguin’s strained school and services.
11. **Mental Health Impacts:** Loss of green space and cramped housing would harm community mental health.

12. **Lack of Necessity:** Penguin's low population growth does not justify sacrificing the site.
13. **Limited Employment Opportunities:** Insufficient local jobs reduce the need for additional housing.
14. **Climate Resilience and Flood Mitigation:** The site's green space supports flood prevention, critical in a coastal town.
15. **Biodiversity and Ecological Value:** The site's preservation supports local ecosystems and Eco-tourism.
16. **Economic and Tourism Benefits:** A community green space would boost property values and visitor revenue.

The body of this submission expands on these grounds, supported by detailed evidence in the Appendices and additional data, demonstrating procedural flaws, statutory breaches, and the superior public interest in retaining the site for community use. I urge revocation of the HLSO and SAP under section 18 of the Housing Land Supply Act 2018 to protect Penguin's heritage and future.

I. INTRODUCTION

This objection is not opposed to the provision of public or affordable housing in principle but specifically challenges the suitability of the Site for the proposed development and asserts that alternative sites are more appropriate. This objection is lodged pursuant to the Housing Land Supply Act 2018 and relevant provisions of the Land Use Planning and Approvals Act 1993. The HLSO and SAP fail to comply with:

- ❑ procedural fairness (Local Government Act 1993, s. 20);
- ❑ standards of good faith, transparency, and meaningful community engagement required under the Housing Land Supply Act 2018 (s. 13(2));
- ❑ principles of common law duty to act in good faith in administrative processes as established in cases such as *Minister for Immigration v Li* [2013] HCA 18;
- ❑ transparency obligations under the Land Use Planning and Approvals Act 1993, s. 9;
- ❑ the public trust doctrine and the statutory duty under the Housing Land Supply Act 2018 to balance housing needs with environmental and community amenities;
- ❑ lack of alignment in the Land Use Planning and Approvals Act 1993;

- ❑ the participatory planning requirements of the Land Use Planning and Approvals Act 1993;
- ❑ the necessity test under the Housing Land Supply Act 2018;
- ❑ The unlawful alienation of community land under the Local Government Act 1993;
- ❑ the test of reasonableness required by administrative law and the Housing Land Supply Act 2018;
- ❑ the affordability objectives of the Housing Land Supply Act 2018;
- ❑ the infrastructure adequacy requirements under the Land Use Planning and Approvals Act 1993;
- ❑ public health considerations in planning decisions under the Land Use Planning and Approvals Act 1993;
- ❑ principles of responsible governance and the public interest test under the Housing Land Supply Act 2018;
- ❑ sustainable development under the Land Use Planning and Approvals Act 1993;

rendering them ultra vires and arbitrary and must be rejected to uphold the public interest and principles of good governance.

II. BACKGROUND

1. **History of the Site:** The Site holds a rich, significant historical and cultural importance to the Penguin community, based on community recollections and historical accounts. It is understood to have been acquired in the late 1800s for the purpose of football games. For over a century football has been played at this location. (Appendix A).
2. **Community Awareness and Response:** The Penguin community was informed of Homes Tasmania's proposed development of the Site through limited public disclosure, prompting significant concern. A community survey, garnering over 1,300 signatures, and subsequent public meetings (August 6 and 14, 2024 and March 10, 2025) demonstrated widespread opposition to the development. Appendix S. The Central Coast Council (hereinafter "the Council") cited this survey but failed to adequately address community concerns or hold requested public meetings.

3. **Council's Conduct:** The Council's responses to inquiries regarding the Site have been inadequate, raising concerns about transparency, procedural fairness, and due diligence. Specifically:

- o Failure to consult the community regarding the reversion of the Site to the State Government, pursuant to title conditions mandating recreational use, in breach of principles of procedural fairness under the Local Government Act 1993.
- o Inconsistency between the 2021 Central Coast Masterplan and the Site's title conditions which the Council knew or ought to have known, misleading the community about viable land use options. Appendix Q.
- o Execution of a memorandum of understanding with Homes Tasmania to facilitate the development without community consultation or prior agreement with the community to do so.
- o Recent commentary by Michael Purves, Tasmanian President of the Planning Institute of Australia, warned, in a timely analysis in "The Mercury" that planning reforms alone are insufficient amid Australia's population surge and highlighted outdated Land Use Strategies failing to align with water, sewerage and road capacities; a shrinking construction workforce amid material shortages; and regulatory gaps like short-stay diversions that erode long-term supply. Purves advocates for hybrid engagement models – echoing IAP2 best practices and Victorian inquiries where 62% of residents decried unrepresentative processes. Penguin residents would decry unrepresentative processes.
- o Loss of records pertaining to the Site's use, covenants, and transfer history, undermining public trust and transparency.
- o Council's recent responses to residents' concerns has been that "the site has nothing to do with them". Appendix T.

4. **Homes Tasmania's conduct:** During the consultation process for the proposed Housing Land Supply Order (HLSO) and Special Area Plan (SAP) for 1 Ironcliffe Road, Penguin, Homes Tasmania demonstrated a pattern of conduct that failed to meet the standards of good faith, transparency, and meaningful engagement required under the Housing Land Supply Act 2018 (s. 13(2)) and principles of administrative law as established in cases such as *Minister for Immigration v Li* [2013] HCA 18. Specifically:

- o Disregard for Community Input: Homes Tasmania consistently disregarded repeated representations from Penguin residents advocating for the preservation of the Site for community-focused purposes, such as

recreational or civic use, rather than the proposed high-density residential development. This is evidenced by the agency's failure to incorporate resident feedback into revised plans, as documented in the community consultation report (Appendix F, showing majority opposition to the Site plan), undermining the participatory objectives of the Housing Land Supply Act 2018, s. 13(2).

- o **Dispute of Density Designation:** Homes Tasmania classified the proposed development as medium-density under a statewide framework, rejecting residents' concerns that it constitutes high-density housing in the context of Penguin's low-density village character, as raised in community submissions (Appendix J, noting resident objections to density). The agency failed to provide evidence or engage with the community's localised perspective, breaching principles of reasonableness and fairness in administrative decision-making.
- o **Unsubstantiated Claims Regarding Infrastructure:** Homes Tasmania asserted that the Penguin District School had sufficient capacity to accommodate additional students, despite community claims to the contrary, as detailed in consultation discussions (Appendix H, recording residents' challenges and Homes Tasmania's failure to provide documentary evidence). This lack of substantiation undermines transparency obligations under the Land Use Planning and Approvals Act 1993, s. 9, and eroded public trust in the consultation process.
- o **Misleading Representations on Housing Design:** Homes Tasmania presented illustrative examples of housing designs for the Site, despite lacking authority to control the design or specifications of dwellings developed by private entities. This speculative presentation misled the community about the certainty of the development's aesthetic and functional outcomes, contrary to the good faith required in public consultations.
- o **Vague and Evasive Responses:** When questioned about critical details, such as the number and configuration of proposed two-storey units in the central area of the Site, Homes Tasmania provided deliberately vague responses, often stating that "matters are still in the planning phase" or "decisions are yet to be finalised." This evasiveness hindered meaningful community input, violating the statutory requirement for open and accountable engagement under the Housing Land Supply Act 2018, s. 13(2).
- o **Legal Implications:** The above actions by Homes Tasmania constitute a failure to conduct consultations in good faith, as required by the Housing Land Supply Act 2018 and the common law duty to act in good faith in administrative processes, as affirmed in *Minister for Immigration v Li*

[2013] HCA 18, which mandates reasonable and transparent decision-making. By dismissing community concerns (Appendix F), failing to provide evidence-based responses (Appendix H), and presenting misleading information (Appendix J), Homes Tasmania's conduct undermines the legitimacy of the consultation process and raises questions about compliance with its statutory obligations.

- o Homes Tasmania's blatant mismanagement was recently laid bare by Channel 7 Tasmania's September 30, 2025 report that the government has halted a key grant scheme for medium and high density housing due to soaring construction costs, effectively cancelling home projects in Hobart. It is likely that any other projects including the ill-fated 1 Ironcliffe Road proposed development, will be be strangled alongside those in Hobart, and it would be sheer folly to commence this project, squandering taxpayer money on a doomed and poorly planned scheme. This is amplified by Independent MP David O'Byrne's blistering condemnation in Hansard on September 25, 2025, where he excoriated Homes Tasmania's dismal failure at the Huntingfield project – seven years post-rezoning with zero homes built despite a 2022 handover – denouncing their delays, cost overruns, and inability to meet housing targets, exposing their profound ineptitude and rendering the Penguin proposal a wasteful, misconceived endeavour that defies community interests and the affordability goals of the Housing Land Supply Act 2018

In light of these deficiencies, the consultation process for the proposed HLSO and SAP is fundamentally flawed, rendering any subsequent decisions vulnerable to challenge as procedurally invalid. The undersigned submits that Homes Tasmania's conduct necessitates a thorough review of the consultation process to ensure compliance with legal standards and the protection of community interests.

III. GROUNDS FOR OBJECTION

The following grounds substantiate this objection to the proposed HLSO and SAP:

1. Incompatibility with Penguin's Character and History

- o The proposed development, comprising approximately 45 blocks for freestanding or co-joined dwellings plus an additional two central areas for multi-storey units (potentially 50 units), is inconsistent with Penguin's aesthetic and low-density residential character. As can be seen by the map of the area, (Appendix B), properties surrounding the site feature larger lot sizes and significant private garden spaces, whereas the

proposed high-density layout is inconsistent with its surrounds and lacks adequate green space, contrary to best practices in urban planning under the Tasmanian Planning Scheme.

- o The site, a community football oval for over a century, holds deep historical significance. (Appendix A).
- o Homes Tasmania's consultation process failed to provide specific details about the multi-storey units (Appendix C), raising concerns about potential high-density development by private developers that would further disrupt the town's character.
- o Despite extensive efforts to locate images of homes constructed on Homes Tasmania's allocated blocks across Tasmania, including searches on real estate platforms and Homes Tasmania's official website, no such photos could be found. However, images of State housing on similarly sized blocks to those proposed for 1 Ironcliffe Road provide a reasonable basis for envisioning the likely development. Given that these small lots are intended for affordable housing targeting low-income earners, it is logical to assume the houses at 1 Ironcliffe Road will follow a comparable design pattern. Analysis of similar State housing projects, such as those in Ulverstone and Rokeby, reveals designs that conflict with local architectural norms (Appendix D). This lack of alignment undermines the Land Use Planning and Approvals Act 1993, which seeks to ensure sustainable development that preserves local character and heritage, rendering the Specific Area Plan (SAP) inconsistent with statutory planning principles.

2. Insufficient Public Green Space:

- o The 2021 Census data show that among 10 towns with a population between 3,000 to 4,500, Penguin (approximately 3,000) ranks in the lowest cohort for publicly accessible green space (including the foreshore strip) in proportion to built space. Satellite views on google maps reveal the "old footy" Site as the only meaningful island of public open space in Penguin (Appendix E), apart from Dial Park, which is located a couple of kilometres away from Penguin's core, up a significant hill, and over a four lane motorway. Compared to Latrobe, Smithton, George Town, and Port Sorell, Penguin is noticeably deficient. Including towns from 2,500 to 4,500 (e.g Deloraine, Huonville, Margate) makes the comparison even starker. The proposed development would exacerbate this deficit, contrary to community needs and planning principles prioritising public amenities.

- o The proposed development's failure to preserve sufficient essential green space breaches the public trust doctrine and the statutory duty under the Housing Land Supply Act 2018 to balance housing needs with environmental and community amenities, leading to an inequitable burden on Penguin's residents.
- o Central Coast Council and State Planning Guidelines both support the provision and value of adequate green space. Appendix N.

3. Overwhelming Community Opposition:

- o Community sentiment, evidenced by a survey of over 1,300 residents and an internet poll showing 88% prefer less than 50% of the Site for housing, overwhelmingly opposes the development. Homes Tasmania acknowledged this opposition in its consultation report (Appendix F).
- o The proposed sale of 85% of the Site, with 15% (the community was told “about 7”), allocated for public housing, prioritises financial gain over community interests, particularly amidst significant public expenditure on unrelated projects.
- o Homes Tasmania may cite the 2021 Central Coast Masterplan as evidence of community support for housing at 1 Ironcliffe Road, but this document alone is insufficient to justify the proposed development. Community sentiments evolve, and certainly, the housing market in Penguin has changed significantly since 2021. Four years ago, homes sold quickly, and vacant land was scarce. Today, property sales have slowed, and several vacant lots are available, with land prices around \$150,000. Additionally, the Masterplan’s consultation process, led by Council-appointed consultants, raises concerns about bias, as councils often guide consultants toward predetermined outcomes. Despite alternative proposals being raised during consultations, the Masterplan prioritised housing, which now no longer reflects current community priorities. Appendix P.
- o Homes Tasmania acquired the land at 1 Ironcliffe Road at no cost, enabling the agency to more than recover the expenses associated with constructing a limited number of social housing units. However, this development would result in the permanent loss of a highly valued parcel of land ideally suited for civic purposes, thereby depriving the Penguin community of a significant community asset without providing adequate compensation or benefits to local residents.
- o To accurately assess the level of community support or opposition to Homes Tasmania’s plan for 1 Ironcliffe Road, I strongly recommend

conducting an elector poll. This would ensure that the government's decisions reflect the true will of Penguin's residents.

- o This blatant disregard for community opposition constitutes a failure to adhere to the participatory planning requirements of the Land Use Planning and Approvals Act 1993, rendering the HLSO and SAP procedurally invalid and contrary to the principles of democratic governance.

4. Adequate Existing Public Housing:

- o Penguin has approximately 80 social housing dwellings out of 1,565 total homes, with some units vacant, indicating sufficient provision for a small community.
- o Penguin's current social housing stock (approximately 80 dwellings out of 1,565, or 5.1%) exceeds the state average of 4.1%. Additional social housing is therefore unnecessary, given that Penguin already exceeds the State average of social housing.
- o Homes Tasmania's own data shows 67 unsold "affordable" housing blocks in the northwest region, suggesting the proposed development is unnecessary.
- o The pursuit of additional housing at this Site, despite existing adequacy, is irrational and disproportionate, violating the necessity test under the Housing Land Supply Act 2018 and wasting public resources that could be allocated to more pressing regional needs.

5. Preservation of the Site for Community Use:

- o The Site's central location, one street from Penguin's main shopping strip and beach, makes it ideal for community-focused development, such as a medical hub, swimming pool, botanical garden, or village green.
- o The Site's designation for recreational use under its title conditions further supports its preservation for community benefit rather than high-density housing.
- o The site at 1 Ironcliffe Road holds significant potential for civic purposes that align with Penguin's strong community pride in its public spaces. This is evident in the efforts of a Council-supported volunteer group dedicated to maintaining Penguin's beauty, as well as the town's cherished gardens. For example, the site could be transformed into a regional botanical garden featuring a central lawn for diverse recreational activities. While

this is my suggestion, many other ideas exist within the community. The future of this site should reflect the will of Penguin's residents, determined through meaningful consultation, rather than arbitrary decisions made by state government and local government out of touch with its community.

- o Preserving the site at 1 Ironcliffe Road for future generations is critical due to its prime location and potential to serve as a lasting community asset in Penguin's town centre. This site, nestled close to the heart of the town, offers a rare opportunity to create a legacy space that enhances community well-being, fosters social cohesion, and supports Penguin's identity as a vibrant, community-oriented coastal town. The Central Coast Council's current land strategy emphasises setting aside vacant council land for future housing and commercial developments to accommodate projected population growth. However, with Penguin's population growth remaining minimal (projected at less than 1% annually per ABS data), the urgency to rezone recreational land for such purposes is questionable. However, if Council is proactively reserving land for future development, it should equally prioritise preserving 1 Ironcliffe Road for future community use, ensuring that future generations inherit a space dedicated to recreation, culture, or civic engagement rather than losing it to short-term development pressures. Appendix R.
- o Converting the Site to residential use contravenes the title conditions and the statutory mandate to prioritise public recreational spaces, amounting to an unlawful alienation of community land under the Local Government Act 1993.

6. Availability of Alternative Sites:

Alternative sites in Penguin, including

- o Land behind the squash courts and athletics track;
- o Park Avenue;
- o Dykes Reserve (subject to acquisition from private ownership, owned by the Roland View Estate Trust). Roland View Estate Trust (listed on the ACNC site) states their current activities as 'Two subdivisions are being undertaken to support projects in the community for the elderly';
- o The old school site;
- o Central Coast Council's own planning scheme, has an existing SAP for the Main Street of Penguin, but did not see any need to determine a new or different SAP for the old footy ground, 1 Ironcliffe Road; Appendix R.

- o The existence of these viable alternatives renders the proposed HLSO and SAP unnecessary and disproportionate, failing the test of reasonableness required by administrative law and the Housing Land Supply Act 2018.

7. Inefficacy of Affordable Housing Model:

- o Tasmania's affordable housing model has been less than an overwhelming success, with 67 unsold blocks in the northwest region and 159 statewide, some still on the market for over two years. These blocks, prioritised for 30 days for low-income earners, and then available for the general public, including developers, have not attracted buyers, suggesting either the "affordability" tag promoted by Homes Tasmania is misleading, the blocks lack appeal due to high density designs, or both. If all Homes Tasmania had sold, a case for more "affordable" housing might exist, but this is not the case.
- o Further evidence of Homes Tasmania's failure to deliver affordable housing is demonstrated by the Residential Land Rebate Program's lack of results, as reported in The Advocate on June 3, 2025 (Appendix O). Despite allocating \$682,505 to seven developers since July 2024, no affordable land lots have been sold as of May 20, 2025, and the program's guidelines allow developers to retain initial funds even if lots are sold above the affordability cap (\$280,000 for Penguin's urban fringe) or remain unsold. This raises concerns about taxpayer money being misallocated without accountability, with Labor's Luke Edmunds noting the program is "not meeting its objectives." Homes Tasmania's practice of counting unsold land toward its 10,000 homes by 2032 target further inflates reported progress, undermining its credibility to manage the proposed development at 1 Ironcliffe Road effectively.
- o The Penguin proposed development has higher density than comparable developments in larger towns like Georgetown, and is unlikely to succeed under Homes Tasmania's model and risks further alienating residents. This higher density than other areas suggests Homes Tasmania's plan to cash in on tiny fragments of land close to the town's centre.
- o Homes Tasmania makes repeated claims in its literature of providing "affordable" housing. From the Homes Tasmania website: "Homes Tasmania is committed to increasing social and **affordable** housing and releasing residential land for home ownership for Tasmanians. Delivering residential subdivisions on surplus Government land can assist in putting downward pressure on rising land prices for homeowners and ensure land supply is available for new housing for Tasmanians on **low incomes**. Homes Tasmania makes submissions for HLSOs as appropriate land is identified. Proposed developments prioritise the sale of lots for private and **affordable** home

ownership and generally retain around 15 per cent of lots for social and supported housing.”

- o This claim is misleading in regard to the site of 1 Ironcliffe Road. Homes Tasmania has not provided costing for the blocks at the Site; however, it has indicated that it will use the Council Rate Notices as a guide. Appendix G is a detailed estimated costing for a house and land package for the Site. In summary, the cost of the block plus the build of a modest 2-bedroom home pushes total home costs to \$625,000 - \$1,195,000 (block and build), exceeding Tasmania’s affordable housing benchmarks (e.g., <30% of median income for repayments). Infrastructure burdens (passed to buyers) inflate costs, making claims of affordability false—especially in Penguin, where median incomes lag those of Hobart. Currently the median price for a property in Penguin is \$546,000.00 (almost \$100,000.00 lower than the estimated cheapest property on the Homes Tasmania development).
- o The model’s proven inefficacy, as evidenced by unsold blocks, inflated costs, and the Residential Land Rebate Program’s failure to deliver any affordable lots (Appendix O), demonstrates a failure to meet the affordability objectives of the Housing Land Supply Act 2018, rendering the SAP an ineffective and misleading solution that exacerbates rather than alleviates housing inequities.
- o There are several existing blocks of land for sale in Penguin at around the \$150,000 mark, providing serviced land similar to the proposed Site at 1 Ironcliffe Road, making this development unnecessary, ineffective and rendering it ultra vires.
- o

8. Insufficient Public Amenities: Penguin lacks infrastructure to support additional residents, including:

- o Penguin District School at 91% capacity (Appendix H).
- o No manned police station (nearest in Ulverstone, 20 minutes away).
- o Limited retail (IGA stores insufficient for comprehensive needs).
- o Overstretched medical facilities with closed books and six-week wait times.
- o No Centrelink office, dentist, or psychological services (nearest in Burnie, 30 minutes away).
- o Inadequate public transport and employment opportunities.

- o The proposed development at 1 Ironcliffe Road raises significant concerns about sewerage system capacity. As the site lacks existing sewerage infrastructure, new pipes would need to be connected to century-old sewer lines servicing surrounding historic buildings, potentially straining the system. Alternatively, installing a new line to the main outlet would likely be cost-prohibitive, further questioning the project's feasibility.
- o Concerns about traffic on Braddon Street and Ironcliffe Road. The streets surrounding the Site are inadequate to support a housing development of this size, particularly as Braddon Street is the location of the Catholic Church and is crowded by Sunday services plus the addition of visitors and tourists to the Penguin Sunday market. Ironcliffe Road is one of the main access points to the main State highway and is the feeder street to the Penguin District School and the Dial Sporting complex.
- o Should the development proceed, land would need to be taken from the site to widen roads for parallel parking on each side of these streets, plus extra width to cater for future traffic needs. This would likely reduce block sizes further to accommodate the land sequestered for road widening, exacerbating the density of homes even further. The capacity of the streets to handle the increased traffic flow is highlighted in Homes Tasmania's community consultation report (Appendix I).
- o Homes Tasmania acknowledged these infrastructure deficits in its consultation summary (Appendix J). This acknowledgement by Homes Tasmania underscores the development's failure to meet the infrastructure adequacy requirements under the Land Use Planning and Approvals Act 1993, constituting a breach that renders the HLSO and SAP unsustainable and contrary to public interest.

9. Mental Health Impacts:

- o High-density housing is associated with adverse mental health outcomes (Appendix K). Research, including a 2020 study in Urban Studies, highlights that high-density living can increase stress, anxiety, and social isolation due to limited personal space and reduced access to natural environments. This is particularly concerning for Penguin, where residents value the low-density, community-oriented lifestyle that supports mental well-being.
- o Further, a Science Acumen report indicates children in rural settings with access to nature are 55% less likely to develop psychiatric disorders, underscoring the importance of preserving Penguin's village

character. This report emphasises that exposure to green spaces, like the Old Footy Ground, fosters emotional resilience and cognitive development in children, benefits that would be compromised by converting this rare, central recreational space into high-density housing. Preserving such spaces is critical to maintaining Penguin's rural environment, which supports mental health across all age groups.

- o The proposed development's disregard for these mental health impacts violates the duty to consider public health in planning decisions under the Land Use Planning and Approvals Act 1993, exacerbating vulnerabilities in a community already facing limited psychological services.

10. Questionable Necessity and Fiscal Responsibility:

- o Tasmania's public housing stock includes 5,000 homes, with a total social housing portfolio of 14,700 dwellings (AIHW, 2024). At a build price of approximately \$300,000 per small unit, the proposed development raises concerns about fiscal responsibility, especially given minimal annual population growth of approximately 1,051 people (0.18%) from December 2023 to December 2024, per ABS, with continued slow growth at 0.3%, and existing unsold land.
- o In North West Tasmania as of June 30, 2024, the population was 119,790, with a growth rate of 0.2%, lower than the state average and significantly below Greater Hobart. Tasmania's growth rate is the lowest of all Australian States. (Appendix L)
- o As mentioned previously, there are several existing blocks of land for sale in Penguin at around the \$150,000 mark, providing serviced land similar to the proposed Site at 1 Ironcliffe Road, making this development unnecessary, ineffective and rendering the Homes Tasmania development ultra vires.
- o At the writing of this submission there were 62 properties for sale in Penguin. Also, there were 38 parcels of land for sale, 20 in Penguin itself and 18 in surrounding suburbs. The median price for a property in Penguin is \$546,00.00.
- o Research from the Australian Housing and Urban Research Institute indicates public housing does not significantly improve tenants' quality of life compared to private tenants, suggesting alternative housing solutions should be explored (Appendix M). This empirical evidence supports the argument that the proposed social housing component is ineffective, breaching the efficiency requirements of public expenditure under fiscal responsibility principles.

- o The fiscal imprudence of this project, in light of low population growth and existing housing surplus, renders the HLSO and SAP an unjustifiable expenditure of public funds, contrary to principles of responsible governance and the public interest test under the Housing Land Supply Act 2018.

11. Limited work opportunities.

- o The limited employment opportunities in Penguin further underscore the unsuitability of the proposed development, as the town's small size and economic structure offer insufficient prospects for additional residents. According to data from the Australian Bureau of Statistics (ABS), the unemployment rate in the Central Coast Local Government Area (LGA), which includes Penguin, stands at 4.1% as of 2025, slightly below the state average of 4.0%; however, this masks the region's reliance on part-time and seasonal work, with only 54% of employed individuals in full-time positions and 39% in part-time roles in 2021 (profile.id.com.au/central-coast/employment-status) .
- o Penguin's economy is dominated by tourism and agriculture, and includes a few retail jobs, with limited full-time and diverse job options within the town itself, forcing many residents to commute to nearby Ulverstone (20 minutes away) or Burnie (30 minutes away) for employment, as evidenced by SEEK listings showing 224 full-time jobs in the Penguin area, but primarily in surrounding regions (www.seek.com.au/jobs/in-Penguin-TAS-7316/full-time).
- o This scarcity of local work exacerbates existing infrastructure strains and risks increasing unemployment or underemployment among new residents, contrary to the principles of sustainable development under the Land Use Planning and Approvals Act 1993.

12. Long-term benefits for retaining the Site for recreational use.

Climate Resilience and Flood Mitigation:

- o Coastal towns like Penguin face increasing risks from climate change, including sea-level rise and storm surges (projected to worsen by 2050 per Tasmania's Coastal Hazards Strategy). Preserving the footy ground as permeable green space could act as a natural buffer, absorbing storm-water and reducing flood damage—benefits housing development would eliminate by increasing impervious surfaces (e.g., concrete). Studies show urban green spaces in Australia can lower flood risks by 20–30% through natural drainage, saving councils millions in infrastructure repairs. For Penguin, this site's central, low-lying location makes it ideal for "sponge city" features like rain gardens, enhancing resilience.

Biodiversity and Ecological Value:

- o As a rare undeveloped coastal plot near Penguin's foreshore, the site could be used to support local ecosystems, including migratory birds and native flora (e.g., Tasmania's coastal heath-lands, home to species like the eastern barred bandicoot). Converting it to housing could exacerbate biodiversity loss in Tasmania's northwest (already under pressure from urban sprawl). Re-purposing as a community botanical garden would promote conservation education and Eco-tourism, aligning with the Tasmanian Biodiversity Strategy 2023–2030, which prioritises urban green corridors for species recovery—offering educational programs for locals and visitors.

Economic Boost Through Tourism and Property Values:

- o Small towns like Penguin rely on tourism (e.g., its coastal charm draws 200,000+ visitors annually via the Cradle Coast region). A community-focused green space could enhance this by creating a "signature attraction" (e.g., a village green for events), potentially increasing visitor spend by 10–15% as seen in similar Australian sites. Research shows proximity to quality green spaces raises nearby property values by 6–10% in urban areas, benefiting Penguin's economy without the short-term revenue from housing sales. This contrasts with housing's one-off gains, fostering sustainable growth through events like markets or festivals.

Health Cost Savings and Productivity Gains:

- o Beyond mental health (which has been covered), green spaces in rural settings reduce healthcare costs by promoting physical activity and lowering chronic disease rates (e.g., Tasmania's obesity rate is 67%, highest nationally). A community hub could save the state \$1–2 million annually in health expenses per 1,000 residents through preventive benefits, per Australian studies. In low-growth areas like Penguin, this boosts workforce productivity (e.g., fewer sick days), supporting long-term economic stability over housing's immediate but limited impact.

IV. RELIEF SOUGHT

The undersigned respectfully requests the following:

1. Rejection of the proposed HLSO and SAP for 1 Ironcliffe Road, Penguin.
2. An order directing Homes Tasmania to engage in meaningful, transparent consultation with the Penguin community to identify any vacant land of appropriate size and scope that will not unduly impinge on existing resources,

that will not compromise central existing spaces and that are in keeping with the village character of Penguin.

3. An order recommending the reinstatement of the Site's caretaker arrangement with the Central Coast Council, with a directive for the Council to conduct comprehensive community consultation to determine the Site's future use in accordance with public will and title conditions.
4. And lastly, an order for an inquiry into the Council's and Homes Tasmania's conduct, including their lack of transparent engagement with the community, their failure to seek and subsequently acknowledge the majority of residents views, and their signing of a memorandum of understanding with each other without public knowledge, to ensure accountability and prevent similar breaches of public trust.

V. CONCLUSION

The proposed Housing Land Supply (Penguin) Order 2024 (HLSO) and Specific Area Plan (SAP) for 1 Ironcliffe Road, Penguin, are fundamentally misaligned with the community's needs, statutory obligations, and the public interest. The development's high-density design, inadequate infrastructure support, and disregard for Penguin's village character, historical significance, and ecological value render it unsuitable, as evidenced by overwhelming resident opposition (Appendix F). Homes Tasmania's failure to deliver affordable housing, demonstrated by unsold lots statewide, inflated costs (Appendix G), and the ineffective Residential Land Rebate Program (Appendix O), undermines its capacity to manage this site responsibly. The agency's dismissive consultation practices (Appendices H, J) further breach transparency and good faith duties under the Housing Land Supply Act 2018 (s. 13(2)) and principles of administrative law (*Minister for Immigration v Li* [2013] HCA 18).

Preserving the Old Footy Ground for legacy community purposes—such as a village green, botanical garden, or civic hub—offers superior benefits: mitigating flood risks, supporting biodiversity, boosting tourism and property values, and reducing health costs. Existing housing capacity and alternative sites better address Tasmania's housing needs without sacrificing this irreplaceable asset.

The Central Coast Council's and Homes Tasmania's prioritisation of revenue over community welfare, evidenced by procedural flaws and lack of accountability, warrants scrutiny.

This submission, supported by the appendices and detailed analysis in the body, demonstrates that the HLSO and SAP are procedurally deficient, contrary to the public interest, and an ineffective response to housing challenges. The undersigned urges the

revocation or amendment of the HLSO and SAP under section 18 of the Housing Land Supply Act 2018, a formal investigation into Homes Tasmania's and the Council's conduct, and a commitment to community-focused planning that respects Penguin's heritage, environment, and future.

The undersigned urges the rejection of the proposal and the prioritisation of community-driven solutions.

Respectfully submitted,

Judith Murphy

Resident of Penguin, Tasmania

April 27, 2026

Attachments: Appendices A–T (as referenced)

Appendix A. History of 1 Ironcliffe Road.

The following constitutes a documented history of the land at 1 Ironcliffe Road, Penguin, Tasmania, commonly referred to as the “Old Footy Ground”, as compiled from available title searches and historical newspaper records. Regrettably, comprehensive records, including what is believed to be a century-old caveat designating the Site for recreational use, were reportedly destroyed in a municipal fire at the time of the merger between Penguin Local Council and the Ulverstone Council. The Central Coast Council, located in Ulverstone, has stated that it possesses no knowledge or records pertaining to the historical ownership or use of the Site.

In the late 1800's, (from old newspaper clippings supplied by the Penguin historical society) the Site was acquired by private citizens with the express purpose of establishing a football club and facilitating regular football activities. This purpose was realised, and the Site served as a community football ground. In the early 1900's, a local council was established in the Penguin area, and the private owners permitted the council to maintain the Site as a football oval. Subsequently, the local council requested that the Tasmanian State Government repurchase the Site, which apparently it did, compensating the original owners with a nominal sum, often referred to as a peppercorn amount, for the transfer of ownership. A grandstand was constructed on the Site, which was later destroyed by fire, according to newspaper articles of the time. Following the transfer, the State assumed ownership of the Site, designating it for recreational purposes. The local council continued to maintain the Site, and it remained a venue for football activities for over a century. Many residents of Penguin retain cherished memories of attending football matches at the Site, underscoring its cultural and historical significance to the community.

In 2017, following the adoption of the Penguin Recreation Ground Master Plan in June 2017, the Penguin Football and Cricket Clubs relocated to the newly redeveloped Dial Regional Sports Complex. Consequently, the Site fell into disuse for formal sporting activities. Nevertheless, local residents continued to utilise the Site for informal recreational purposes, including casual football kick to kick and dog walking, under the reasonable assumption that the Site would remain vacant until an appropriate civic use was determined.

Subsequent to 2017, and over the course of more than a century since its initial acquisition, the aforementioned municipal fire destroyed all municipal records pertaining to the Site. Despite this loss, the Central Coast Council continued to maintain the Site during its period of active use as a football ground and subsequent disuse.

In 2021, the Central Coast Council commissioned a Masterplan for Penguin, which included proposals for the now-disused Site. Given its prime location, one street removed from the Penguin foreshore, it is reasonable to infer that the Site's development for housing purposes could generate significant revenue for the Council. The Masterplan, developed by consultants engaged by the Council, appeared to prioritise residential development, and a low-density community housing scheme was drawn up, despite alternative proposals for the Site's use put forward by the community. Ultimately, the residential proposal prevailed within the Masterplan framework. However, for reasons not disclosed by the Council, this component of the Masterplan was not advanced, despite publicly advertising the residential development. One can only deduce that Council negotiated with several developers to purchase the Site, but no sale ensued. And one can further deduce that, given the Council's planning requirements, that no developers were interested as the profit margins were not there. The Site remained vacant for four years and the community assumed that no buyers were found to develop the Site and that it would remain vacant until such time as Council determined another use for the Site.

In 2024, the Penguin community learned through informal channels, absent from any formal announcement from the Central Coast Council, that the Tasmanian State Government had resumed complete ownership of the Site and transferred it to Homes Tasmania for the development of high density affordable and social housing. Despite repeated requests from residents for clarification regarding the reversion of the Site to State control, the Council has provided no explanation, asserting only that the Site is no longer within its purview or responsibility.

This unexplained reversion and transfer constitute a breach of fiduciary duty to the community, as the Council and State failed to uphold the Site's designated recreational purpose, potentially rendering the transaction voidable under common law principles of public trust.

History of Penguin Recreation Ground – Researched by Craig Dunham (Penguin History Group)

Most people relate the ground to the playing of football & cricket but over the years it has been much more than that. For well over a century the ground has served as a focal point for the community in general and has hosted a wide variety of activities, social as well as sporting.

Cricket was most likely the first organised team sport played in the Penguin district. The pitch was chipped with a hoe and the wickets were bits of split timber with no balls. The bat was usually shaped from locally sourced blackwood. The first recorded game of cricket at Penguin was a game between Penguin & Norfolk Creek reported in the Launceston Examiner on January 28, 1875. In February 1876, the NW Gazette carried a detailed report of a cricket match between Penguin and Leven clubs. Members of the Penguin team were – W. Spinks, T M Clerke, R Revell, J Revell, W Revell, W Mainwaring, L Lancaster, J Sushames and H & N Hardstaff.

Reports from 1880 had the club playing on "a small, but very convenient paddock kindly given by Mr. T Sullock and situated in the most populous part of the township" (Examiner Nov 3, 1880) – this is thought to have been a block of land adjacent to the original Neptune Hotel. By the 1880's games against Ulverstone, Gawler, North Motton, Emu Bay & Don were held. In 1888 the Pine Road Club amalgamated with Penguin.

Football was first played at Penguin in 1890 as described in the extremely detailed newspaper report in the Daily Telegraph, June 28, 1890.

"PENGUIN V. ULVERSTONE. The lately-cleared sports ground next Anton's Hotel was the scene of unusual excitement on Saturday afternoon, the occasion being the initial football match on Penguin. For some time past the newly-formed football club have been looking forward to a match with a visiting team, and last Saturday one arrived hailing from Ulverstone, but later than the time fixed. I thought as I viewed the local team that they were indeed a motley crew, some with one uniform, some with another, and the most of them with none at all, but the visitors were quite as bad, or worse."

After a number of years of regular complaints from visiting sides, moves were undertaken to purchase land for a designated Recreation Ground. In November 1903, a public meeting voted to purchase a 4-acre block of land from Mr. L. Grant for 240 pounds with the State Government paying half. The rest of the funds were to be raised from community fund raising organised by Mr. Andrew Ballantyne.

The present site was opened in 1905 with the granting of the tender to prepare the ground. Note the key role played by the Druids described as "not a religious organization – in fact any discussion on religion or politics is forbidden within the lodge rooms..... Instead its members are expected to preserve and practise the main principles attributed to the early Druids, particularly those of justice benevolence and friendship."

"PENGUIN Recreation Ground. — The first act is being performed in respect to the new recreation ground. The Druids have secured a lease of the land, and tenders closed for clearing on Saturday night. There were five put in, which ranged from £10 18s 4d to £31 12s; The former (Mr T. Lancaster's) was accepted, and the work of clearing continued this morning." (North West Post 4th October 1905). Soon after the playing area was fenced and in 1907 a shelter shed and dressing room were erected and external fencing and ticket boxes were built. Ongoing issues regarding the condition of the ground were highlighted including an issue in 1904 involving the burying of a dead horse which resulted in a series of letters to the editor.

credit on the builders, Monson & Co., who have made it attractive, as well as substantial. Underneath the seating space there are three rooms; one is for the convenience of ladies, another a dressing shed for visiting teams; while the third room is not yet fitted for any particular use, but later will probably be arranged for the use of ladies when catering for afternoon teas and dinners on the ground. The stand is mounted on either, side by concrete steps, and it is with ease that any particular seat can be reached. On the opposite side of the ground are the men's dressing sheds and lavatory. This latter is probably the most sanitary public building of its kind to be found on any football ground on the Coast. The people of Penguin have real cause to be proud of their achievement. It is probably a unique happening for the people of a district to be able to erect such a building and then to hand it over to the council free of all debt." (Advocate, 5th May 1924, page 2)

Much of the overwhelming support within the community for these improvements was attributed to the wide spread use of the ground by a large variety of community groups. Apart from football and cricket, it was the venue for the annual Penguin Agricultural Show, regular Athletic and sports carnivals, women's Hockey, gymkhanas, Sheep dog trials, in the early years even the local Hunt Club used the ground on occasions, as had the Penguin Light Horse Troop in the early years of the new century. During the war, it hosted a number of patriotic gatherings including a celebratory bonfire to mark the end of the hostilities as well as the initial Anzac Day celebrations.

A momentous and unique happening saw the live radio broadcast of a local football game in August of 1932 when 7UV called the Ulverstone – Latrobe semi-final played at the Penguin Oval. Occasional community events were staged at the ground such as in 1935 with a Thanksgiving service for King George V, marking his 25-year reign. Fires were an ever-present concern in the early years of the district and in 1934 a newspaper reported -

"PENGUIN DESTRUCTIVE FIRE

Shortly before one o'clock on Wednesday morning an alarm of fire was given at Penguin, the training shed on the east side of the recreation ground being a mass of flames. The fire brigade quickly answered the call, and there was plenty of water, but the building and contents were destroyed. Among the goods destroyed were the Penguin cricket club's coir matting, a new practice net, some bats, balls, a new lawn mower, a bath heater, and two new footballs, and tables, etc., belonging to the senior football club. The building was partly insured, but the fire will mean a serious loss to local footballers and cricketers." (Examiner April 12, 1934) The replacement visitors' dressing shed, measured 32 feet by 12 feet (11 by 4 yards) and cost 43 pounds – an extremely confined space to say the least!

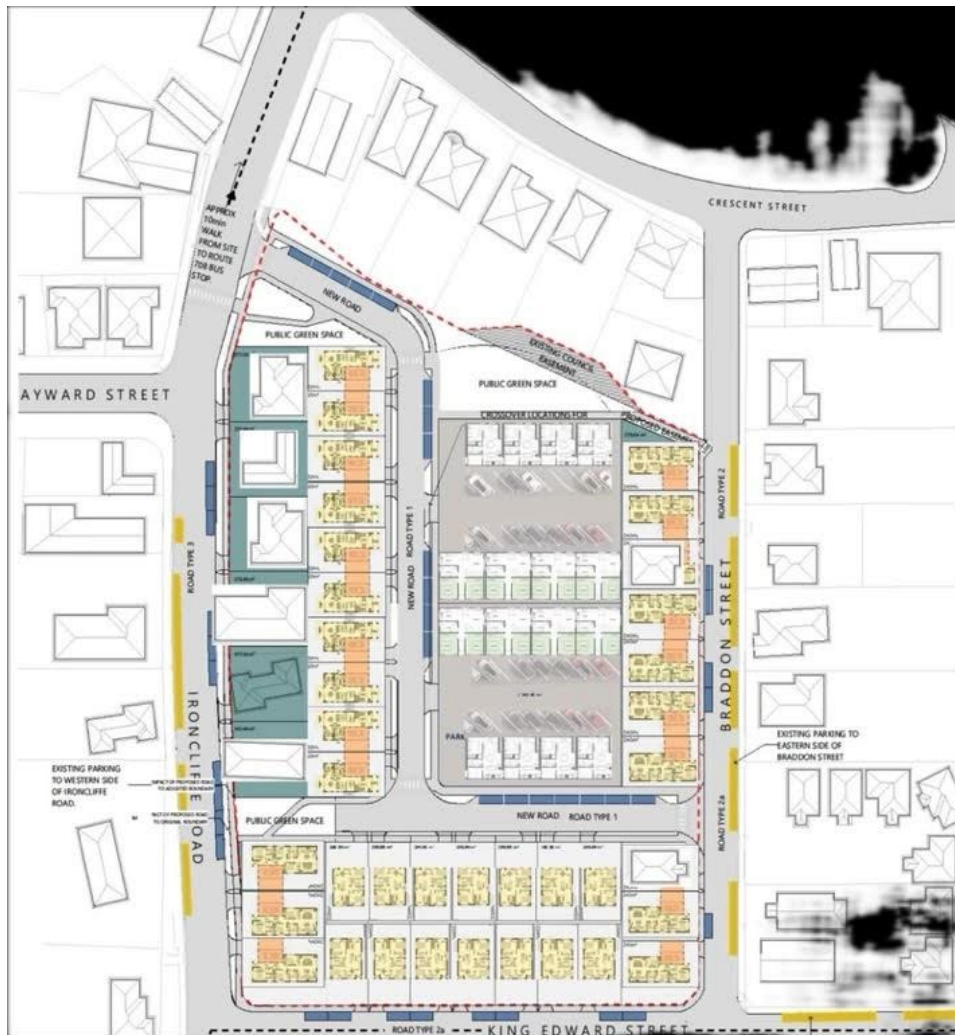
Considerable changes were made to the ground in the early 1950's with the extension of the playing area following the demolition of the 2 cottages at the southern end bordering King Edward Street. With financial backing from the State Government, the oval's new dimensions were 170 by 125 yards. A turf wicket was also included to cater for Penguin's inclusion in the new NWTCA competition. At that time the ground played a pivotal role in important civic occasions such as the 1951 Jubilee Celebrations and in 1954 the visit of the Queen.

Many colourful characters and memorable incidents can be linked to the town. Ivan Horne's mechanical flair saw the coast's first fully mechanised ride on turf wicket roller. Murray Ling's sterling efforts as a boundary umpire with his single arm are both memorable examples. A 1923 report in the Mercury focused on a hostile reception for the umpire following a single point loss. On a number of occasions the umpires were under siege in their changerooms awaiting police protection.

A new larger grandstand was opened in 1960 and named the "J. C. Hales Memorial" in honour of a long-standing Councillor and former Warden. Also, a new scoreboard including an umpires changeroom were opened. The new stand incorporated change rooms for the home side. A decade later, extensions saw the construction of social rooms, a kitchen and bar facilities. In more recent decades it has been the venue for a variety of activities – wood chopping including the World Centenary of Chopping in 1970, marching girls' events, the town's first soccer games, some of the Penguin Centenary celebrations in 1975, various music performances and it served as a stopover for the Great Around Tasmania Bike Ride (see photo below).

All of this confirms the key role played by "The Rec" over the past 100 years and more. It is not just a footy and cricket ground but has served the whole community in so many varied ways over the years, constantly evolving and transforming to suit the times. It will be interesting to see what the future holds?

Appendix B. Homes Tasmania's housing development plan showing surrounding properties.



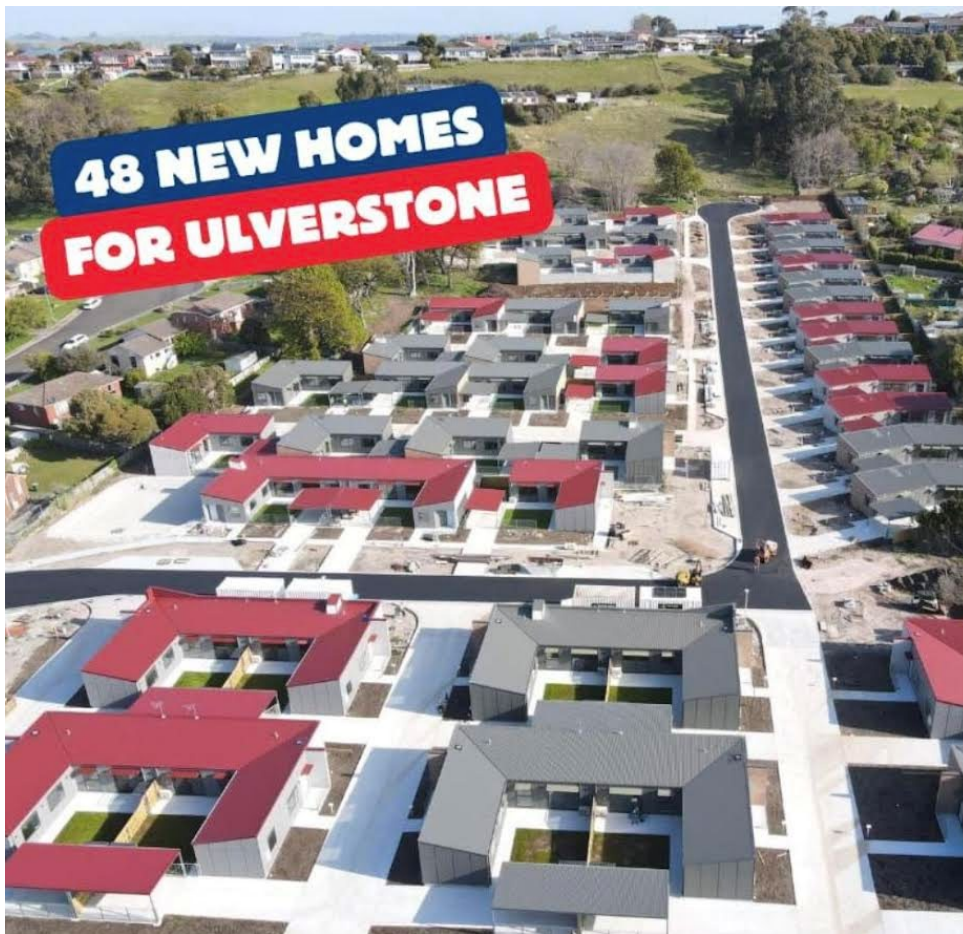
Appendix C. Central area of the development (black rectangle) where an unknown number of 2 story units are to be built.



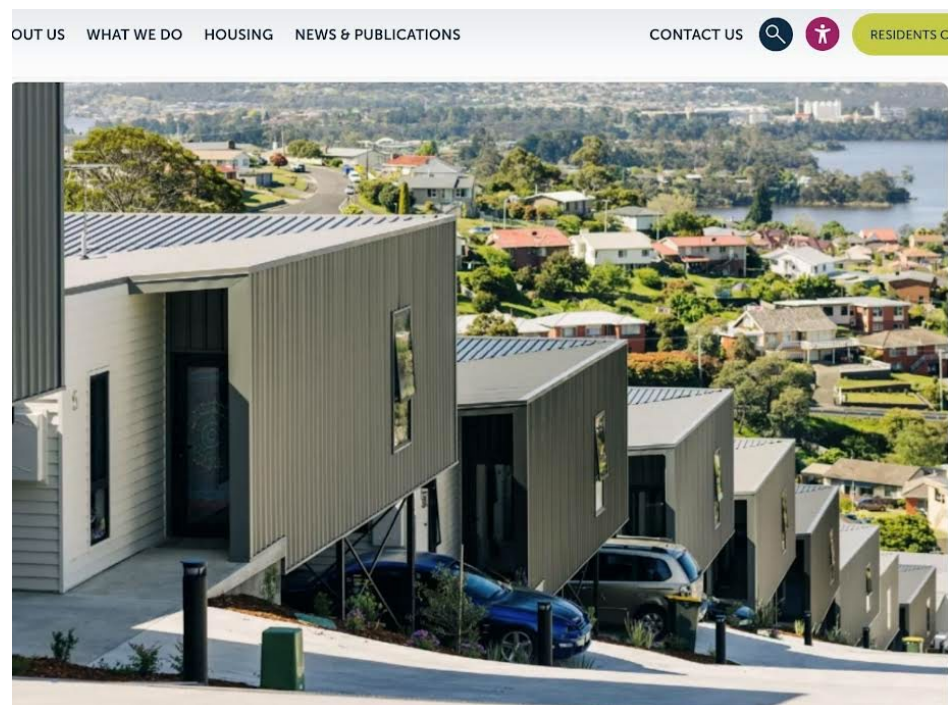
fe Rd, Penguin - Subdivision Design **DRAFT ONLY**

ARTAS
ARCHITECTS | Homes
Tasmania

Appendix D. From Felix Ellis's Facebook page. Picture of Homes Tasmania/Homes Choices Ulverstone development.



Below – Government housing at Rokey



Appendix E. Picture of the site in respect to Penguin's main shopping area and foreshore.



The ownership of the land was transferred from the Tasmanian Government's Parks and Wildlife Service to Homes Tasmania at the end of July, 2024. (ABC News: Morgan Timms)



Penguin's historic oval is at the centre of a proposed housing project that has been met with community backlash. (ABC News: Morgan Timms)

Appendix F. From Homes Tasmania community consultation report showing community opposition to the site development.

11:42 am Wed 30 Jul

100%
hometasmania.com.au

3.1 Support for housing

There was wide recognition of the need for more housing in Penguin, including the need for affordable and social homes. There was a view that this should be 'salt and peppered' throughout the site.

However, most feedback did not support the draft master plan, with one form letter describing it as a 'cheap, band-aid fix...'

Some residents believed the site should be maintained for public use, as either a park for recreation or parking space for cars, caravans, buses and trucks.

Some residents felt that any new housing should reflect the needs of the wider community. There was support for larger lot sizes and a preference for single dwellings over multi-dwelling units, although two-storey dwellings were acceptable to some.

Several residents suggested alternative locations for affordable and social housing, believing those sites would better suit higher-density development.

"This is a fabulous opportunity for the space to be developed appropriately."

"We don't need more houses."

"Penguin does not have a homeless population."

"One thing Tasmania doesn't have is a shortage of residential land."

"If the government really wants to build more housing in this state, how about building a new town or restoring an old, abandoned town?"

This would help solve several issues, the work would create employment, and create the housing required. Along with services, and new businesses to serve the new town's needs."

"What about Hiscutt Park and Killara

3.2 Density and yield

This section provides feedback on the draft master plan's proposed:

- density refers to dwelling types such as stand-alone dwellings, attached homes and apartments and
- yield refers to the number of dwellings and/or lots that could be created in a development.

Some residents supported the proposal however most feedback wanted to see reduced density and yield to be more consistent with Penguin's village character.

There was a view that medium density development would result in more noise, reduced access to services, anti-social behaviour and mental health problems for residents and also included:

- only stand-alone dwellings
- only one-story dwellings
- no higher than double storey
- central three-story apartments were a notable concern
- reduce density by 50 per cent

"Multistorey is not for Penguin!"

"We're people, not sardines!"

"Penguin will not be recognisable as Penguin anymore. Density brings on neighbourhood disputes."

"300 plus people would ruin community and loose quaintness. I won't know people as I walk down the road."

"Quality of life will be jeopardised by that many people so it would ruin Penguin and you couldn't access services."

"The proposed development is awful. Just a heap of isolated cell blocks."

3.3 Building heights

Concern was expressed predominantly about the height of the proposed three-storey apartment units and their potential for overshadowing of adjacent units and the effect on views. Some concern was expressed with the proposed two-storey buildings. A preference was expressed for a maximum height of eight metres.

Alternative feedback noted:

- The site is low lying and didn't take advantage of the views and would benefit from more landscaping and canopy trees throughout.
- Community fears regarding overshadowing issues and monolithic building form could be overcome by modulation in façade and final building form.
- Three storey buildings were not typical in Penguin and would be acceptable if it could be demonstrated that 'the views from outside of the redevelopment are not detrimental to the 'village character' and this could be achieved through 'appropriate form, massing, materiality, and articulation, and incorporating more canopy trees.'

Homes Tasmania response:

There are several two-storey buildings in the vicinity of the site including the adjacent medical practice, Madsen Guest House, and several residential homes.

The design of the draft masterplan carefully considered the placement of the three-storey buildings by spacing them among the single and two-story buildings. This aimed to minimise potential visual impact and blend in with Penguin's character.

Homes Tasmania recognises concerns about potential overshadowing and loss of views due to the new development.

Actions:

Building heights are a subset of density and will be considered in the design review.

Appendix G. Estimated Costs for Blocks at 1 Ironcliffe Road, Penguin

These estimates are based on current (August 2025) data from real estate listings, council guidelines, subdivision cost benchmarks in Tasmania, and construction industry reports. The following outlines the methodology, assumptions, and sources to ensure transparency.

Key assumptions:

- o Site details: The site is approximately 2 hectares (20,000 sqm), based on historical records of the Penguin Recreation Ground. The proposed development includes ~43 freestanding home blocks (assuming average 400-600 sqm each for high-density layout, as per community feedback on reduced density but still compact design) and 2 larger areas for multi-storey units (potentially adding ~50 units, but these are not calculated here).
- o Pricing basis: Homes Tasmania has indicated reliance on Council rates/valuations for block pricing, which typically reflect market-assessed land values from the Valuer-General (under Central Coast Council). I've added pro-rated infrastructure costs (roads, electricity, water, sewerage, etc.), as these are developer-borne and passed to buyers.
- o Affordability context: In Tasmania, "affordable" housing is often benchmarked against median incomes (~\$80,000 household in regional areas like Penguin) and median house prices (~\$546,000 in Penguin). Total costs exceeding 4-5x median income or regional medians support the case that the Site will not provide affordable housing.
- o Inflation adjustment: Costs are for 2025, incorporating ~5-10% annual increases in construction due to labour/material shortages.
- o Limitations: These are estimates; actual prices depend on final subdivision plans and market fluctuations. No exact prices from Homes Tasmania were found, confirming the lack of transparency.
- o These inflated building costs, driven by the proposed density, further illustrate the model's non-compliance with affordability standards, warranting rejection of the SAP as economically unsound.

1. Estimated Cost per Freestanding Block

Homes Tasmania's model prices blocks based on Council-assessed valuations (from the Valuer-General's periodic revaluations, last major in 2023-2024, adjusted for market). Central Coast Council rates are ~0.3-0.5% of assessed capital value annually,

but for sales, the base is market land value. Infrastructure (mandatory for subdivisions under Tasmanian Subdivision Guidelines) adds significant costs, pro-rated per block.

❓ Base Land Value per Block:

- o Current vacant land in Penguin averages \$150-300 per sqm for residential-zoned blocks, based on 2025 listings (e.g., median house price \$600,000-615,000, with land comprising 30-40% or ~\$180,000-250,000 for a 600 sqm block).
- o For 1 Ironcliffe Road: Assessed as recreational land previously (~\$50-100/sqm), but rezoning to residential (proposed late 2024/early 2025) boosts value to match nearby areas (~\$200-250/sqm).
- o Assuming 43 blocks at 400-600 sqm each: Per-block land value = \$80,000-150,000 (low end for bulk/development) to \$120,000-150,000 (market rate post-rezoning).

❓ Infrastructure Costs per Block:

- o Subdivision infrastructure in Tasmania costs \$25,000-90,000 total for small projects, scaling to \$20,000-50,000 per lot for larger ones (e.g., roads ~\$5-10k/lot, sewerage/water ~\$10-15k/lot, electricity/cables ~\$5-10k/lot, per 2025 benchmarks).
- o For a 43-lot development: Total infra ~\$1-2 million (economies of scale), pro-rated ~\$25,000-45,000 per block.
- o Additional fees: Council application (~\$1,000-2,000/lot), surveying (~\$500-1,000/lot).

❓ Total Estimated Cost per Block: \$150,000-250,000 (land valuation) + \$25,000-45,000 (infra) = \$175,000-295,000 per block.

- o Low-end (~400 sqm block): \$175,000-220,000.
- o High-end (~600 sqm block): \$240,000-295,000.
- o Argument tie-in: Even at the low end, this exceeds "affordable" thresholds for low-income buyers (e.g., Homes Tasmania's past unsold blocks statewide averaged \$100,000-150,000 but failed to sell due to high density/affordability issues). Adding building costs (below) pushes totals to \$700,000+, far above Penguin's median house price (\$546,000), contradicting Homes Tasmania's "affordable" claims.

2. Estimated Building Costs for Specified Residences

The specs (2 bedrooms, study, kitchen, 2 bathrooms, laundry, living area, double garage) suggest a ~150-220 sqm home (e.g., 120-150 sqm living + 40-50 sqm garage). I'll estimate for:

- ❓ Ground-level (single-story): Simpler, lower cost.
- ❓ 1-story (two-story, assuming above ground level): Slightly higher due to stairs, foundations, and engineering.

Costs are per sqm, based on 2025 Tasmania averages (\$2,500-6,000/sqm, regional variation; higher in north-west like Penguin due to transport/labour). Includes standard finishes (brick veneer/timber frame, basic appliances); excludes site prep (e.g., sloping land at Ironcliffe may add 5-10%).

- ❓ Average Cost per Sqm in Tasmania (2025):
 - Budget/standard: \$2,500-4,000/sqm.
 - Mid-range (suitable for "affordable"): \$3,126-4,500/sqm.
 - Premium: \$5,000-6,000/sqm (but unlikely for affordable housing).
- ❓ Single-Story (Ground-Level) Estimate:
 - Size: 180-200 sqm (compact layout for density).
 - Cost: \$450,000-800,000 total (\$2,500-4,000/sqm).
 - ❓ Breakdown: Foundations/framing \$100,000-150,000; plumbing/electrical \$50,000-80,000; finishes (kitchen/baths) \$100,000-150,000; garage \$50,000-80,000; contingencies (10%) \$35,000-70,000.
 - Per specs: Fits as a modest family home, but at \$600,000 average, plus block (\$200,000) = \$800,000 total—above Penguin median (\$546,000), not "affordable" for low-income (requiring ~\$80,000 deposit + loans at 6-7% interest).
- ❓ Two-Story (1-Story Above Ground) Estimate:
 - Size: 180-220 sqm (upper level adds flexibility but costs).
 - Cost: \$500,000-900,000 total (\$2,800-4,100/sqm, +10-15% for two-story due to structural needs).
 - Breakdown: Similar to single-story, plus \$50,000-100,000 for stairs, elevated foundations, and engineering.
 - Per specs: Suitable for density, but higher costs make it less viable for affordability; total with block ~\$700,000-1,100,000.

Appendix H. Discussion between Homes Tasmania and the Community about school numbers.

The Penguin District School was operating at 91% capacity at the time of consultations with Homes Tasmania. During the consultation period conducted by Homes Tasmania, representations were made to residents asserting that the school possessed ample capacity to accommodate additional students. Numerous community members, including those with direct involvement in the school, contested the veracity of this assertion, as it conflicted with their understanding of the school's capacity constraints. On multiple occasions, these community members formally requested that Homes Tasmania produce documentary evidence, which Homes Tasmania claimed to possess, to substantiate its statement regarding the school's capacity. Homes Tasmania failed to provide the requested documentation. This failure to furnish the evidence, which Homes Tasmania asserted was in its possession, has significantly undermined community trust and has cast substantial doubt on the reliability of all representations made by Homes Tasmania concerning the proposed development of the site at 1 Ironcliffe Road.

This failure to produce evidence constitutes a breach of transparency obligations under the Land Use Planning and Approvals Act 1993, further invalidating the consultation process.

Schools nearing capacity

Because these schools are nearing capacity, they can only accept limited numbers of out-of-area enrolments. This is to ensure that the school can accommodate all local students. This also includes those who need to enrol throughout the school year.

List of schools nearing capacity

- Bridport Primary School
- Bruny Island District School
- Burnie Primary School
- Cooee Primary School
- Dunalley Primary School
- East Tamar Primary School
- Illawarra Primary School
- Lenah Valley Primary School
- Lindsfarne Primary School
- Miandetta Primary School
- Molesworth Primary School
- Montagu Bay Primary School
- Penguin District School
- Somerset Primary School
- South Hobart Primary School
- Woodbridge School

[Find your local primary school](#)[Intake area reviews](#)[Find your local high school](#)[School directory](#)[At-capacity schools](#)[FAQs – Out-of-Area Enrolment](#)[FAQs about local school areas](#)[Contacts for school intake areas](#)[Vocational Learning](#)[Enrolling in school](#)[Early years learning](#)[Primary school to year 12](#)[Career pathways for students](#)[Attending school](#)[Supporting student need](#)[Learning programs and centres](#)[Aboriginal Education Services](#)[LGBTIQA+ equality in Tasmanian government schools](#)[LGBTIQA+ equality and inclusion in](#)

What is school capacity?

School capacity is the amount of physical space that is available for students to use for classroom-based learning.

School capacity is based on all available general and specialist learning areas including:

- science, music and art areas
- other areas that may be used as a general learning area.

The following areas are excluded from the capacity calculation:

- media
- design and technology
- hospitality
- commercial cooking
- library
- gymnasium
- multi-purpose hall
- support areas.

How is school capacity determined?

School capacity is determined using a standard, nationally-applied formula. A school's capacity is calculated by multiplying the number of learning areas (spaces that can be used as classrooms) by the average class size of 25 FTEs (full time equivalent students).

[International students studying in Tasmanian Government schools](#)

[Awards and scholarships for students](#)

[Information for schools and educators](#)



Appendix I. From Homes Tasmania's community consultation. Traffic concerns.

3.12 Traffic

Feedback highlighted concerns about increased traffic, particularly in areas already experiencing congestion. Pedestrian safety was a key issue, especially for elderly residents crossing Ironcliffe Road, with suggestions for a pedestrian crossing to be considered.

The intersection of Ironcliffe Road and Crescent Street was also flagged as narrow, busy, and difficult to turn out of, a concern echoed for Braddon Street. Additionally, recommendations were made to explore a further exit road onto Ironcliffe Road and an exit onto King Edward Road.

Homes Tasmania response:

Homes Tasmania's recognises that residents have previously raised concerns about the existing road widths of Ironcliffe Road and Braddon Road adjacent to the site, independent of this proposed development. Homes Tasmania will engage a traffic engineer to conduct a full Traffic Impact Assessment, which will include recommendations for any necessary road improvements and mitigation measures related to the proposed development, if required.

"We need wider roads for local traffic."

"How do you plan to deal with traffic?"

"Provide a traffic generation study."

"Upgrade the roads to ensure existing residents do not have issues accessing their properties."

Appendix J. From Homes Tasmania community consultation report showing concerns about infrastructure.

11:46 am Wed 30 Jul
homest Tasmania.com.au

3.11 Services and infrastructure capacity

A flow on effect of increased residential development was concern about the capacity of services and infrastructure to meet increased demand.

Several residents specifically mentioned concerns with the current capacity of childcare centres and the local school. This was echoed with respect to access to a doctor.

One resident suggested that Tasmania Police would need to provide 24/7 coverage of Penguin presumably due to concerns with the potential for anti-social behaviour.

Several residents also noted that the closest largest supermarket was in Ulverstone and that public transport options were limited.

Others expressed concerns about industry and employment opportunities in the area. Further, that this would result in the proposed development being a 'ghost-town' during the day when everyone was at work.

"The area is too small with no extra services for the small number of residents."

"Has there been any consultation with the Education Department? The school is already 'at capacity' – so is there forward planning to increase facility?"

"How will it affect rates and water bills?"

Appendix K. High density mental health outcomes.

Key Theme	Mental Health Study Focus	High-Rise Health Outcome	References
Social wellbeing	Social isolation/less social interaction	>social isolation	Fanning [41]
		<social support and involvement	Wilcox and Holahan [48]
		<social interaction	Zalot and Webber [49]
		<social networks	McCarthy and Saegert [50]
		<social support	Churchman and Ginsberg [51]
		<social contact	Levi, et al. [52]
		>poor social outcomes	Kearns, et al. [18]
Social wellbeing	Alienation	>social isolation	Chile, et al. [40]
Social wellbeing	Alienation	>feelings of alienation	Amick and Kviz [53]
Psychological health	Nervous disorders	>neurotic scores	Bagley [54]
Psychological health	Psychological problems i.e., depression	>depression	Moore [55]
		>depression	Richman [56]
		>emotional strain	Gillis [43]
		>psychological distress	McCarthy and Saegert [50]
		<depression after moving out	Littlewood and Tinker [13]
		>psychological distress	McCarthy, et al. [37]
		>psychological distress	Husaini, et al. [57]
		< stress coping skills	Dasgupta, et al. [58]
		>mental symptoms	Hannay [42]
		>worse psychosocial outcomes	Kearns, et al. [18]
Psychological health	Suicide	>suicide by jumping on higher floors	Panczak, et al. [28]
Psychological health	Self-rated health	<self-rated health	Verhaeghe, et al. [44]
Psychiatric health	Psychiatric problems	>neurotic personalities likely to experience psychiatric illness	Moore [45] Edwards, et al. [59]
Sense of place	Perceptions of neighbourhood factors that influence health	>perceived negative influence	Warr, et al. [47]
Sense of control	Sense of efficacy (control)	>sense of efficacy after moving out	Rosenbaum, et al. [60]

The studies in Table 1 clearly show an exacerbation of mental health problems in high-rise buildings in comparison to low-rise or detached houses. Psychological problems (58%) and social

Appendix L. Population statistics.

2024 (July 2023 – June 2024)

- ② Net Population Growth: Approximately 1,051 people.
 - Context: Net Population Growth: Growth from December 2023 (574,705) to December 2024 (575,756), reflecting annual growth of ~1,051 (0.18%), with quarterly growth at 0.12% in late 2024.
 - Components:
 - ② Natural Increase: Likely negative or minimal, as Tasmania's birth rate continues to decline and deaths increase due to an ageing population.
 - ② Net Overseas Migration: Estimated at ~2,500 people, consistent with pre-COVID and post-COVID recovery trends, with arrivals from India, China, and the UK.
 - ② Net Interstate Migration: Negative, with a net loss of ~2,447 people recorded in the year to June 2021, and similar outflows continuing through 2023–2024.
 - Notes: Tasmania's growth remained the slowest nationally at 0.3%, driven by overseas migration but offset by interstate losses and declining natural increase.
 - The discrepancies of the above figures with the graph below relate to the graph being capital cities, but the figures above being State wide.
- ② These demographics underscore the lack of necessity for the proposed development, as the low growth rate does not justify the HLSO under the Housing Land Supply Act 2018's criteria for urgent housing.



Appendix M. Australian Housing and Urban Research Institute study results.

These are the findings of the Australian housing and urban research unit and their research paper titled, “Examining the links between housing and nine key socio cultural factors”. This research document, conducted with social housing tenants, private housing tenants in receipt of a government housing allowance and private housing tenants not in receipt of a government housing allowance acknowledges that in regard to those receiving government benefits “there is little empirical evidence to demonstrate” any difference in their perceived quality of life as those tenants with no government assistance. The report goes on to say that “housing in itself may not have the positive impact, with the sources of people’s difficulties more than likely resting elsewhere”.

Appendix N. Green space information.

Central Coast Council Strategies and Plans

The Central Coast Council (Tasmania) does not have a publicly available standalone open space audit, but its planning documents emphasise the need for recreational spaces. The 2017 Penguin Recreation Ground Master Plan identifies the Site (1 Ironcliffe Road) as a key recreational asset, recommending its retention for community use post-relocation of sports clubs, and notes limited central green space in Penguin compared to regional needs. The 2025 Central Coast Strategic Housing Master Plan (Our Homes Our Future) discusses balancing housing with open space, acknowledging Penguin's reliance on sites like the foreshore and Dial Park (isolated, ~2 km away), and projects minimal growth (<1% annually), reducing urgency for rezoning recreational land. The 2012–2022 Central Coast Open Space and Recreation Plan (referenced in the Master Plan) priorities accessible green space for health and amenity, estimating a regional deficit in urban parks. For comparison, neighbouring Devonport Council's 2022–2032 Open Space Strategy reports 405 hectares of usable public open space (POS) for a population of ~25,000 (~16 m²/person), highlighting Penguin's smaller scale and lower provision (e.g., no equivalent central reserves beyond the Site).

Google Earth Measurements for Approximate Green Space Assessment

Direct measurements can be derived from Google Earth Pro (free tool), which allows polygon area calculations from satellite imagery. For Penguin (coordinates: 41°07'S, 146°04'E), the urban area spans ~5–6 km² (based on built-up boundaries visible in 2025 imagery). Key public green spaces include:

- ② The Site (1 Ironcliffe Road): ~2 hectares (20,000 m²), a central "island" near the shopping strip and beach.
- ② Foreshore strip: ~0.5–1 km linear, but narrow (~0.2–0.5 ha usable).

- 2 Dial Park: ~5–10 ha, but isolated by highway and hill, ~2 km from core. Total estimated POS in Penguin core: ~10–15 ha (~2.6–3.9 m²/person for 3,849 residents), lower than benchmarks in similar towns (e.g., Latrobe: ~20–25 ha via similar imagery). Research forums note Google Earth's accuracy for such measurements (±1–5% for areas >1 ha), supporting visual comparisons where the Site is the primary central green area.

Tasmanian Planning Scheme Guidelines on Amenities

The TPS State Planning Provisions (SPPs, effective December 2024) outline standards for open space to ensure community amenities. Clause 29.0 (Open Space Zone) states that land must be used for "public parks, gardens, playgrounds, and urban reserves" to "provide for public recreation and open space" while protecting amenity from development impacts (e.g., building height must not cause "unreasonable loss of amenity to adjacent properties"). Clause 28.0 (Recreation Zone) similarly prioritises "unreasonable loss of amenity" and sustainable use. The TPS requires developments to respect local character (Clause 3.1.2) and balance housing with environmental/community benefits (Land Use Planning and Approvals Act 1993 integration). The Tasmanian Open Space Policy and Planning Framework (referenced in local policies) defines open space as "land and water settings for environmental, recreational, and community benefits," recommending contributions (e.g., 5–10% of subdivided land) to avoid deficits in growing areas. This supports preserving the Site to meet amenity standards, especially given Penguin's low growth.

These sources confirm Penguin's green space limitations, reinforcing the submission's argument against development that exacerbates deficits.

Appendix O. The Advocate, 'Tasmanian program designed to encourage sale of affordable land yet to deliver any after 10 months,' June 3, 2025

In short: Ten months in, and \$700,000 down, the latest Residential Land Rebate program is yet to deliver any lots of affordable land. If any land is sold, it will be counted as a home under the state government's social and affordable build targets. The Tasmanian government program appears to allow developers to keep some of the money they're granted under the scheme, even if the property isn't sold at an affordable rate.

A Tasmanian government rebate program designed to encourage the sale of affordable land lots is yet to deliver any result.

In the 10 months after applications opened for the Residential Land Rebate Program, seven successful applicants have been allocated \$682,505, according to the State Growth Department.

But, as of May 20, zero land lots have been sold.

Developers who apply to the program are eligible for up to \$15,000 per lot of affordable land, for a maximum of 40 lots. The funds are intended to help cover development costs, including internet, water and electricity connections. The program opened in July 2024 and was backdated to July 1, 2023, with developers given 18 months to complete the sale.

Homes Tasmania was established in 2022 to deliver housing, and homelessness and crisis accommodation. Just two years later, an interstate auditor will conduct a review to determine if the new entity is meeting its targets.

Round one of the program — which offered \$10,000 per lot in 2023 — was a success, with more than 3,000 lots of land delivered.

It prompted the liberals to pledge a \$10 million extension at last year's state election. Housing Minister Felix Ellis said developers had 18 months to bring the lots to market. "The Residential Land Rebate Scheme is one of the many ways our government is boosting housing and land supply across Tasmania," Mr Ellis said.

How the scheme works

Half the funds are paid at the start to support development, with the remainder given once proof is provided that the land was brought to market, and sold below an affordable land funding cap — an amount that varies between council areas. An example on the program's web page appears to indicate that if lots of land are sold for an amount above the land cap, they do not need to return any funding. It says an applicant who applied for 40 lots would receive \$300,000 in the first instalment (\$7,500 per lot).

If 30 were sold below the funding cap, they would receive another \$225,000 (\$7,500 per affordable lot), with no mention of the initial funds needing to be returned for the other 10. It also does not state whether the funds must be returned for unsold properties.

The program's guidelines state that applicants may be required to return some, or all, of the funds if an applicant does not "complete the activities required under the funding agreement' and some other circumstances. Labor's finance spokesperson Luke Edmunds said the fund was "clearly not meeting its objectives", and that it was "concerning" developers appeared not to have to pay the money back. "What guarantees can the government give that this isn't a case of taxpayer money being thrown into a black hole?" Mr Edmunds said. "They've fast-tracked land that still sits empty, fumbled their own planning reforms, allowed red tape to strangle construction of new housing, and now we've found out they might be handing out money for nothing."

Promoting the sale of affordable land is part of the government's strategy to tackle homelessness. Each lot of affordable land sold also contributes to the state government's pledge to deliver 10,000 social and affordable homes by 2032.

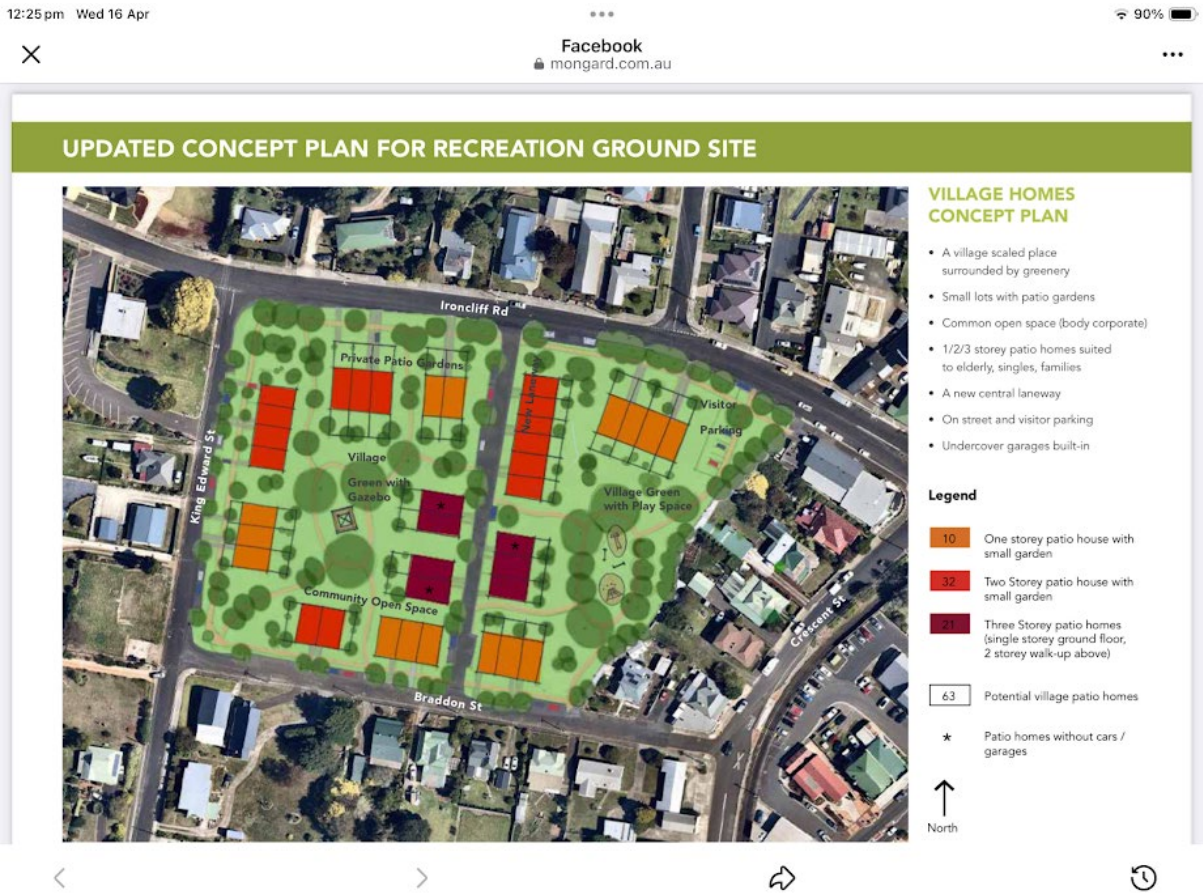
Just six social homes have been built on vacant Tasmanian government land, six years after legislation supposed to "fast-track" their development passed state parliament. It has previously received criticism for including existing rental properties and vacant land in that target, but Mr Ellis has said land "unlocks" the home. A little over three years after announcing the 10,000 homes goal, the state government has delivered 4,381 homes, including 411 plots of affordable land. In that time, the social housing wait list has grown from 4,405 to 5,094. Mr Ellis said the government was "full steam ahead" on delivering the 10,000 homes goal, and that the recent state budget allocated half a billion dollars over the next four years "to get a roof over the heads of Tasmanians".

The caps for what is classed as "affordable" varies depending on the location of the land. Affordable land within Greater Hobart, including the Kingborough, Clarence and Brighton council areas is capped at \$380,000. A land lot in Greater Hobart is considered "affordable" if it is priced up to \$380,000. (ABC News: Luke Bowden). Land in "urban" areas, such as Burnie, Devonport, West Tamar and Launceston, are considered affordable up to \$310,000.

In "urban fringe" areas, including Latrobe, George Town, Waratah-Wynyard and the Huon Valley, the affordable land cap is \$280,000.

The maximum price for affordable land in rural areas — including Dorset, Circular head, Kentish and the Northern Midlands — is \$250,000.

Appendix P. 2021 Council Masterplan for housing on the Site.



Appendix Q. Land tile details.



Judith's post

be acquired back by the state government, which is what happened. Sorry I don't have better news for you.

Jim Lucas + 6

13 comments

Like Comment Send Share

TASMANIAN LAND TITLES OFFICE **Transfer**
 Section 58 Land Titles Act 1980
 C905795

THE TRANSFEROR for the consideration specified below (except of which from the transferee is hereby acknowledged) HEREBY TRANSFERS to the TRANSFEE the estate and interest specified in the land described hereunder subject to the mortgages and encumbrances registered therein including any created by dealings lodged for registration before the lodging of this transfer.

DESCRIPTION OF LAND			
Volume	Folio	Page	Page
156425	1		

Transferor: The Crown (Crown of Tasmania)
 Transferee: Central Coast Council PO Box 228 Ulverstone Tasmania 7315
 Consideration: Pursuant to Crown Lands Order No. 11 of 2009 under Section 12 of the Crown Lands Act 1976

Dated this twenty-eighth day of April 2009
 "SEE ANNEXURE PAGE FOR EXECUTION CLAUSE"

T
 THE BACK OF THIS FORM MUST NOT BE USED

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 FORM TO THE INSTRUMENT

ANNEXURE PAGE

PAGE 2 OF 2 PAGES
 Vol. 156425 Fol. 1

The Transferor as Vendor shall not be required to fence.
 A restriction reserving unto the Crown the right to resume the land at no cost to the Crown.

(a) if in the opinion of the Minister administering the Crown Lands Act 1976 ("the Minister") that the land is not being used for Recreation Ground purposes; or
 (b) if having been used for Recreation Ground purposes in the opinion of the Minister it is no longer being so used; or
 (c) if the Minister is satisfied that in accordance with Section 12(4) of the said Act the land will not be required for Recreation Ground purposes; or
 (d) if the land is sold without the prior written consent of the Minister; or
 (e) if the land is used for a purpose other than for Recreation Ground purposes without the prior written consent of the Minister.

SIGNED BY MICHAEL DAVID JONES
 being and as the Manager Crown Land Services
 prescribed in Statutory Rule No. 167 of 2001 and
 pursuant to an Instrument of Delegation dated
 25 November 2004 in the presence of

Signature of witness
 Name of witness: Michael Jones
 Position of witness: Manager
 Address: 134 Macquarie Street
 Hobart



Judith's post

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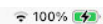
The Transferor as Vendor shall not be required to fence.
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 (e) if the land is used for a purpose other than for Recreation Ground purposes without the prior written consent of the Minister.

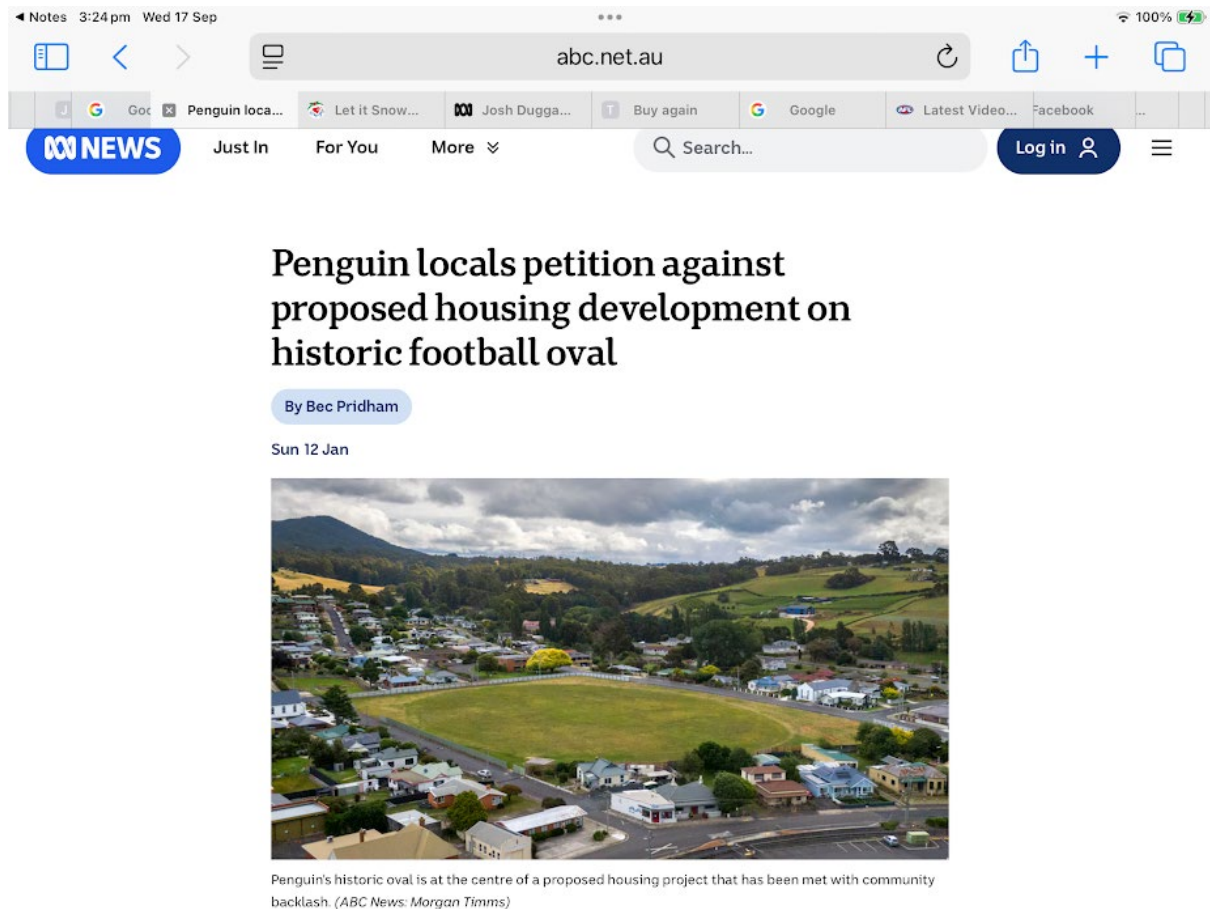
SIGNED BY MICHAEL DAVID JONES
 being and as the Manager Crown Land Services
 prescribed in Statutory Rule No. 167 of 2001 and
 pursuant to an Instrument of Delegation dated
 25 November 2004 in the presence of

Signature of witness
 Name of witness: Michael Jones
 Position of witness: Manager
 Address: 134 Macquarie Street
 Hobart

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 100% 

Appendix S. Community resistance.



https://www.abc.net.au/news/2025-01-12/penguin-proposed-housing-development-met-with-backlash/104788506?utm_campaign=abc_news_web&utm_content=link&utm_medium=content_shared&utm_source=abc_news_web

Appendix T. Council's refusal to meet. No reply from Council to the letter below sent on 5/8/25.

Copy of letter sent to Council requesting meeting.

To the Councillors of Central Coast Council,

Over 1,300 Penguin resident signatures were presented to Homes Tasmania requesting they consult with community representatives for an acceptable housing subdivision at 1 Ironcliffe Road, Penguin. Although Homes Tasmania held 2 community consultations, they have, as yet, failed to provide an acceptable outcome for the community.

As Homes Tasmania failed to provide an acceptable plan, the community requested they identify an alternative site in consultation, which Homes Tasmania have disregarded.

We now respectfully request a public meeting with Councillors. This meeting to be held within 30 days, at a venue in Penguin capable of accommodating at least 200 people and held at a time that working residents can attend. This meeting to address concerns regarding 1 Ironcliffe Road, including:

1. Inadequate consultation, engagement and transparency by Councillors and Council regarding 1 Ironcliffe Road, now under the control of Homes Tasmania following its reversion to the State Government. This reversion, pursuant to the land's title conditions requiring recreational use, appears to have occurred without prior notification to the community, contrary to the principles of procedural fairness and good governance.
2. The 2021, Central Coast Masterplan's recommendations for 1 Ironcliffe road are incompatible with the land's title conditions, a fact that Council, its officers and Councillors knew or ought to have known. This oversight misled the community about viable land use options and raises questions about the due diligence exercised in commissioning and endorsing the report, as well as the failure to disclose the likelihood of the land's reversion to the State Government.
3. With the failure of Homes Tasmania to comply with community expectations, we now expect Councillors to fulfil their electoral obligations and represent and action all decisions regarding public land to reflect the collective will.
4. The land's transfer history and conditions remain unclear.

We request all Councillors, the General Manager, the Mayor, and relevant Council staff attend this public meeting with a panel format for direct community questioning.

We propose the following agenda:

1. Confirm community opposition to Homes Tasmania's housing plan for 1 Ironcliffe road.
2. Councillors to instruct Council that the expressed will of the Penguin community is that the site at 1 Ironcliffe road not proceed with the Homes Tasmania residential development.
3. Councillors to direct Council to inform Homes Tasmania that the proposed subdivision is unacceptable to the Penguin community and will be rigorously opposed by Council both at the parliamentary level and at the local planning

level. The results of these discussions to be communicated to the community.

4. Councillors to instruct Council to engage with all state politicians prior to the presentation of the parliamentary bill to alter building regulations to this parcel of land, (SAP), informing them that this development is opposed in accordance with the expressed will of the Penguin community. The results of these engagements to be communicated to the community.
5. Councillors to direct Council to explore all lawful mechanisms available to impose conditions, restrictions and representations that would prevent the proposed Homes Tasmania development from proceeding, in accordance with the expressed will of the Penguin community. These mechanisms to be shared and discussed with the community.
6. Account for commissioning and endorsing the 2021 Masterplan despite title constraints.
7. Explain the failure to inform residents of the State Government's reclamation intentions.
8. Instruct Council to research and provide comprehensive documentation on the land's history via the State Titles Office.
9. Establish ongoing community consultation for 1 Ironcliffe Road and other Council-owned land use changes.
10. Ensure absent Councillors abide by meeting resolutions to uphold the principles of democratic representation.

These above measures are essential to restore public confidence in Councillor's commitment to represent the interests of its constituents.

Please confirm the public meeting arrangements within 14 days to this email. Responses will be shared with "Save our Community Spaces" and "Old Footy Ground - Penguin Sustainable Village" Facebook groups and may be shared with local media to ensure transparency and encourage broader community participation.

Yours sincerely, Judith Murphy, co-administrator of the "Save our Community Spaces" group.

Penguin residents request Council meeting re The Old Footy Ground

By Save Our Community Spaces (SOCS)

A public meeting has been requested with Central Coast Councillors and Council to address the proposed use of the old footy ground.

Homes Tasmania have acquired this site from Council, and are bypassing Council regulations to squeeze as many blocks into this area as possible, completely destroying the unique physical character of the surrounding area which consists of many heritage and period homes.

Most residents were appalled and a snap survey gained over 1,300 signatures concerning this development.

Homes Tasmania are planning to go ahead with the development despite overwhelming opposition during its consultation process with residents.

We now want Councillors and Council to step in and fulfil their obligations, enforcing the collective will of the people.

Specifically we want Councillors and Council to instruct Homes Tasmania that Council will oppose the development, on both the State and Local level. We want Council to implement its discretionary building rules to enforce the unique character of the area, rules such as front and back yards, single story dwellings, adequate parking, etc etc. and finally that Council provide mechanisms for any future repurposing of Council land only be approved with the expressed will of the majority of residents.

We have many concerns about this development such as: Homes Tasmania's assertion that it is providing affordable housing to low income earners. It currently has 159 unsold blocks in Tasmania. If they are so affordable, why haven't they sold out like hot potatoes?

Why did Council not advise the community that the land would be returned to the State if not used for recreational purposes?

There are no rules in place to blend the home designs with the character of surrounding homes.

The 2 story co-joined multiple flats area is unprecedented



Artists impression -Homes Tasmania website



The lack of green space within the subdivision.

Questions about the sewerage capacity in the oldest area of the town.

Questions about traffic congestion and road capacity.

There are a lack of services to support this amount of growth.

At the time of writing, Council have not provided details for this meeting but we encourage residents to become members of the "Save our Community Spaces" Facebook page, where updates will be posted. We will also encourage Council to advertise widely the details of this meeting.

We cannot emphasise enough that all residents should attend this meeting, as this may be the last chance we have to stop this inappropriate development.

Written by the co-administrators of the "Save our Community Spaces" Facebook group.



There are no rules in place to blend the home designs with the character of surrounding homes.

The 2 story co-joined multiple flats area is unprecedented for Penguin and vigorously opposed.

Penguin has less public green spaces (including the foreshore) than any other town of a comparable size.

Written by the co-administrators of the "Save our Community Spaces" Facebook group.

Editor's note: The revised draft masterplan and information from Homes Tasmania can be accessed at Homes Tasmania website or by QR code.



Council Response: Homes Tasmania Development at the Former Penguin Recreation Ground

Central Coast Council acknowledges the community interest and concerns regarding the proposed development of the former Penguin Recreation Ground at 1 Ironcliffe Road, Penguin, by Homes Tasmania.

The land is no longer owned or controlled by Council. Title 156425/1 was originally provided to Council on the condition that it be used for recreation. When this use ceased, the Crown exercised its legal right to reclaim the land. At the time, Council sought legal advice confirming this right and provided Homes Tasmania with relevant community feedback to help inform future planning.

Homes Tasmania has advised that it intends to rezone the site through a Housing Land Supply Order (HLSO), a state government process aimed at supporting housing supply. Unlike standard planning scheme amendments, an HLSO does not involve Council and is instead determined by the Minister for Housing and Planning, unless disallowed by either House of Parliament.

Homes Tasmania is preparing a proposed change to the underlying zone and a Specific Area Plan, which will set the planning rules for the site, including building heights, setbacks, and other development standards. These rules will also be used to determine whether or

not any development application received for the site is treated as Permitted or Discretionary. While Council will be responsible for assessing any future development application, it must do so in accordance with the planning controls established through the HLSO process. Any development application submitted to Council will be assessed through the standard planning process prescribed under the Land Use Planning and Approvals Act 1993, with any Discretionary applications being advertised accordingly and subject to public notification and the opportunity for community submissions.

Regarding the request for Council to hold a public meeting, we advise that under the Local Government Act 1993, such a meeting must be initiated through a formal petition that meets specific legal criteria. To date, Council has not received a petition that satisfies these requirements.

Residents with questions about the proposal are encouraged to contact Homes Tasmania directly.

Dylan Hesp, Coordinator Communication & Engagement, CENTRAL COAST COUNCIL

From: [Darren Briggs](#)
To: [State Planning Office Your Say](#)
Cc: [Darren Briggs](#)
Subject: Penguin Ironcliffe Road HLSO/SAP - feedback
Date: Monday, 25 May 2026 8:44:05 PM
Attachments: [response to housing order and SAP 200526.docx](#)

You don't often get email from darrenbriggstas@gmail.com. [Learn why this is important](#)

Hi

Please find attached feedback re Penguin Ironcliffe Rd Land Supply Order and SAP

A small group keen to see a focus on health and wellbeing with new housing developments has engaged Town Planner Jenny Donovan who has assisted with this submission.

Below in body of this email is a summarised version. Full details and explanation attached.

We would be happy to answer any further questions.

Regards

Dr Darren Briggs
Dr Peter Arvier
Petra Wilden
Jenny Donovan

ph 0427 627 443

..... Start Summary

> The future of the former footy oval on Ironcliffe Road has caused considerable controversy and angst in the community.

> We understand the desire of some in the community to see this remain undeveloped.

However, when we look at the shortage of housing in the state and knowing many in the community are facing housing stress (especially but not limited to single older women), it makes sense to consider this land for housing.

Furthermore, we recognise that this sites' central location and flat character offers a unique opportunity to provide a very high standard of housing with positive benefits to existing and new residents, but only if attention is paid to street, dwelling and open area design.

> Working with town planner and urban designer Jenny Donovan, we have produced design concepts for the site. These designs ensure health and wellbeing are central while providing much needed appealing housing.

Whilst the proposed SAP, as described in the consultation documents, goes some way to recognising these things, it does not include the necessary controls to achieve this goal.

>>> Without stronger design controls, the project is likely to result in out-of-character buildings, poor streetscapes, and environments that disadvantage the people of Penguin

and future residents.

A strengthened SAP can ensure “gentle density” that makes the best use of the site, that fits the village, reduces stigma, supports walkability, and creates safe, sociable streets and public spaces.

>>> Key feedback suggestions:

We recognise the objectives and description of the SAP suggest some consideration of issues of quality. However, the proposed SAP controls do not adequately guide the aspects of development that need to be controlled to ensure the development is appropriate for Penguins character, the integration of the people who will live here, or the resilience of the community.

Areas of improvement for Strengthening the SAP

^Street & Landscape Design

We recognise landscape and open spaces are shown on the masterplan but note the masterplan is illustrative only and consider that these matters needs enhancing and explicit provision in the SAP. In particular it should:

- Ensure very low-speed street environments by signage, varied street widths/alignments.
- Mandate high-quality landscaping with significant canopy cover, and requirements for understorey planting to achieve the aspiration to utilise landscape to break up visual bulk
- Apply Water Sensitive Urban Design to support landscape health, impact and resilience and reduce pollution.
- Ensure streets and open spaces are attractive, safe and walkable to avoid car dependence.

^Architectural & Built Form Standards

- Include controls for height, colour, materials, articulation and roof forms to add to coastal/village character and diminish visual bulk
- Limit garage and driveway dominance to avoid a “concrete desert” effect.
- Include orientation requirements to maximise solar orientation for natural lighting, passive heating and energy production.
- Ensure social housing is visually indistinguishable from market housing to reduce stigma.

^Pedestrian Movement & Connectivity

- Provide a safe, pleasant NE–SW pedestrian route that reflects the natural desire line from Ironcliffe Road to the village centre.
- Include orientation requirements to ensure passive surveillance and attractive edges to support safety and sociability.

^Pocket Park & Community Hub

We recognise landscape and open spaces are shown on the masterplan but note the masterplan is illustrative only. We are aware this gives it no weight and consider these matters need enhancing and explicit inclusion in the SAP.

- Include a pocket park along the key desire line to provide shared space that facilitates interaction between the host and incoming community..

- Consider a multi-use games area and a community pavilion/shelter to support gatherings and informal community life

..... End Summary

 For our health & that of future generations we must act on climate change!

I acknowledge the palawa people as the Traditional Owners and ongoing custodians of lutruwita/Tasmania. I pay my respects to their Elders past and present. I acknowledge that sovereignty was never ceded.

Introduction

We commend Homes Tasmania, the Tasmanian government and the Central Coast Council for their efforts to find an appropriate future use for this important site. We further agree with the intention stated in the Land Supply Order to use the site for mixed housing, noting the housing crisis that is gripping our state and the social impacts it is bringing to our communities.

We welcome the aspiration noted in the Land Supply Order to build smaller dwellings that “meet the needs of people seeking 1- and 2-bedroom accommodation without compromising residents’ private open space, access to light and ventilation, or the value placed by the community on a visually attractive street”. We also note and welcome this reference to the qualities the development will have, as it is qualitative design decisions that will determine whether the development fits comfortably into its context and the incoming community can integrate easily, or whether it instead blights its surroundings and risks stigmatising its residents.

We also note that Homes Tasmania have sought to respond to community concerns by reducing the proposed density. Whilst HT are to be credited for this, we respectfully consider they have got the ‘wrong end of the stick’. Many people’s experience of development has reinforced a perception that the quantity of development is inversely proportional to its perceived quality (ie more dwellings equals worse development). From this perspective, the requests to reduce quantity can be seen as, in reality, a proxy for asking the developer to improve the quality. We consider that a more appropriate response would be to improve the design. Extensive experience and research demonstrate that good, responsive design can mitigate the detrimental impacts of development and amplify the positive ones (Tiesdell & Allmendinger 2005, Donovan 2013, Carmona, et al. 2010).

However, despite the welcome references to building and landscape qualities in its objectives, we consider that the Specific Area Plan described in the Land Supply Order fails to adequately ensure these will be embedded in the development. An increase in quantity- required if we are to make a dent into the lack of smaller housing demands a high level of quality in built design and landscaping. Otherwise, quantity without quality is just exploiting nature and the community and dumping people on what is, self-evidently, a sensitive and high-profile site.

The references to visual attractiveness in the order are very important and welcome. If these objectives are achieved in the final design, they will significantly reduce the risk of stigma that can arise when design standards inadvertently reveal or amplify perceived differences between social groups. We note a national investigation by the Australian Housing and Urban Research Institute found that visible architectural difference where a major driver of stigma where they indicated social housing. When housing “looks different from the surrounding neighbourhood,” it becomes a marker of tenure, triggering negative stereotyping and territorial stigma (Jacobs et al., 2011)

We welcome- with the important qualification noted below- the aspiration to have up to 45 lots on the land to make good use of this land, more than a standard general residential zoning would allow. It is an exceptional site, so near to Penguins centre, and a higher density of smaller dwellings here will put many more people within walking

distance of the town centre. This will be better for the incoming residents as it facilitates walking to meet many of their day-to-day needs. We note that physical inactivity remains one of Tasmania's most persistent health challenges, only 55% of Tasmanian adults meet recommended activity levels (Cox et al 2023). It will also be better for Penguin's economic vitality. This is because this type of density will add significantly to the number of incoming residents who can walk to the village's shops and cafes and won't add to the competition for parking spaces.

The Housing Land Supply (Penguin) Order 2024 establishes zoning and subdivision parameters but does not regulate the quality of street design. Neither does it provide significant guidance into the qualitative relationship between the proposed buildings and the host community.

We further note Housing Land Supply Orders under the Housing Land Supply Act 2018 are limited to rezoning and enabling development and do not introduce public-realm or engineering standards. The State Planning Provisions also contain no street-design code, and the Specific Area Plan inserted by the Order modifies only residential and subdivision standards. Street design, therefore, defaults to Council engineering requirements under the Local Government (Building and Miscellaneous Provisions) Act 1993, meaning the planning instruments do not provide certainty that streets will be designed to a high standard. We do not mean to disparage Council engineers here, as many examples exist of a high standard of design in the municipality. However, this is too important to be left to chance, particularly for a development of this significance.

We contend that ensuring a high standard of street design and relationships of buildings to new and existing streets will be essential to the social and ecological function of the whole neighbourhood. To this end, we consider that the design of the development should consider its potential as social infrastructure and green infrastructure. This requires considering its ability to contribute to the health and wellbeing of the host and incoming community and the resilience of Penguin as a whole. To this end we request consideration of the following:

We have sought to test what the site can achieve with appropriate design. In this instance we consider appropriate design means design that is responsive to community issues and concerns, established by community engagement and utilising 'tried and tested' evidence-based design techniques. These are design techniques that have been studied in peer-reviewed literature and that have been found to enhance amenity in many other places (see attached). This provides a qualified proof of concept that the site can be designed to support the community by:

Inviting "incidental movement" through:

- Enhancing walkability. International evidence shows the walkability of a place is the strongest built-environment predictor of daily physical activity of its inhabitants (Frank et al 2006). Furthermore, people walk more when streets feel enclosed by trees, buildings, and human activity, rather than by wide asphalt corridors (Ewing & Handy, 2009).
- Creating attractive walkable destinations within the development such as walking to a pocket park

- Supporting walking to external destinations such as the beach, village centre and bus stop.
- Incorporating incidentally playable features
- Making it pleasant and comfortable to supervise children in shared green spaces
- Providing opportunities to garden in communal areas

These short but frequent movements accumulate into significant health benefits, especially for older adults and people managing chronic conditions (Physical Activity Guidelines Advisory Committee 2018).

Supporting people to forge bonds within the community

Highly landscaped streets are not merely decorative—they function as social infrastructure. Greenery reduces stress, improves mood, and increases civic pride (Ulrich et al., 1991; Hartig et al., 2014). The emphasis on landscape and carefully thinking about the messages embodied in place will facilitate a wide range of opportunities for social interaction between the incoming and host communities. An indicative list would include:

- community gardening
- outdoor gatherings
- shared maintenance days
- informal play
- neighbour-to-neighbour support networks

When paired with compact housing, the public realm can become a shared asset that provides comfortable, safe spaces for incidental social links to form, the nods and hellos that evolve into a sense of community. This aligns with findings from the Australian Urban Observatory (Giles-Corti et al 2022), which emphasise that small, frequent, high-quality public spaces generate stronger community participation than large, infrequent ones.

We further consider it important to note that the width of a street bears little relation to the quality of the environment it creates or the amenity it delivers. Furthermore, narrow streets with a high standard of landscape can achieve many desirable outcomes. They slow down traffic, making them safer and more walkable. To this end, we request the street widths are minimised and standards of landscaping are enhanced to ensure they are read as places to be rather than spaces to pass through. In these spaces cars travel slowly, walking and socialising happen easily, and parents may feel comfortable letting their children play there.

Finally, we would like to note that this site is too important to get wrong. It is of a size and in a location where it will make a big difference, no matter how it is designed. It is up to us now to decide if this difference will benefit Penguin, provide much needed housing and complement, even enhance the villages delightful character, or whether it creates a mini ghetto, an affront to its character and consigns its residents to all the inequity of postcode prejudice. With this in mind we have one question and several recommended changes to the SAP:

Question:

What is envisaged for the sliver of land on the north of the site where the oval intruded beyond the site at the rear of 7-11 Crescent Street and 2 Braddon Street? We note it is not included in the SAP as defined by Attachment 2 Plan of the package of documents inviting comments.

Recommended changes:

General commentary

We consider that whilst the Land Supply Order and SAP recognise the importance of good design the controls do not adequately ensure this aspiration will be achieved.

Furthermore, we are concerned that as the SAP and the housing order are being considered as two separate things. Thus, potentially we have a situation where the Housing order may be approved but the SAP may not, leaving us with just general residential planning controls. We note the Specific Area Plan outlined in the consultation package is a draft only and has no statutory effect. It is not part of the Tasmanian Planning Scheme unless and until the Minister makes a Housing Land Supply Order that inserts it into the Local Provisions Schedule. Accordingly, the SAP cannot be relied upon to guarantee design outcomes, and its provisions may be modified or omitted in the final Order.

Thus, we strongly request the SAP should be strengthened and locked in for the reasons described above and should include requirements for stronger standards for

- landscape requirements
- pedestrian-priority provisions
- integration with Penguin's character.
- Tenure blind development

Specific changes

Please note we do not consider this a definitive list. However, the recommendations below outline some of the key changes that should be made to the SAP if this development is to make a positive contribution to Penguin and fulfil the promise of this site.

In relation to its purpose. We request that the SAP additionally states:

The purpose of this Specific Area Plan is to:

1. Ensure that new streets and public spaces are designed to a high standard that supports walkability, safety, climate resilience, and enhances neighbourhood character.
2. Provide street-design outcomes that integrate with the existing Penguin township and coastal setting.
3. Ensure subdivision design delivers high-amenity streets with street trees, footpaths, and traffic-calming and incorporates incidental spaces that

facilitate social interaction and the installation of statement landscape features.

4. Ensure that engineering design and construction standards are consistent with the objectives of this SAP.
5. Ensure the integration of host and incoming community is assisted by architectural standards that do not mark the incoming community as living in 'lower quality' housing than the Penguin norm.

In the section defining the relationship to the SPPs we request the SAP incorporates the following words:

This SAP modifies or replaces the following provisions of the State Planning Provisions as they apply to land within the SAP area:

- C6.0 Subdivision Standards
- E5.0 Road and Railway Assets Code
- Any applicable Acceptable Solutions or Performance Criteria relating to road design, pedestrian access, or public realm infrastructure.

Where there is any inconsistency between this SAP and Council's engineering standards, this SAP prevails.

In relation to Streets and Public Realm Standards, we request the SAP incorporates the following changes:

Objective:

To ensure the public realm is likely to be interpreted as well landscaped, inviting, pleasant and safe.

In relation to public realm reserves incorporating roads to meet required vehicle access and on-street parking provision within streets with very slow (walking pace) design speeds, with extensive areas of canopy street trees, a high level of understorey planting appropriate to the area and water sensitive urban design.

We request the SAP is amended to include the following requirements under footpaths and pedestrian priority

Objectives:

To provide a continuous, accessible pedestrian network that prioritises walking and connects to key destinations

In the Acceptable Solution the text should include:

incorporate shared surfaces in areas of low traffic volumes that reflect pedestrian priority by virtue of the narrow and varied width of travelling surface, changes in horizontal alignment and significant landscaping that provide a design speed for vehicles of 5km/h (walking pace).

We request the SAP is amended to include the following requirements re street landscape:

Objective:

To provide shade, reinforce pedestrian priority, improve amenity, reduce heat, and reinforce and enhance neighbourhood character.

Acceptable Solution:

Street landscaping must be installed:

- at a minimum rate that averages at one tree per lot on both sides of all streets to provide canopy and a clear-stem height of at least 2m at maturity;
- to incorporate planting of feature trees in verges and incidental widenings in landscaped areas adjoining roads with a minimum width of 2.5 m;
- Incorporating understorey planting and installation of hard landscape features
- utilising species suitable for Penguin's coastal environment.

Performance Criteria:

Street tree planting must provide continuous canopy cover at maturity, contribute to neighbourhood character, and support pedestrian comfort.

Understorey planting that is laid out and selected to break up and partially screens parking areas and diminish the dominance and kinetic unity (Cullen 1980) of trafficable areas.

We request the SAP is amended to include the following requirements re Water Sensitive Urban Design (WSUD)

Objective:

To integrate stormwater treatment into the street environment and improve water quality and support landscape quality.

Acceptable Solution:

WSUD elements such as rain gardens, swales, or tree pits must be incorporated into street verges or medians in accordance with the standards outlined in the City of Hobart WSUD Guidelines (in the absence of Councils own standards).

Performance Criteria:

Stormwater management must be integrated into the street design and support the long-term viability of the landscape.

We request the SAP is amended in Parking And Sustainable Transport Code – Use Standards to include the following:

Acceptable Solution

Development to facilitate pedestrian desire line across the site towards Penguin centre in a nw/se direction from ironcliffe road to Braddon Street.

In relation to guidance how the SAP should relate to other instruments we recommend the following changes:

Acceptable Solutions:

Engineering drawings submitted under the Local Government (Building and Miscellaneous Provisions) Act 1993 must be consistent with this SAP.

Performance Criteria:

Where engineering standards conflict with this SAP, the SAP must prevail to ensure high-quality street and public-realm outcomes.

Furthermore, given the paucity of controls necessary to achieve the aspiration to reflect Penguins character, we request the following clauses are added to the final SAC:

Architectural Character and street presentation

Objective

To ensure dwellings and other buildings contribute positively to the streetscape, minimise visual bulk, reinforce the coastal village character of Penguin, and create an attractive, human-scaled public realm.

Garage Dominance

A garage must:

- (a) not exceed 40% of the width of the dwelling façade; and
- (b) not project forward of the dwelling façade.

A garage must be designed and sited so that it does not visually dominate the dwelling or the streetscape, having regard to:

- (a) the proportion of the garage relative to the dwelling façade;
- (b) the use of articulation, recessing or screening;
- (c) the visibility of the garage from the street;
- (d) the prevailing pattern of garage presentation in the locality.

Architectural Character

The dwelling façade must incorporate:

- (a) a front door and habitable room window facing the street; and
- (b) a minimum of two façade articulation elements such as verandahs, recesses, balconies, roof alignment or material changes.

The architectural design of dwellings must reinforce the coastal village character of Penguin by providing:

- (a) human-scaled façades;

- (b) visual interest through articulation, openings and detailing;
- (c) active frontages that support passive surveillance;
- (d) design responses that reflect the established pattern of built form in the locality.

Visual Bulk

The dwelling must not present an unbroken wall length greater than 10m to the street.

The scale and massing of dwellings must minimise visual bulk when viewed from the street, having regard to:

- (a) articulation, modulation and stepping of built form;
- (b) roof form and pitch;
- (c) the relationship to neighbouring dwellings;
- (d) the topography of the site.

Fencing

Front fences must:

- (a) not exceed 1.2m in height; and
- (b) be at least 50% transparent.

Front fencing must be low and visually permeable to maintain an open coastal character and support passive surveillance, having regard to:

- (a) height and transparency;
- (b) materials and detailing;
- (c) consistency with the streetscape.

Roof Forms

Roof forms must incorporate a minimum pitch of 15 degrees unless the dwelling is single-storey and the roof is concealed behind parapets.

Roof forms must contribute positively to the character of the streetscape and reduce visual bulk, having regard to:

- (a) roof pitch and orientation;
- (b) articulation of roof elements;
- (c) consistency with the prevailing roof forms in the locality.

Materials and Colours

External materials and colours must be non-reflective and be white or drawn from a muted, natural palette.

Materials and colours must reinforce the coastal village character and minimise visual prominence, having regard to:

- (a) reflectivity;
- (b) colour palette;
- (c) compatibility with surrounding development;
- (d) the visual impact of the dwelling when viewed from public spaces.

Tenure-Blind Housing Design

As noted above we are concerned that SAP as described in the Land Supply Order may result in the social housing being visually distinctive from the other housing, which may consequently increase stigma for the people who live there. Thus, we request the following clauses are added to the final SAC to address this issue:

Objective

To ensure that dwellings provided as social or affordable housing are designed and constructed to the same architectural quality, durability, and streetscape contribution as market housing, and are visually indistinguishable in the public realm.

Architectural Quality and External Appearance

Dwellings intended for social or affordable housing must:

- (a) use the same external materials, colours and finishes as market housing within the development; and
- (b) incorporate the same level of façade articulation, roof form detailing, and landscaping treatment as market housing on the site.

Social or affordable housing must be designed and constructed to a standard that is visually indistinguishable from market housing when viewed from public streets and open spaces, having regard to:

- (a) the quality and durability of materials and finishes;
- (b) the level of façade articulation and architectural detailing;
- (c) roof forms and massing;
- (d) landscaping and fencing treatments;
- (e) the contribution of the dwelling to the character of the streetscape.

Street Presentation

Dwellings intended for social or affordable housing must present to the street in the same manner as market housing, including:

- (a) a front door and habitable room window facing the street; and
- (b) consistent setback, fencing and landscaping treatments.

The street presentation of social or affordable housing must reinforce a cohesive neighbourhood character and be consistent with the design quality of market housing, having regard to:

- (a) façade orientation and activation;
- (b) transparency and passive surveillance;
- (c) consistency of setbacks, fencing and landscaping;
- (d) the visual contribution to the public realm.

Durability and Maintenance

External materials for social or affordable housing must be selected for durability and low maintenance consistent with market housing.

Materials and construction methods must ensure that social or affordable housing maintains its appearance and performance over time to the same standard as market housing, having regard to:

- (a) material longevity;
- (b) resistance to weathering;
- (c) ease of maintenance;
- (d) whole-of-life performance

Potential open spaces

We welcome the mention of open space in the masterplan. However, we note this has no status as it is described as illustrative only. We consider that, appropriately designed and located such spaces can provide a range of recreational and social opportunities. We further believe that this can benefit the host and incoming community as well as providing a shared forum for interaction. To this end, we request the open space controls and final plans ensure it/they :

- a. Include a pocket park that is located along the key desire line to provide shared space in a location that facilitates interaction between the host and incoming community. This pocket park to:
 - i. Incorporates sittable edges that facilitate a wide range of opportunities to ensure people can find an appropriate place to sit alone or in groups of a variety of sizes to align with people's preferences.
 - ii. Incorporate playable features that facilitate incidental play

- iii. Considers a multi-use games area and a community pavilion/shelter to support gatherings and informal community life.
- b. Incorporates opportunities to produce food somewhere within the site.

Conclusion

This development is of a size and significance where its development will have an impact far beyond Penguin. Get it right and we set the bar higher, demonstrating how we can weave new development into existing towns and catalyse the seamless integration of incoming residents with host communities. Get it wrong and we harden resistance to infill development elsewhere and add to the forces that are exacerbating the social stratification of our towns.

We consider a strengthened SAP is essential because it is the only statutory mechanism that enables us to control the characteristics that will secure the high-quality design outcomes this site demands. The State Planning Provisions contain almost no controls for street design, landscaping or built-form character, and without a SAP the development defaults to generic residential standards that are not appropriate for this important site. A well-drafted SAP provides certainty, ensures engineering standards align with planning objectives, and prevents the kinds of poor-quality outcomes that fuel stigma and undermine community integration.

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Housing Land Supply (Penguin) Order 2026

Planning Report
January 2026

**Homes
Tasmania**

Building homes,
creating communities.

Table of Contents

Table of Contents	2
1.0 Executive Summary	3
2.0 Purpose of this Report	4
3.0 Site Description and Characteristics	4
4.0 Purpose of the Proposed Housing Land Supply Order (HLSO)	7
5.0 Compliance with Requirements of Section 5 of the Housing Land Supply Act 2018 (HLSA)	7
6.0 Compliance with Requirements of Section 6 of the Housing Land Supply Act 2018 (HLSA)	8
7.0 Housing Demographics	17
8.0 Modifications of Planning Requirements Specified in the Housing Land Supply (Penguin) Order 2026: Section 7 of the HLSA	21
9. How the SAP Modifies the General Residential Zone Planning Provisions	28
10 Conclusion	29

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 Ironcliffe 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 Ironcliffe 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 Ironcliffe Road SAP taking effect; and
- CCO-S6.0 Ironcliffe 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.

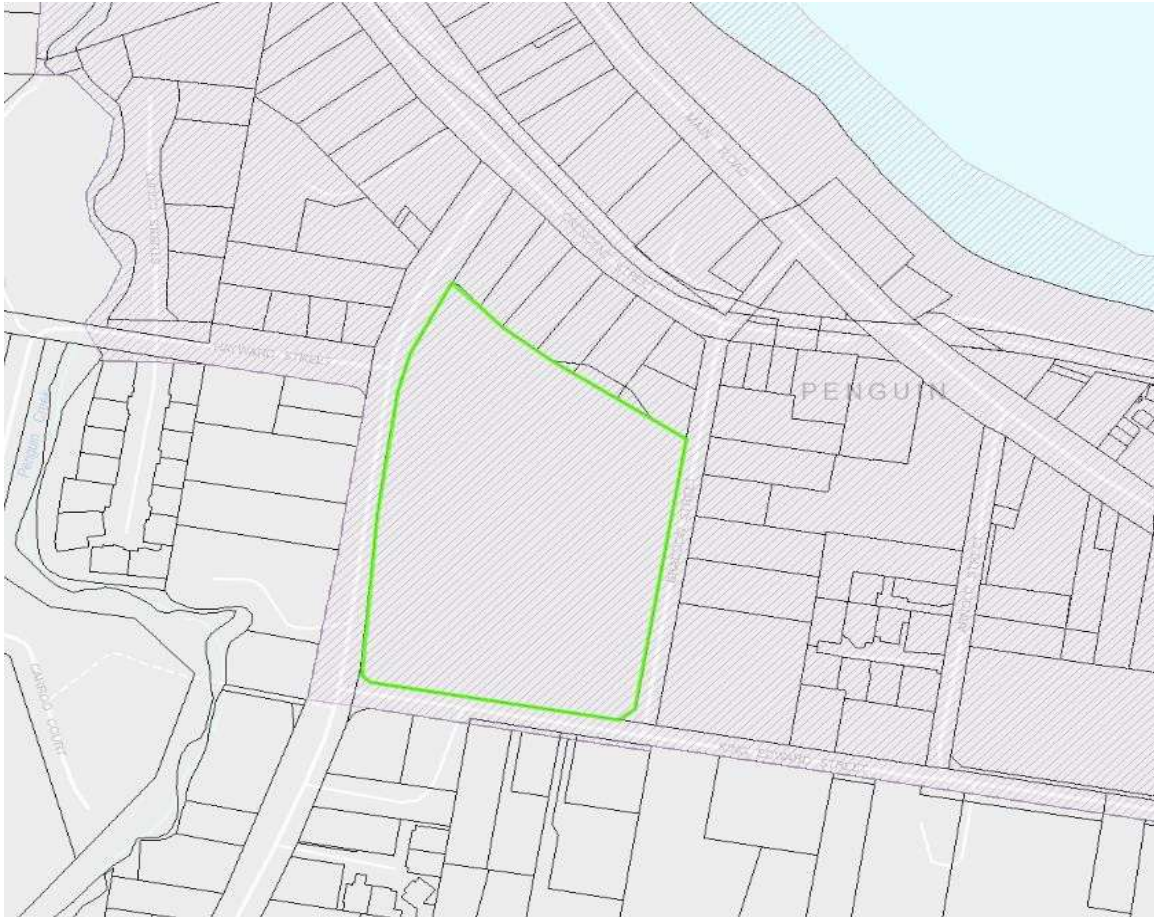


Figure 3: Parking precinct plan (source: LISTmap)

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

<i>(a) to promote the sustainable development of natural and physical resources and the maintenance of ecological processes and genetic diversity</i>	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.
<i>(b) to provide for the fair, orderly and sustainable use and development of air, land and water</i>	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.
<i>(c) to encourage public involvement in resource management and planning</i>	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.
<i>(d) to facilitate economic development in accordance with the objectives set out in paragraphs (a), (b) and (c)</i>	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.
<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>	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.

Schedule 1 Part 2 Objectives	
<i>(a) to require sound strategic planning and co-ordinated action by State and local government</i>	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. The planning scheme amendment process allows for coordinated action by State and local governments.
<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>	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.
<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>	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.
<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>	The proposed amendment does not affect the attainment of this objective.
<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>	The proposed amendment does not affect the attainment of this objective.
<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>	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.
<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>	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.

<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 Ironcliffe 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 Ironcliffe 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.

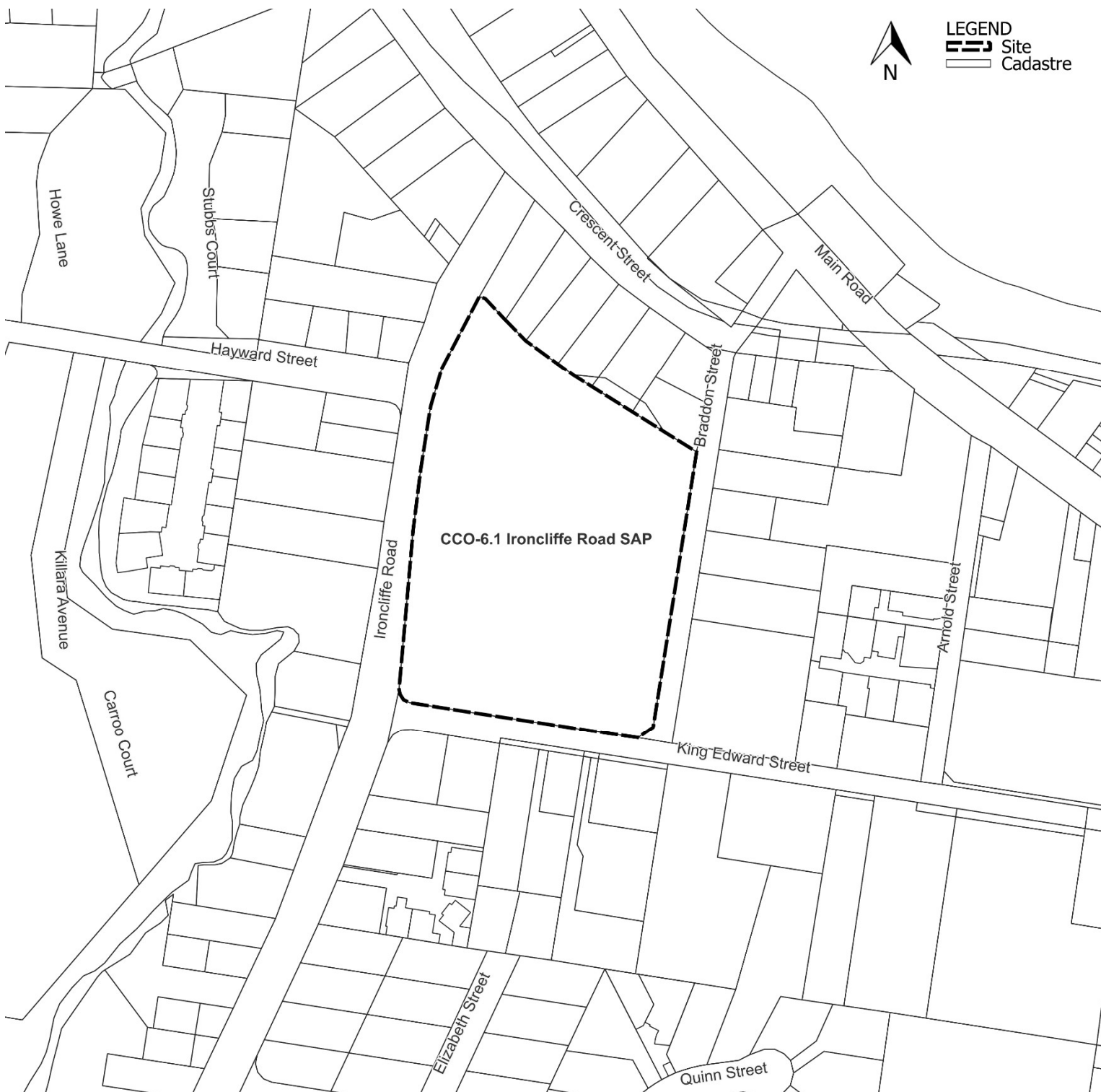
The Order, including the SAP, aligns with the Tasmanian Government's Affordable Housing Strategy and the Cradle Coast Regional Land Use Strategy (CCRLUS), supporting compact settlement patterns, optimising infrastructure use, and promoting walkability. By enabling a variety of housing types, the Order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



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 -

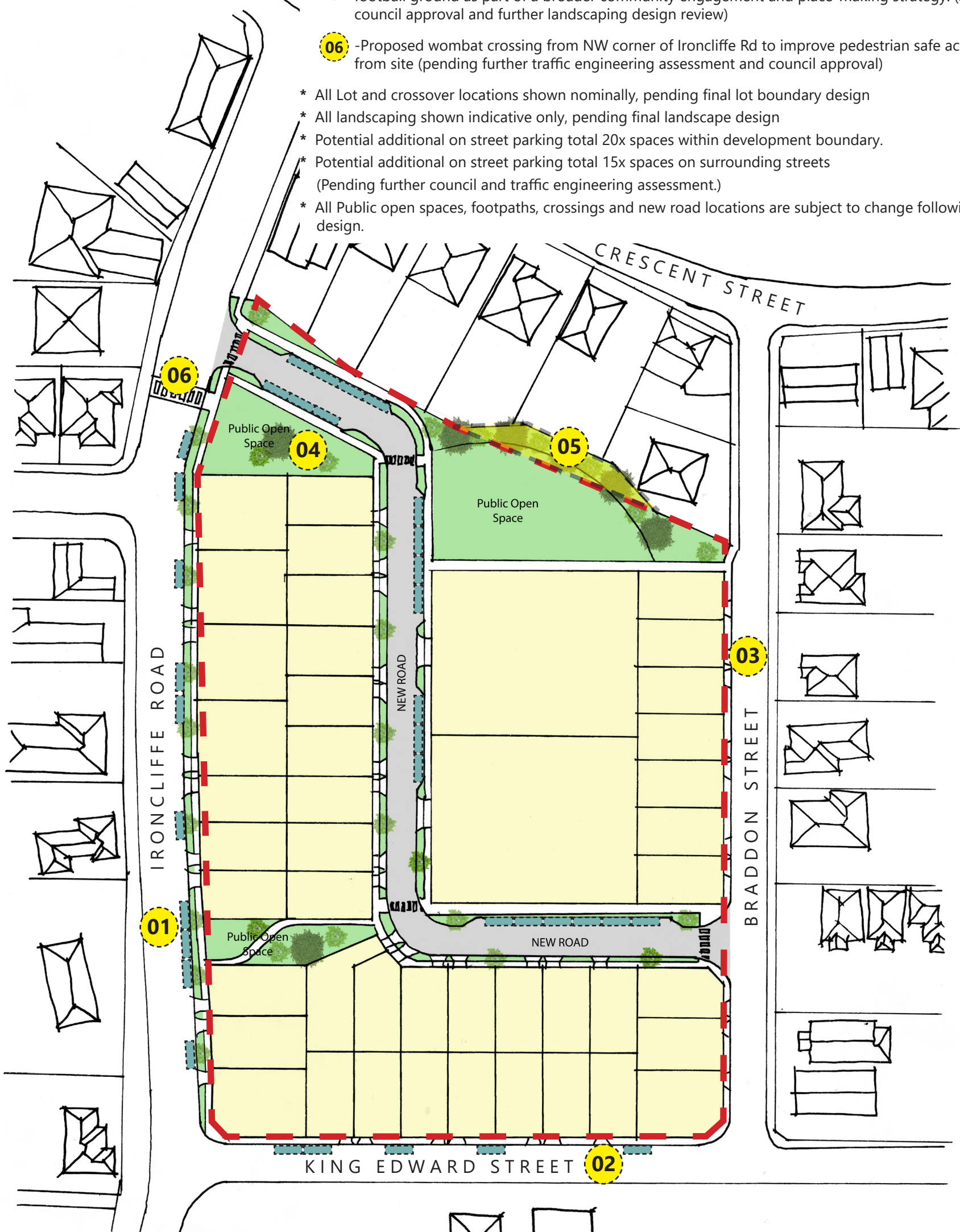
(Subject to Detailed Design)

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

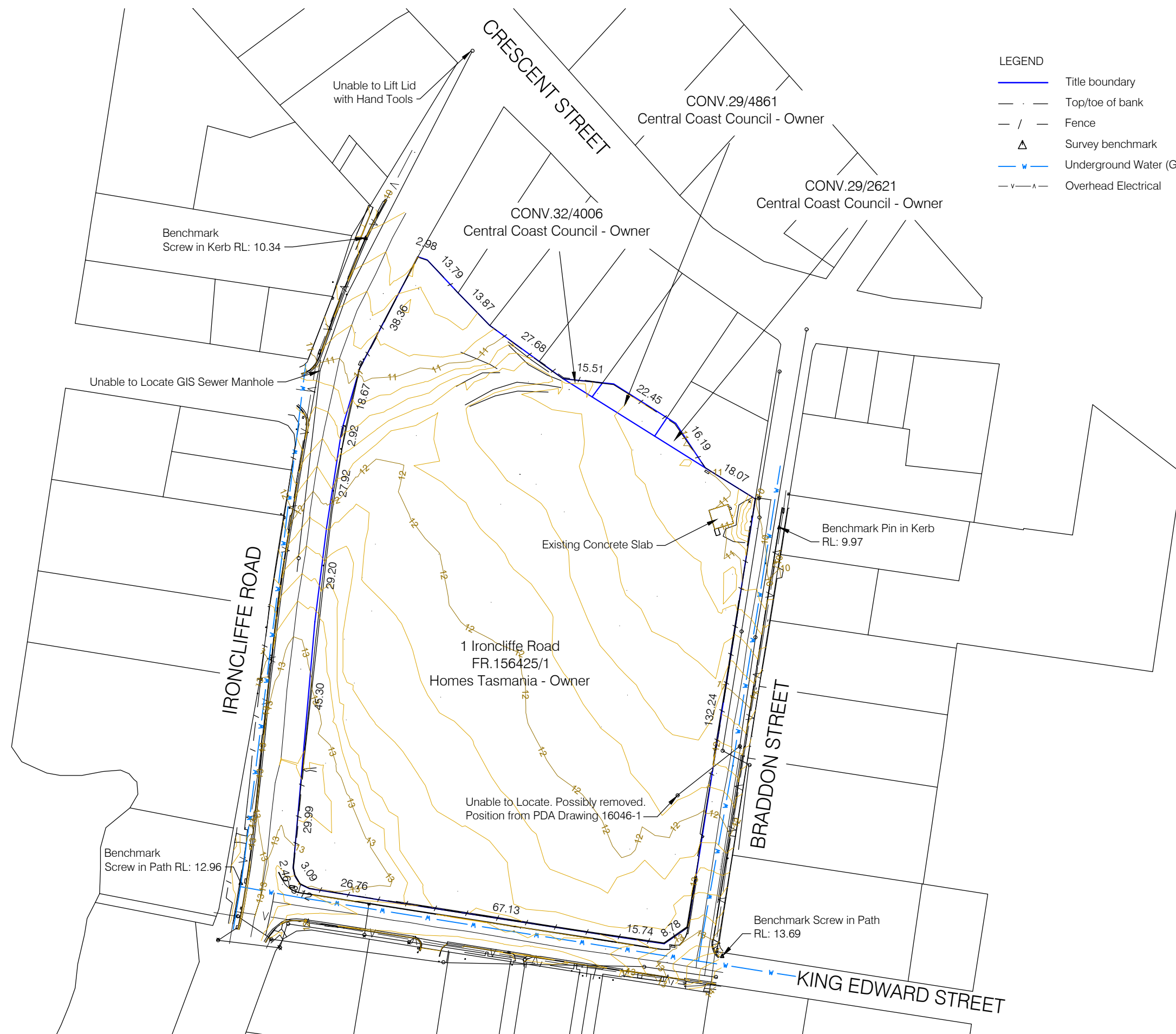
The owners and occupiers of the properties adjoining and near the site:

- 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 Caillen 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

SCALE 1:1250



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

DETAIL SURVEY
1 IRONCLIFFE ROAD
PENGUIN
FOR ARTAS ARCHITECTS



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FAX: +61 03 6431 6663
EMAIL: pda.bne@pda.com.au
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SCALE	PAPER
1:1250	(A3)
JOB NUMBER	DRAWING
53791-DS-1A	



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HOUSING LAND SUPPLY (PENGUIN) ORDER 2026
MINISTERIAL REPORT PURSUANT TO SECTION 9 OF THE *HOUSING*
LAND SUPPLY ACT 2018

I, the Honourable Kerry John Vincent, Minister for Housing and Planning, pursuant to section 9(1)(a)(ii) of the *Housing Land Supply Act 2018* (the HLS Act), hereby provide this report to Parliament in respect of the proposed Housing Land Supply (Penguin) Order 2026 (the draft Order).

Having considered the submissions received and the draft Order under the provisions of the HLS Act, I am satisfied that the draft Order is suitable to make.

Under section 9(4) of the HLS Act, each House of Parliament may within 5 sitting days disallow the making of the proposed Order.



Hon Kerry John Vincent MLC

Minister for Housing and Planning

Date: 01/07/26

REPORT TO PARLIAMENT

I, the Honourable Kerry John Vincent, Minister for Housing and Planning, pursuant to section 9(1)(a)(ii) of the *Housing Land Supply Act 2018* (the HLS Act), hereby provide this report to Parliament in respect of the proposed Housing Land Supply (Penguin) Order 2026 (the proposed Order). Pursuant to section 9(1)(a)(i) of the HLS Act, the proposed Order is included with this report as Attachment A.

DESCRIPTION OF THE PROPOSED ORDER

The land to which the proposed Order relates is a former recreation ground located in Ironcliffe Road, Penguin, and is described by folio of the Register 156425/1. The land is owned by Homes Tasmania.

It comprises an area of 2.079 hectares, and has the potential to yield up to 45 residential lots, depending on the type of housing proposed and the requirements of the Tasmanian Planning Scheme – Central Coast. It is anticipated that subdivision of the land will also create two multiple dwelling lots.

The proposed Order, if made will –

1. declare the land to be Housing Supply Land, and
2. rezone the land from the Recreation Zone to the General Residential Zone.

In accordance with section 7 of the HLS Act, the proposed Order includes a Specific Area Plan that substitutes or adds to, provisions of the General Residential Zone, and the Parking and Sustainable Transport Code. The Ironcliffe Road Specific Area Plan applies only to the land that is subject to the proposed Order, and aims to facilitate a greater diversity of residential development while maintaining Penguin's established character and liveability.

Key features of the Specific Area Plan are:

- a minimum lot size of 220m²;
- at least 2 lots of more than 1500m², on which to construct multiple dwellings;
- minimum site area of 200m² per multiple dwelling;
- a maximum of 45 residential lots;
- setbacks, private open space and other development standards that enhance residential living;
- provision of public open space;
- on-site parking to support residential land use; and
- a new internal road that provides through traffic connection between Ironcliffe Road and Braddon Street.

REASONS IN RELATION TO THE PROPOSED ORDER

Pursuant to section 9(3)(a) of the HLS Act, my reasons for wanting to make the proposed Order are as follows –

1. Establishing the HLS Act was a key action identified at the Housing Summit hosted by the then Premier on 15 March 2018 as a means of providing more social and affordable housing.

2. There is a need to make more land available under the *Homes Tasmania Act 2022* to enable the provision of additional social and affordable housing in Tasmania, especially with 5507 applications on the Homes Tasmania Housing Register at the end of April 2026.
3. The site is suitable for future development for housing and needs to be rezoned before any approval of the construction of new homes.
4. The proposed Order will provide more land zoned for residential purposes and, through the construction of homes on the land, contribute towards achieving the targets for the supply of more social and affordable homes in the Central Coast municipality, as set out in Tasmania's Affordable Housing Strategy 2023-2043.

Pursuant to section 9(3)(b) of the HLS Act, the reasons why I am satisfied that the proposed Order may be made, and why I am satisfied that I would not contravene section 5(2) or section 6(1) or (2) of the HLS Act in relation to the area of land, are as follows –

1. The land is eligible Government land, as required by section 5(1) of the HLS Act, and an Order may be made until 1 January 2033 under section 4(1A) of the Act;
2. I am satisfied that there is a need to make more land available under the *Homes Tasmania Act 2022* to enable the provision of housing, including additional social and affordable housing in the Central Coast municipality, as required by section 5(2)(a) of the HLS Act. As of 30 April 2026, 226 eligible persons seeking social and affordable homes on the Housing Register nominated the Central Coast municipality as their first preference;
3. I am satisfied, for the reasons detailed in the Planning Report submitted by Homes Tasmania, that:
 - a) the land is suitable for residential use and development by virtue of its location in the Central Coast municipality and proximity to public and commercial services, public transport and places that may provide opportunities for employment, as required by section 5(2)(b) of the HLS Act;
 - b) applying the General Residential Zone to the area of land would be consistent with State Policies and the Cradle Coast Regional Land Use Strategy (CCRLUS), as required by section 6(1)(a) of the Act;
 - c) if the General Residential Zone is applied to the land, the use or development of the land for residential purposes would not be significantly restricted by any code applied to the land under the Tasmanian Planning Scheme, as required by section 6(1)(b);
 - d) assigning the General Residential Zone to the land would further the objectives set out in Schedule 1 of the *Land Use Planning and Approvals Act 1993*, as required by section 6(1)(c) of the HLS Act;
 - e) after consideration of the guidelines under section 8A of the *Land Use Planning and Approvals Act 1993*, assigning the General Residential Zone would be consistent with the zone purpose in the State Planning Provisions, as required by section 6(1)(d) of the HLS Act;
 - f) use or development of the land would not be likely to create significant land use conflict with an existing use on the land or with use or development on adjacent land or with any other land near to the land, thereby satisfying section 6(1)(f) of the HLS Act; and

- g) the proposal represents the efficient use of serviced land to further affordable housing outcomes for the benefit of the community.
- 4. I have considered the environmental, economic and social effects, and the effects on Aboriginal and cultural heritage, that assigning the General Residential Zone to the land may have, as required by section 6(1)(e) of the HLS Act. I have also sought advice on these matters from the relevant government agencies and authorities, and no concerns have been raised. I am satisfied that developing the land for residential purposes will not result in any significant impact in the area.
- 5. The General Residential Zone will apply to the whole of the land subject to the proposed Order, and section 6(2)(b) of the HLS Act does not apply in this instance.

SUBMISSIONS IN RELATION TO THE PROPOSED ORDER

The proposed Housing Land Supply (Penguin) Order 2026 was made available for public comment for a period of 28 days as required by section 12 (1)(c) of the HLS Act. The public consultation for the proposed Order commenced on 27 April 2026 and ended on 25 May 2026. 15 submissions were received.

Pursuant to section 9(3)(c) of the *Housing Land Supply Act 2018*, the submissions received under section 13(1) are contained in Appendix B.

Submissions that raised no objection to the proposed Order may be summarised as follows:

- 1. Metro Tasmania: requests notification of any civil or other works that may impact existing bus services as part of any future development application;
- 2. Heritage Tasmania: offers no comments, noting that the proposed Order does not apply to any place entered on the Tasmanian Heritage Register;
- 3. Tasmania Fire Service: no issues raised;
- 4. Department of Natural Resources and Environment: no issues raised relating to the rezoning. The Department requests that their submission be treated as confidential and therefore the content has been redacted;
- 5. State Emergency Service: some low hazard (H1-H2) flood-prone land in the lower south east portion of the site, flowing across Braddon Street and King Edward Street), as modelled in the Tasmanian Strategic Flood Maps (TSFM), has been identified. Flood hazards (H1-H2) could potentially be managed through appropriate stormwater drainage design and building location, and flood free access/egress to the site. While a report to address known flood hazards may be required, flooding should not be an impediment to the making of the proposed Order;
- 6. TasWater: confirms the availability of water and sewer to the subject land, noting that some local infrastructure upgrades may be required, depending on detailed design;
- 7. Central Coast Council: notes the strong community interest in ensuring that any future development of the site appropriately considers local context, design outcomes, functionality and broader community benefit. These are matters for Council's consideration at the development application stage.

Council offers no comment on the development controls contained in the proposed Specific Area Plan that forms part of the proposed Order. Nevertheless, Council acknowledges the importance of increasing housing supply. It aims to ensure that future housing outcomes on the site are affordable, functional, provide good amenity,

demonstrate robust design and structural integrity, contribute positively to community wellbeing, and appropriately reflect the character of the surrounding area;

8. Local resident: recommends the provision of off-street parking in the north-west corner of the site, to support local businesses – this is a matter for consideration by Central Coast Council at the development application stage;
9. Local resident: appreciates Homes Tasmania’s communication to date, and would like to see more public open space than that indicated on Homes Tasmania’s plans;
10. Jiri Lev, architect, Launceston emphasises the need for good design to capitalise on an “unparalleled opportunity”, and recommends several guiding design principles - the State Planning Office has forwarded this submission directly to Homes Tasmania.

Concerns or issues raised in other submissions received are identified and addressed in Table 1:

Table 1: Issues and concerns raised in submissions received on the proposed Housing Land Supply (Penguin) Order 2026

No.	Issue	Brief description	Response
1	Incompatibility with local character	Proposed high density housing clashes with Penguin's low density village aesthetic and conflicts with local architectural norms	The proposed Order does not enable "high-density" development for any purpose. Variations to General Residential Zone use and development standards contained in the Ironcliff Road Specific Area Plan (SAP) encourage the building of detached houses on smaller lots and multiple dwellings on at least two large lots. However, the achievable housing density is consistent with land developed to the full potential allowed by the General Residential Zone. Development controls enabled by the proposed Order do not seek to compromise acceptable standards of residential amenity. Setbacks, the layout of garages/carports and the provision of adequate private open space aim to prevent the massing or "crowding" of new buildings. Subdivision of the land offers an opportunity to build a variety of housing types on lots ranging from 220m² to 1500m². The site occupies a central location in the Penguin township. The proposed Order encourages the provision of diverse housing types and sizes in a manner that makes efficient use of the land available and offers an innovative and alternative vision for urban residential development.
2	Insufficient green space	Inadequate green space is indicated on the development plan for the land - housing should occupy no more than 40% of the site	Significant objection raised in response to an early concept plan for the site has been addressed in the exhibited Indicative Subdivision Concept Plan that forms part of the SAP, and which provides for increased public open space. The Concept Plan provides for 3 discrete public open spaces within the site. The configuration and quantum of any public open space and the extent of site coverage by built form is a matter for determination at the development application (DA) stage. It is noted that Central Coast Council relinquished ownership of the land after its former use as a sports oval ceased., Penguin benefits from an extensive network of foreshore and other public open space.

No.	Issue	Brief description	Response
3	Overwhelming community opposition	As evidenced by surveys, public meetings and petitions	Community opposition to development of the land for housing revealed in Homes Tasmania's initial public consultation in July 2024 led to revision of an initial proposal and a further round of consultation in March 2025. Homes Tasmania has advised that much of the concern expressed publicly arises from a mistaken belief that successive "concept plans", circulated to illustrate how the site <u>might</u> potentially be developed, are fixed and cannot be changed. Questioning the introduction of new, more dense forms of housing that differ from historical patterns of subdivision in Penguin is considered reasonable. Nevertheless, the size of the Ironcliffe Road site and its proximity to public transport, business and commercial services and regional employment opportunities support the development of social and affordable housing to meet evidence-based need, at a higher density than that prevailing consistent with the General Residential Zone. Well-designed medium density housing promotes efficient use of existing infrastructure and potentially serves as a model for future subdivision.
4	Availability of existing housing	Unsold lots and existing social housing in the region negate the need for this site's development	Inquiries indicate that some housing lots in Burnie and Devonport are currently being marketed by or on behalf of Homes Tasmania. Regardless, the need for additional social and affordable housing in Penguin is evidenced by the number of applicants on Homes Tasmania's Housing Register whose first preference for affordable housing is the Central Coast municipality.
5	Preservation of historical significance	The site's century-long recreational legacy warrants preservation	Without diminishing the value of community connection with its former use as a football ground, the site is not entered on the Tasmanian Heritage Register. Nor is it listed as a local heritage place, or as being within a local heritage precinct, in the Tasmanian Planning Scheme – Central Coast. If considered appropriate by Central Coast Council in its capacity as the local planning authority, interpretation of the site's former use by means, for example, of informative and illustrative signage, may be included as a condition of any future planning permit.
6	Viable alternatives exist	Other sites are more suitable	The subject land satisfies the HLS Act criteria for declaration as housing supply land. Alternative sites have not been identified and in any case do not require consideration.

No.	Issue	Brief description	Response
7	Inefficacy of affordable housing model	Homes Tasmania's operating model has failed to deliver affordable outcomes, evidenced by unsold lots and inflated costs	The process of bringing rezoned land to market for subdivision and development is complex and time-consuming. Aside from the procurement of the necessary planning approval/s, the feasibility of development at any point in time is influenced by changes to material costs and the supply of skilled construction labour. In any case, Homes Tasmania's vacant land sales have doubled over the past financial year and are expected to increase further with the Tasmanian Government's partnership in the Federal Government's 100 000 Homes for First Home Buyers initiative.
8	Systematic mismanagement by Homes Tasmania	Failure to deliver the Residential Land Rebate underscores Homes Tasmania's inability to manage development of the land effectively	The Residential Land Rebate program was administered by the Department of State Growth, not Homes Tasmania. It ceased to operate in October 2025, and its funding has been redirected towards other Government initiatives. The take-up rate for the Rebate was dampened by conditions affecting the entire property market, including the interest rate climate, skilled labour shortages and escalating material costs.
9	Failures by Central Coast Council	Inadequate community consultation, loss of pertinent records and breaches of procedural fairness	No evidence is presented of Council having ignored local community input or breached procedural fairness. Council's own submission emphasises its consultation initiatives and respect for disparate community opinions. The legal implications of the reversionary covenant that required Council to surrender the land to the Crown upon cessation of its former use as a sports facility do not appear to be widely understood. Any loss of historical records did not impact on Council's actions.
10	Inadequate amenities and infrastructure	The strain on Penguin's school and other services is overlooked	No evidence is presented in support of this statement. The Department for Education, Children and Young People has not indicated that Penguin District School cannot accept additional enrolments, and TasWater has confirmed there is sufficient capacity to service residential development of the land.
11	Mental health impacts	Loss of green space and the cramping of housing will harm community health	Penguin is well serviced by public open space, particularly along the foreshore situated less than 150 metres from the northern end of the site. Planning controls in the proposed Order allow for adequate separation of buildings and preservation of residential amenity.

No.	Issue	Brief description	Response
12	Lack of necessity	Penguin's low population growth does not justify residential development on the site	The Ironcliffe Road property satisfies the eligibility criteria for declaration as housing supply land under the HLS Act. Further, the need for social and affordable housing on suitably located sites is well documented. Well-designed residential development of the land will potentially attract further housing investment in Penguin, supporting local business activity and the economically efficient use of infrastructure and services.
13	Limited employment opportunities	Insufficient local jobs reduce the need for new housing	The Planning Report submitted by Homes Tasmania notes the proximity of the site to employment opportunities along the north-west coast, accessed by existing public bus services and the Bass Highway.
14	Climate resilience and flood mitigation	Green space on the land supports flood prevention	The Planning Report notes that any proposed development on the land can be designed for resilience to coastal hazards, including flooding and erosion, in accordance with the relevant codes in the Tasmanian Planning Scheme. In addition, the State Emergency Service advises that potential flooding can be satisfactorily addressed at the development application stage. Retention of the land as public open space for the purpose of flood mitigation is not required.
15	Biodiversity and ecological value	Preservation of the land as open space supports local ecosystems and ecotourism	Residential development of the land will have negligible effect on coastal ecosystems. Depending on the type of development proposed in an application for a planning permit, there is potential to retain a proportion of the site as public open space.
16	Economic and tourism benefits	A community green space that functions as a signature attraction hosting public events will benefit the town	Other sites in Penguin may have capacity to host market stalls and other community events, and there is no requirement to retain the Ironcliffe Road land for such purposes. The establishment of a suitable civic/community space is a matter for Central Coast Council.
17	The proposed Order does not satisfy section 6(1) of the HLS Act	Proper weight has not been accorded to environmental, economic and social consequences; housing on the land will create a ghetto that destroys the picturesque character of the town centre	Positive economic and social effects, and minimal environmental impacts, may be expected from making the proposed Order. Fears about the creation of a residential "ghetto" that diminishes the quality of Penguin town centre are unfounded. Responsibility for ensuring acceptable residential design and site amenity rests with the land developer, and with Central Coast Council as the local planning authority.

No.	Issue	Brief description	Response
18	The proposed SAP does not include the necessary controls to achieve its intended objective	The SAP requires improvement to address street and landscape design, architectural and built form standards, pedestrian movement and connectivity, and the creation of a pocket park and community hub	The SAP modifies selected use and development standards applicable to the General Residential Zone. Unless specifically modified by the SAP, the normal provisions of the General Residential Zone governing matters such as landscaping and building envelope continue to apply. The proposed SAP applies flexible residential density standards, without being so prescriptive as to limit potential design outcomes. It may be expected that design standards will be applied to all buildings erected on the site, and that the quality and finish applied to social housing will be indistinguishable from homes sold into private ownership. The site has been identified as suitable for declaration as housing supply land rather than being reserved for community purposes. Development of the land will address a demonstrated need for housing, and the proposed Order presents an opportunity to create a well-designed, compact built form that adds visual interest to the streetscape and makes more efficient use of existing infrastructure and services. By serving as a model development that delivers attractive design outcomes, the site has the potential to attract innovative residential investment elsewhere in Penguin and surrounding areas, offering wider housing choice to meet expressed needs.

MY OPINIONS IN RELATION TO THE SUBMISSIONS RECEIVED

Pursuant to section 9(3)(d) of the *Housing Land Supply Act 2018* (the HLS Act), my opinions in relation to the matters set out in the submissions are:-

1. I note the advice that Metro Tasmania, Heritage Tasmania, and the Tasmanian Fire Service have raised no issues in connection with rezoning of the land;
2. I note the confidential submission from the Department of Natural Resources and Environment;
3. I note that TasWater advises there are no issues in servicing the site for future residential use, and that the State Emergency Service has indicated that potential flooding on part of the land may be mitigated through appropriate stormwater drainage design and building location, and flood-free access/egress arrangements;
4. I note the submissions received from local residents and their concerns about rezoning the site for social and affordable housing, and respond as follows:
 - a. I consider that there is a need to deliver more social and affordable housing in Tasmania, and I am satisfied that the site is suitable for this purpose. I note that rezoning the site for housing in the manner proposed enables the development of a variety of housing types that include studio, one-, two- and three-bedroom dwellings. While the nature of any residential development achievable on the land differs from the very low density of existing housing, development of the Ironcliffe Road property has significant potential to add to the character of Penguin's urban area, rather than detract from it.
 - b. A planning permit will be required before houses can be built, and it is reasonable to expect that the assessment process will address in detail whether a development application satisfactorily responds to the flexible planning provisions given effect by the proposed Ironcliffe Road Specific Area Plan and to community concerns expressed in consultations conducted by Homes Tasmania and under section 12 of the HLS Act.
 - c. I believe that Penguin has sufficient green space, and that retention of the site as public open space is not required.
 - d. I acknowledge concerns expressed about the number of buildings that may be constructed and their impact when viewed from outside the site. However, I am satisfied that the modification of General Residential Zone planning provisions set out in the proposed Order will maintain adequate separation of buildings, to avoid adverse impacts on outlook and views in the area.
 - e. I appreciate that "concept plans" for development of the land presented by Homes Tasmania have raised significant community concerns. At the same time, I note that in response, Homes Tasmania modified the plans it presented for illustrative purposes and that these do not represent fixed or final development schemes. In addition, the community will have the opportunity to comment on any actual proposal at the development application stage.
 - f. With respect to unsold lots and the availability of other housing stock, I have determined that the economic and other factors constraining development in parts of Tasmania mirror conditions experienced in other housing markets. The number of applicants on Homes Tasmania's Housing Register counters any suggestion that further social housing is not needed in the area.

- g. I recognise that some members of the Penguin community maintain affection for the land's former use as a football ground. Nevertheless, I note that the land is not heritage-listed and that it satisfies eligibility criteria set out in the HLS Act for declaration as housing supply land. The opportunity to physically mark the history of the site, with interpretive signage for example, will arise at the development application stage.
- h. I note the suggestion to consider other land for the proposed Order. I am satisfied that residential development of the site identified by Homes Tasmania is consistent with the Cradle Coast Regional Land Use Strategy, and as such, is suitable for residential development. The HLS Act does not require me to consider alternative sites.
- i. Grievances with the management of issues by Central Coast Council are outside the scope of matters relevant to the making of housing land supply orders.
- j. I note that Homes Tasmania is on track to make more than 800 residential lots available for housing development through land rezoned under the Housing Land Supply Act, with approximately 211 homes currently constructed or in progress on those lots. This is tangible evidence of Homes Tasmania's organisational capability, delivery capacity and ongoing program implementation.
- k. Evidence presented to me indicates that existing infrastructure has sufficient capacity to accommodate residential development on the subject land.
- l. I am not persuaded that community mental health will be negatively impacted by development of the Ironcliffe Road land, or that limited employment opportunities, climate resilience, flood mitigation, biodiversity and ecological values, or economic and tourism benefits warrant retention of the land as green space in the face of overwhelming evidence of housing need.
- m. The Planning Report provided by Homes Tasmania notes that any future application for subdivision of the land will require a traffic impact assessment. On the basis of information tendered in the Planning Report, I am satisfied that all concerns related to traffic and parking issues can be adequately addressed in the assessment of a future development application.

Modification of planning requirements – section 7 of the *Housing Land Supply Act 2018*

The modification of planning requirements contained in the Specific Area Plan that are intended to be given effect by the proposed Order do not require any amendment as a consequence of submissions received.

ALTERATIONS TO THE PROPOSED ORDER

Pursuant to section 9(3)(e) of the *Housing Land Supply Act 2018*, the proposed Order has not been altered from the version issued to interested persons for comment.

APPENDICES

Appendix A: Proposed Housing Land Supply (Penguin) Order 2026

Appendix B: Copies of submissions received

Appendix C: Planning Submission (including landowner consent)