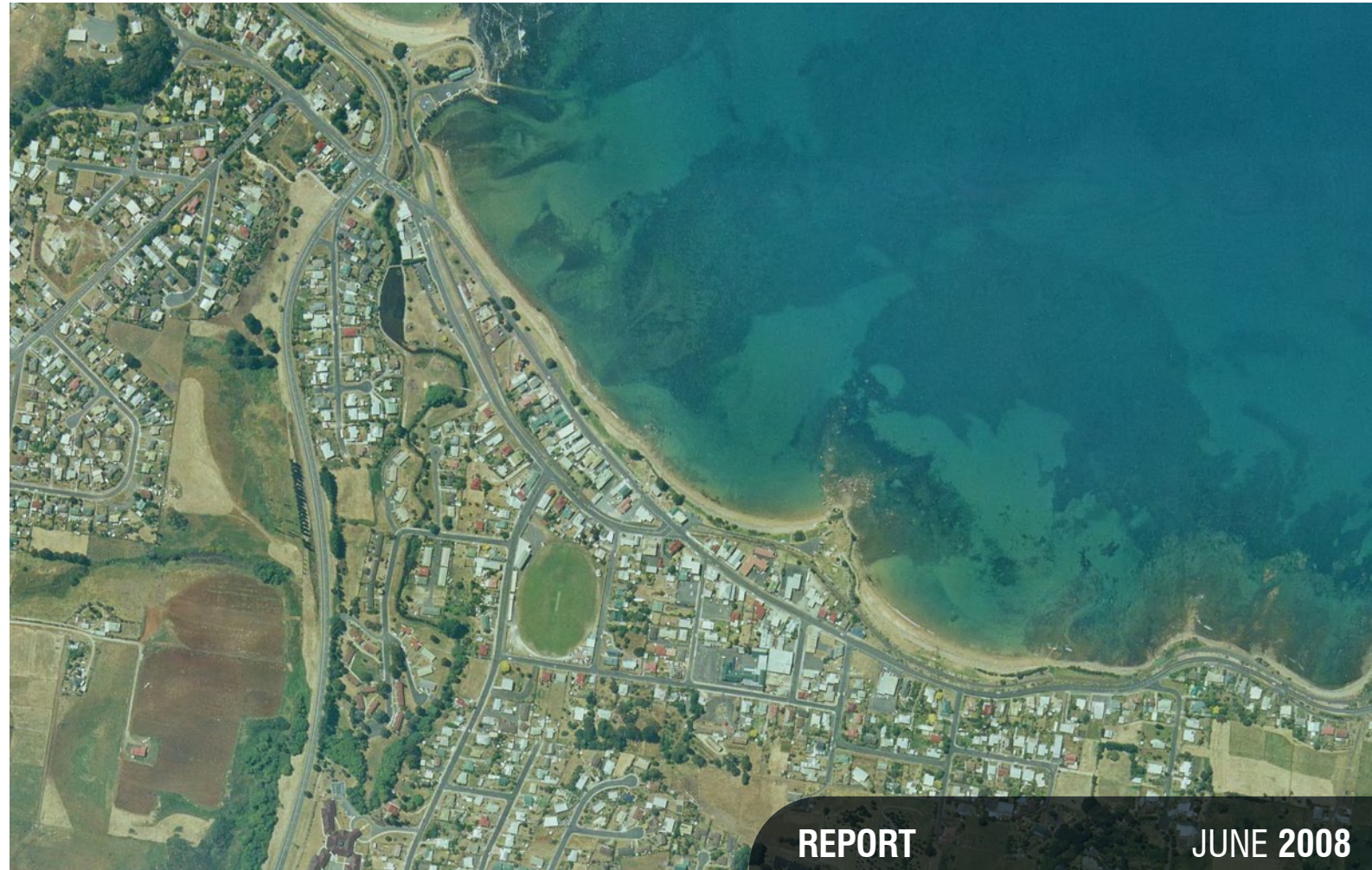


Penguin Urban Design Guidelines



REPORT

JUNE 2008

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Project No. 2120302A

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Date: June 2008

Distribution: Central Coast Council

Introduction

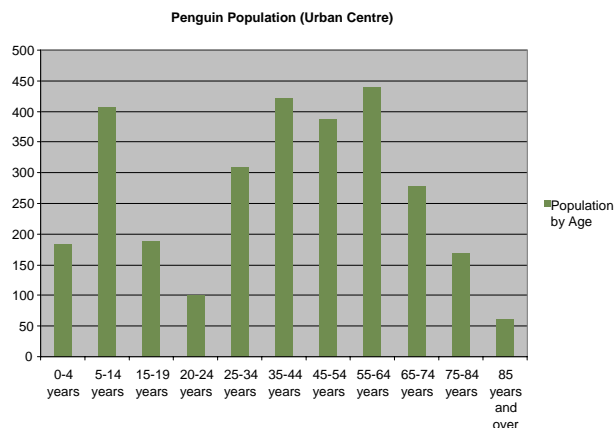
Penguin is a unique seaside town with a vibrant community on the north central coast of Tasmania located between Burnie and Ulverstone. It is a place of residence for the town's population, a tourist and recreation attraction and has sensitive and significant environmental values including unique wildlife (little penguins). The township is framed by the sea and a hinterland of rolling hills that form the beginning of the Dial Ranges. It is home to a caring and friendly community. The Penguin Community Plan, adopted by Central Coast Council in March 2007, states that

"The peaceful nature of the town and its natural environmental features attract visitors and future residents to the town and makes Penguin both a sought out place of residence and a tourist destination. Penguin's assets contribute to its charm and vitality and in addition provide a catalyst for private investment and development that wish to also take advantage of these attributes."

The Penguin Urban Design Guidelines have been developed to ensure the future form and functionality of the town maintains and enhances the existing coastal village character. It is recognised that a place continually evolves and that the character of a town is dynamic and reflects the changes within the community, built form and the natural environment. The Urban Design Guidelines assist to manage change in a sustainable way and to achieve the desired objectives for the town's future growth.

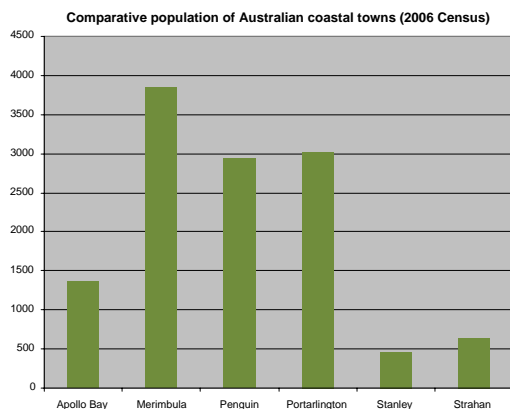
"Penguin's unique character comes from being nestled between the Dial Range and the Sea. The Main Street and foreshore, with stunning ocean views needs to develop so this special ambience is preserved."





Source: Australian Bureau of Statistics, 2006 Census data

Figure 1 Penguin population



Source: Australian Bureau of Statistics, 2006 Census data

Figure 2 Australian coastal towns population

Recent demographic trends

There are approximately 2,943 persons in Penguin according to the 2006 Australian Census. The town is characterised by an ageing community as Figure 1 demonstrates. There are also a significant number of people in the 5-14 years and 35-44 years which indicate a high proportion of young families in the town. According to the Census data the town's median age is 42 and the average household size is 2.4 persons. Common to a lot of small towns across Australia there is a smaller distribution of people aged 15-24 years which is largely attributed to movement to larger cities or towns to undertake tertiary studies or employment opportunities. Penguin's population is similar in size to other small coastal towns in Australia such as Portarlington (Victoria) and Merimbula (NSW) as Figure 2 demonstrates. However the population is significantly higher than Stanley and Strahan (Tasmania) and Apollo Bay (Victoria).

Historical facts

During the last Ice Age the sea level was 120 metres lower than it is today. At this time people were able to walk across what we now know as Bass Strait. Following the end of last ice age around 8000 BC, the land bridge that is now known as Bass Strait was flooded and the Tasmanian Aboriginal people were effectively isolated from mainland Australia. The Tasmanian Aboriginal community was divided into nine tribes, and the Tommeginne people or North Tribe's traditional lands covered land from Tamar Heads in the East to Emu Bay (Burnie) in the West and as far south as Black Bluff and the Western Tiers including the area we now call Penguin.

The town of Penguin was first established by European settlers between the 1850s and 1860s¹. The gold rush in Victoria had created demand for timber palings used in buildings and the wealth of timber resources surrounding Penguin saw a timber industry establish there in the 1850s.

The mining industry has also been a strong factor in settlement with copper being discovered in 1858 which increased the rate of settlement. A silver mine existed on the foreshore at the east end of town in the late 1800s and mining for iron ore existed in the town up until the 1960s. The railway line was constructed around 1901 which saw improved transport connections to the town.

¹ Penguin Online Access Centre webpage (viewed April 2008)

Values, concerns and ideas

The Penguin Urban Design Guidelines have been developed in collaboration with the local community, government and business representatives. Participants included the local resident community, Central Coast Council officers and Councillors and State government representatives, local traders and prospective developers. The local community included a mix of people who volunteered to attend a weekend workshop as well as a number of youth from Penguin High School who attended a youth workshop.

A series of workshops and meetings with stakeholders was held in Penguin in early April 2008. The purpose of these meetings and workshops were to gather information on what people value in Penguin, what their concerns are and to receive ideas for how the future Penguin might look, feel and function as a place to live and visit.

The gathered values, concerns and ideas inform the development of the Urban Design Guidelines through identifying the town's character, key urban design elements and a vision for the town. The consultants were genuinely grateful for the interest expressed in the project, and the level of participation in the workshops.

WHAT PEOPLE VALUE ABOUT PENGUIN

Sense of community

Peaceful

Human scale

The connection to the sea

Small coastal town atmosphere

The lifestyle

Natural environment (foreshore, sea views, Dials)

Can walk everywhere (beach, shop, see friends)

It's a family place





WHAT PEOPLE ARE CONCERNED ABOUT IN PENGUIN

Loss of community

Development that is inconsistent with the existing scale and character of the town

Declining retail and local services

Erosion of the beach

Catering for all needs in the community

Car parking

Lack of eateries and other retail premises

NEW IDEAS FOR PENGUIN

Maintain an open foreshore

Finish the footpath

Encourage a mix of development

More cafes, shops, eateries, tourist accommodation

A civic centre/town hall

A continued path along the beach

Changes to traffic flow and parking arrangements in Main Road

Retain the existing character of the town

Run a tourist train to Penguin

Reconstruct the pier

More outdoor youth facilities such as in ground trampolines or a flying fox

Provide for 'al fresco' dining along Main Street



Urban Design

Urban design relates to the quality of a place and how it functions. It is concerned with the relationship of public space and buildings to the community which it serves. Well designed spaces provide better connections between people, places and buildings and result in more efficient use of resources and attract more enterprise and activity.

The practice of urban design seeks to shape and change physical features to create places that contribute positively to people's wellbeing and the natural and urban context. These places protect sensitive environmental and cultural features, provide safe and inclusive public spaces, respect community values and are delightful places to spend time in.

The Penguin Urban Design Guidelines provide a framework for guiding the preferred future form, quality and function of the town in terms of its physical surroundings and the social and economic environment. A comprehensive site analysis with reference to these guidelines should be the starting point of the design process and form the basis for consideration of height, scale and massing of new development. The guidelines have been developed to assist and inform Council decision makers, the development industry and the local community.

Balancing the existing character and desired urban design objectives for Penguin must be the starting point for design.

Penguin Urban Design Guidelines study area



Visual & spatial characteristics

Penguin has a unique set of visual and spatial characteristics that define the town.

- The physical environment that forms Penguin
- The beach and foreshore
- The hinterland hills
- Important views and vistas to the sea and hills
- Heritage places and existing subdivision pattern

Landscape and environment characteristics

Penguin has a unique set of landscape and environmental characteristics that define the town.

- The foreshore coastal environment
- Hiscuitt Park and Penguin Creek
- The hinterland hills and vegetation
- Street trees and landscaping

Built from characteristics

Penguin has an established building rhythm that is vertically and horizontally articulated. Buildings in Penguin maintain an individual presence due to the varying architectural styles and detailing.

Vertical articulation

- Building heights vary between 1 and 2 storeys

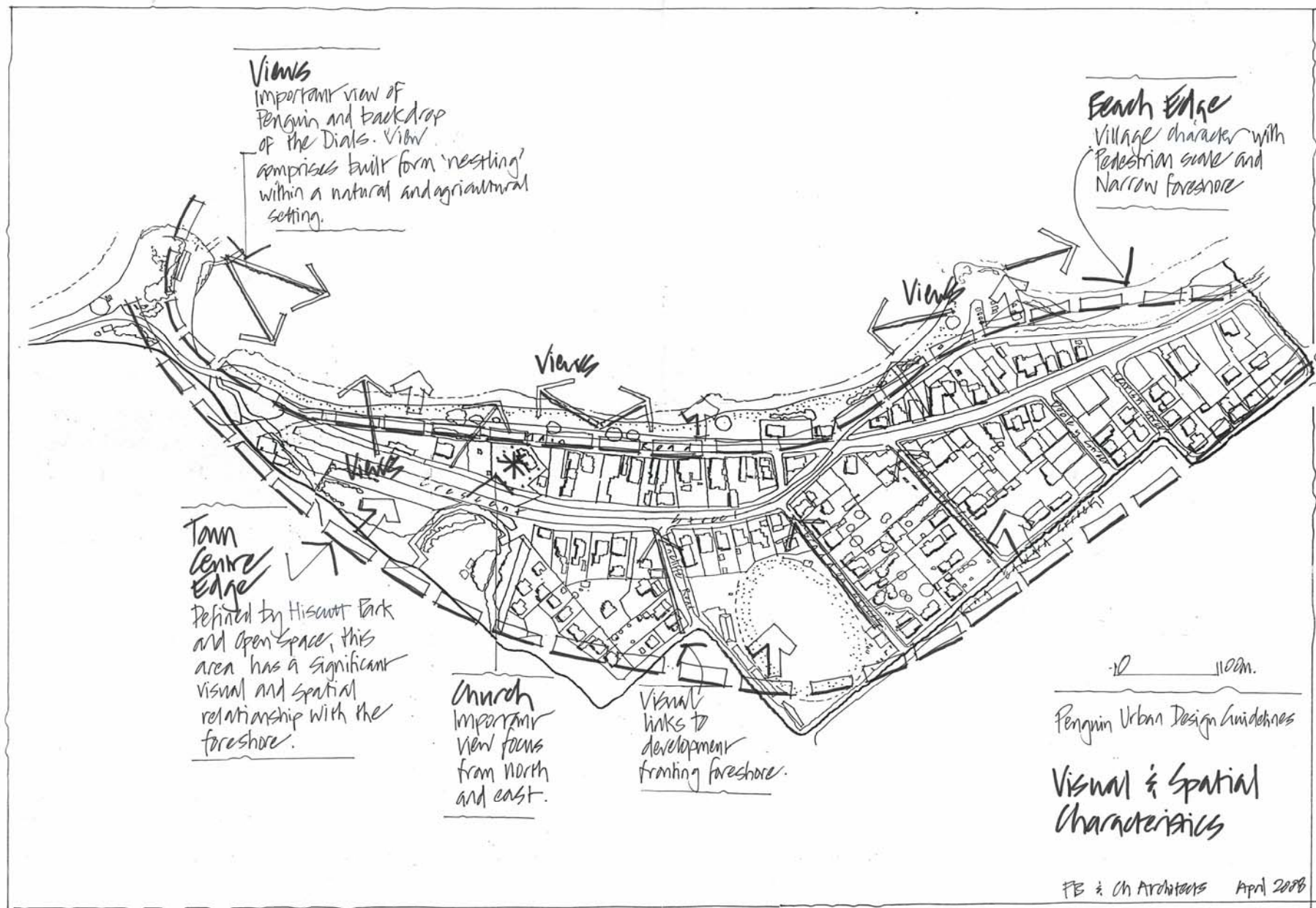
Horizontal articulation

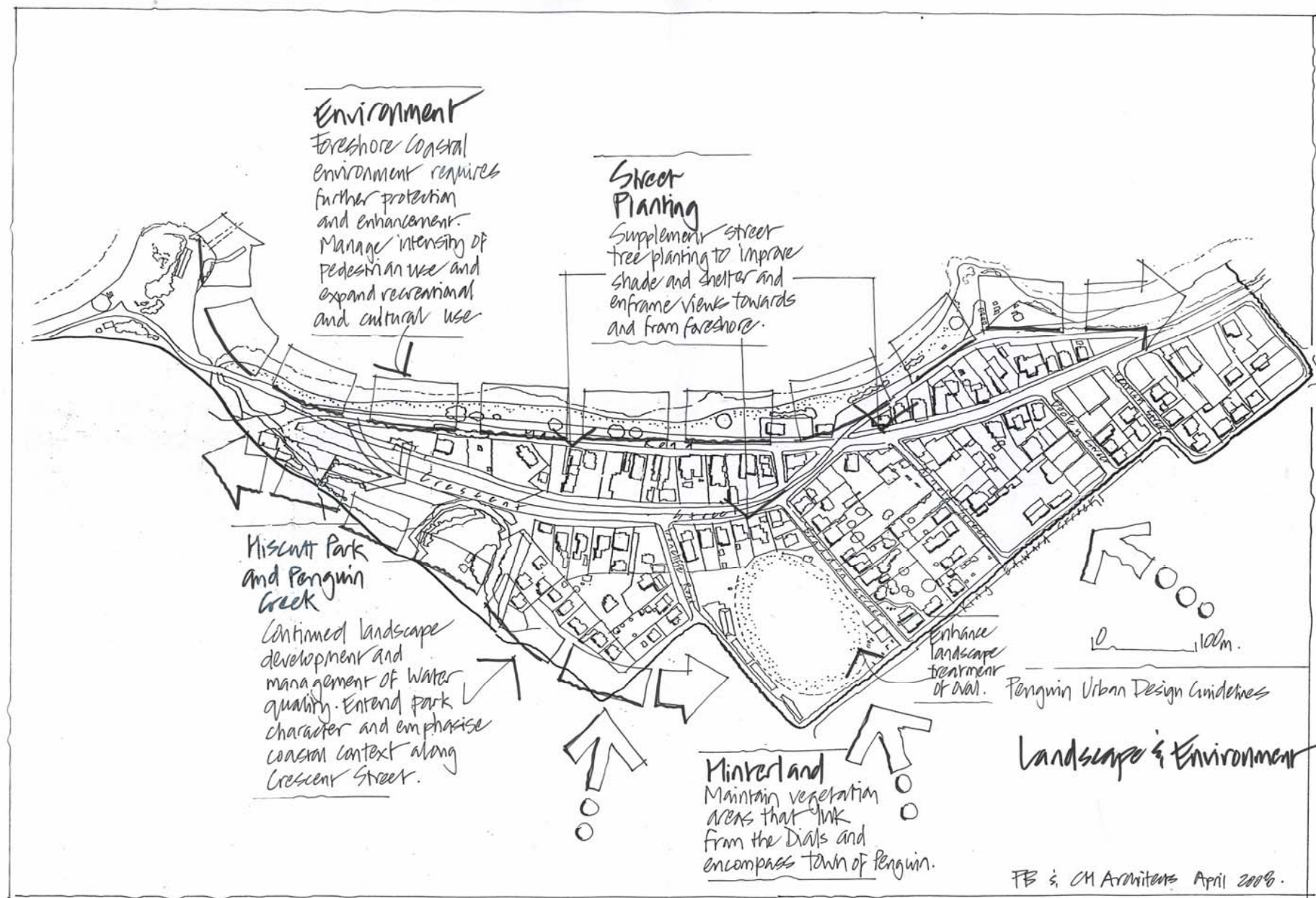
- Building widths vary between single and double frontages
- Crossovers, and landscaping/gardens create open spaces between buildings

The existing building rhythm is an integral component of Penguin's coastal village character. It provides an important human scale along streetscapes and provides a sense of openness that proffers views to the sea and hills.

Penguin is fortunate in having a northern orientation to the sea which is a rarity in Australian coastal towns as Australia's coastal settlements are mainly settled on the east, west and south coasts. This provides great solar access opportunities and should form the basis for determining building design and orientation of lot layouts within the town.





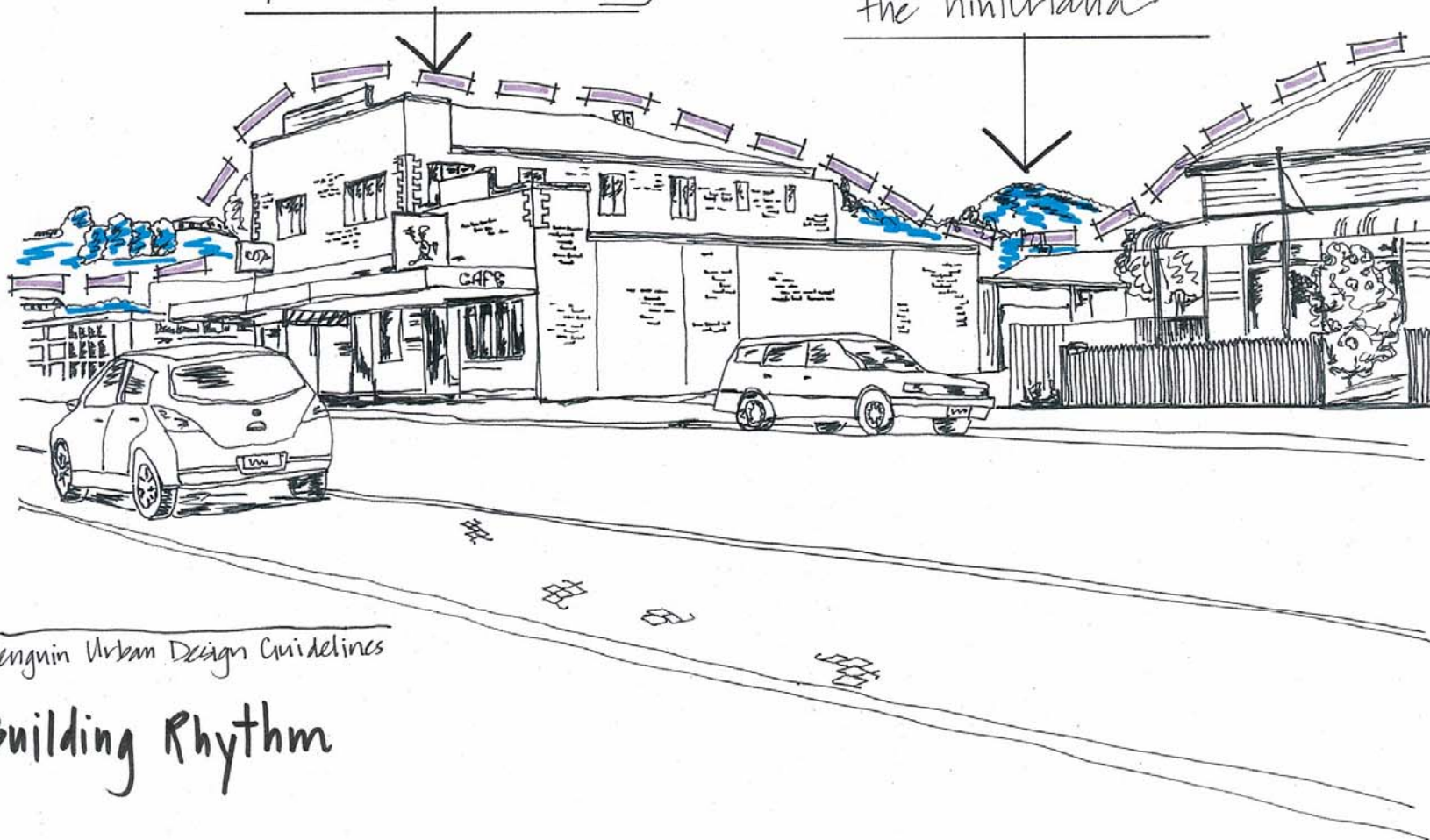


Building rhythm

Varying heights and spaces between buildings

Visual links

Important vistas to the hinterland



Penguin Urban Design Guidelines

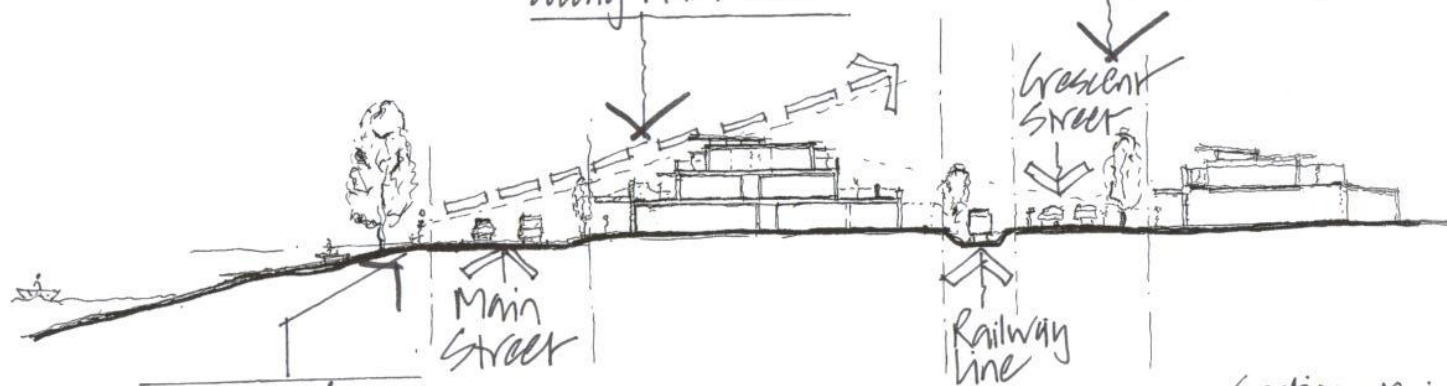
Building Rhythm

Built Form

Building height and setback of upper levels is to create a relaxed, pedestrian-orientated environment along Main Road.

Car/park

Maximise available carparking areas within Crescent Street and provide pedestrian links to Main Road.



Views/ Foreshore Experience

The views from the attractive foreshore area towards the Dial Ranges and hinterland are to be maintained.

Section: Main Road & Crescent Street

Penguin Urban Design Guidelines

Built Form Context



Vision

Penguin is a quaint seaside town that sits within a natural amphitheatre with the sea at centre stage to the north and Dial range foothills encompassing the town to the south. The Penguin Community Plan, 2006, created an agreed vision for the future of Penguin which is

Where we're going:
Penguin Township -
Nestled between the Dial and the Sea
Attractive and vibrant
To live in and visit
Nestled between the Dial and the Sea

The main objective of the Penguin Urban Design Guidelines is to guide the future function and quality of Penguin and continue to create an attractive and vibrant place to live in and visit. Core to the process of the guideline development is the recognition of the existing natural and built environment.

The development of the Urban Design Guidelines is informed by existing community, tourism and coastal management strategic planning. It is the integration of previous planning, community consultation and analysis of the rhythmic built and natural environment that guides the key Urban Design elements and subsequent objectives for Penguin.

The Urban Design Guidelines therefore seek to further the adopted community vision, respect the natural and built environment, align with existing strategic planning and ensure maintenance and enhancement of the coastal village character of Penguin.

Urban Design Elements

Coastal village character

Penguin's coastal village character is defined by a number of key features

- The physical environment of the sea and hinterland hills that frame the Township
- A building rhythm that is low scale and varied
- A sense of space
- Heritage buildings and important cultural places
- Sensitive environmental features

Natural environment

The coast and foreshore is a sensitive natural environment and is the key natural asset of Penguin. The foreshore is defined as the land between the water's edge and the land cultivated or built upon. The hinterland hills and existing vegetation are also important natural assets.

- Protect and enhance the foreshore and beach environs
- Protect and enhance the hinterland hills and existing vegetation
- Conserve existing remnant native vegetation

Climate Change

Despite all best efforts to both mitigate and adapt to the impacts of a changing climate, there is increasing evidence to suggest that despite any management some impact from climate change will be experienced. Within the Penguin context, changes in sea level, increasing coastal storm events and the frequency between acute events are likely to place pressure on the management of the coastal foreshore including the recreational and public amenity this natural asset affords

From an Urban Design perspective, the long term management including maintenance of infrastructure such as sea walls and provision of opportunities for access to existing beaches and foreshore areas is a core component for the Penguin Township. When improvements are made, they should be designed to accommodate anticipated changes in environmental conditions.





Community

The Urban Design Guidelines seek to build upon the existing tranquil coastal village community and provide opportunities for enhancement. Public space and civic buildings should cater to all societal needs and provide excellence in environmental outcomes.

Key elements of a vibrant yet tranquil coastal community

- providing for civic and cultural facilities
- providing equitable and safe public spaces that cater for all ages of the community
- retain the coastal village character
- activated street frontages
- encourage additional retail and local services within business areas
- active and passive recreational experiences
- providing for tourism accommodation opportunities
- attractive landscaping treatments and street furniture
- sustainable growth

Connectivity

The safe movement and the connection between private and public spaces for pedestrian, cycling and vehicular traffic is an integral element to well designed spaces.

Key elements for providing safe movement and connectivity

- provide for safe and ease of movement (foot, car, bike) through and around the Township
- pedestrian and vehicular safety particularly for vision and mobility impaired persons
- provide for passive recreation opportunities and ensure connectivity through contiguous shared pathways
- parking management should reflect opportunities to explore the township, do quick business and provide flexibility for residents, tourists and day visitors
- minimise the risk of conflict between pedestrian traffic and rail traffic
- maintain a tranquil coastal village atmosphere

Building design

Building design should be sensitive and sympathetic to the natural environment and existing built form context. The mountainous backdrop and coastal foreground should influence the design process and result in high quality outcomes that contribute positively to the Township. New development should strive for excellence in environmental sustainability outcomes.

Key elements in good building design

- A design response that contributes positively to the existing urban and natural landscape context in terms of site layout, presentation to the street and building height and mass
- Design that is responsive to climatic conditions including orientation of built form to maximise solar exposure and minimising effects of prevailing winds
- Efficient use of existing assets and energy efficiency in new built form
- Use of sustainable building materials
- Retaining visual links to the sea and hills and accessibility to the foreshore
- Retain and enhance the natural feel of the foreshore and surrounding landscape
- Maintain and enhance vistas to landmarks and visual presence of the sea and hinterland hills
- Protecting sunlight access to adjoining properties

Heritage

Heritage places contribute to the coastal village character of Penguin and are important historical records of earlier communities of Penguin. It is important to retain these places and for new development to be sympathetic to them.

- New development should be sympathetic to existing heritage places through appropriate setbacks and design of buildings.
- Important vistas to heritage buildings should be retained
- Aboriginal cultural heritage places should be protected



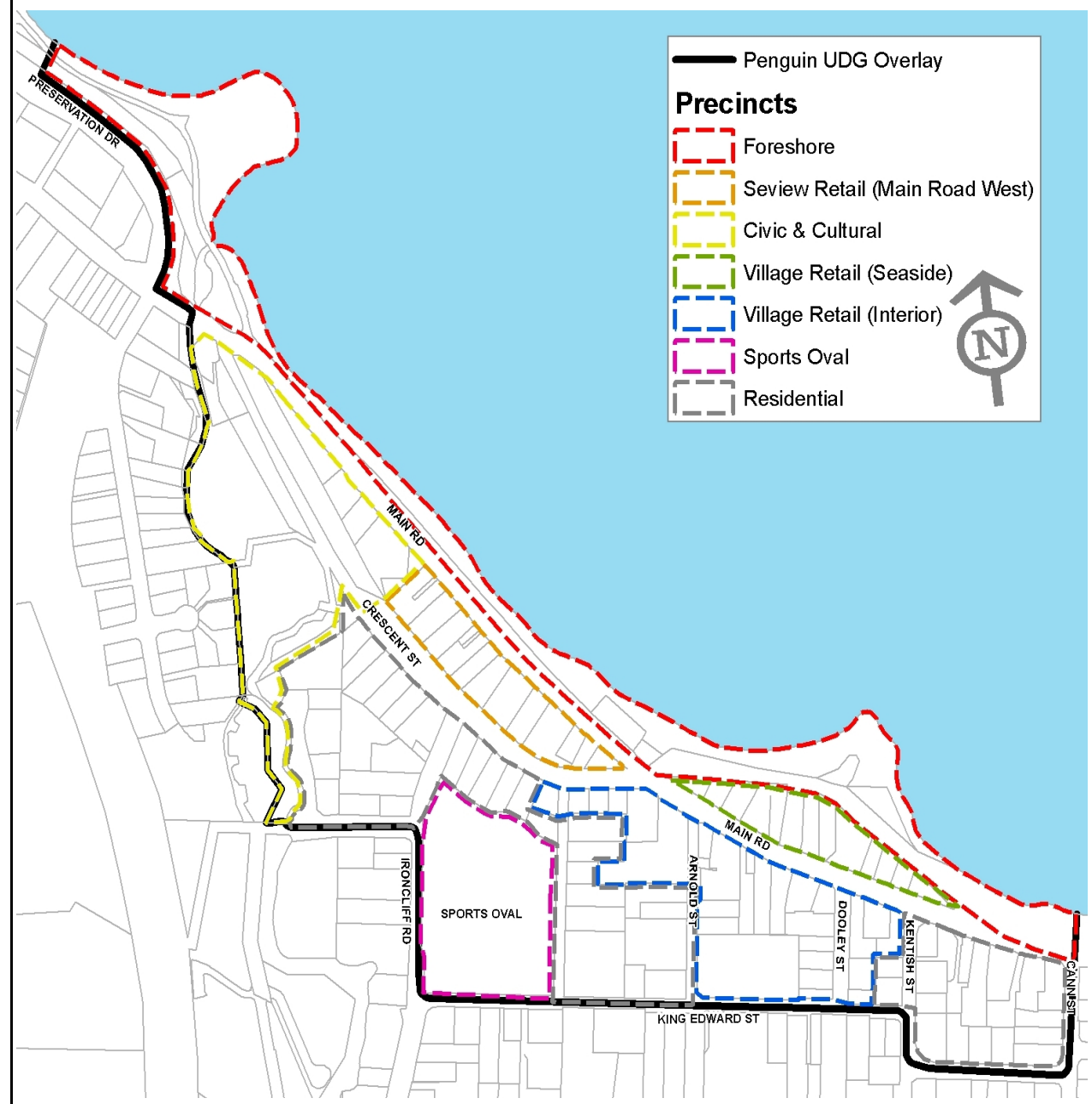
Precincts

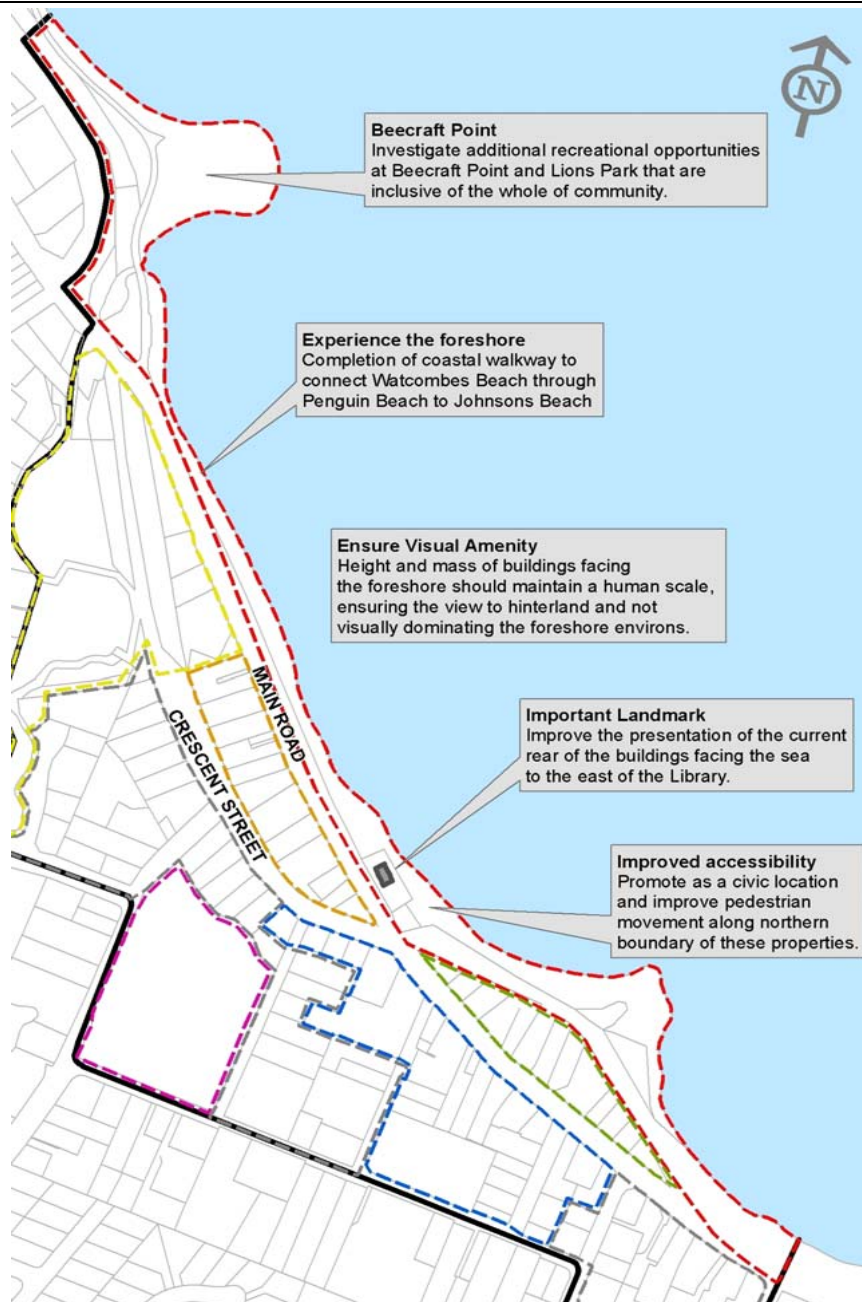
Penguin is made up of a number of different areas that contain their own set of distinct features both natural and built form. These features come together to create the coastal village character that defines Penguin as a place. An analysis of the study area with respect to their activity and purpose clearly highlight distinctive urban functionality. These areas are most appropriately managed through clear delineation of precincts.

Each precinct has its own set of objectives to address the vision for Penguin and outlines actions that will ensure the established elements are addressed and integrated through management of the urban fabric.

While there is distinction between the Precincts in terms of urban form and functionality, there is also intrinsic connectivity throughout the Precincts with respect to commercial, recreational, tourism and residential activity.

It is recommended that a Penguin Public Domain Style Guide be developed to create a Penguin theme which can be used to inform choice of materials and finishes for streetscape elements and public space. A Public Domain Style Guide could include, but is not limited to, options for landscaping treatments within a coastal context (including plant species), preferred materials and colours for street furniture and paving or footpath treatments.





Precinct 1

The foreshore

The foreshore is an intrinsic part of the character of Penguin Township. Penguin is fortunate in having a mostly uninterrupted foreshore with limited built form and a surrounding town that is of a human scale and does not visually dominate the beach. The coast that defines the northern edge of the town is made up of three beaches; Penguin, Watcombe and Johnsons, and two defining points that divide these beaches; Beecraft Point/Stubbs Point and Lions Park. The foreshore is a fragile natural environment which needs to be sensitively managed.

The key objective for the foreshore precinct is to retain and enhance the function and quality of the beach and surrounding environs. A continued coastal walkway will improve the quality of the recreational areas and will also assist in protecting the fragile foreshore environment through directing foot traffic to a specific route. Links from the town to the coast is an important component in the town's layout and form which should be maintained and improved where possible. Appropriate treatments to mitigate further erosion of the beach should be investigated.



Objective 1.1 To improve the recreational and social experience along the foreshore

The foreshore should provide passive and active recreational activities and enjoyable social experiences for the whole community.

Actions/implementation methods

- Council to review Capital Works program to provide for a continued shared coastal walkway that connects Watcombe Beach through Penguin Beach to Johnsons Beach and links to the coastal trail network.
- The walkway should follow the natural coastline and offer opportunities for walking, exploration, sitting and watching. A continuous and evenly constructed footpath will allow people with varying mobility levels to share this enjoyable recreational experience.
- Improve the presentation of the current rear of the buildings facing the sea to the east of the Library through landscaping treatments. There should be pedestrian access along the northern boundary of these properties that connect the road to Lions Park (east) with the library environs (west). Continuation of the timber bollards / timber fencing could assist to define the pedestrian thoroughfare.
- The area of gravel car park at the rear of the properties east of the library could be reduced or replaced with more appropriate permeable surfacing and contained within the boundary of the properties. Car parking for these properties should not be located within the foreshore environs and should not restrict pedestrian movement along the foreshore.
- Provide opportunities for enhancement of the library building. Improve its interface with the sea through providing opportunities for outdoor seating on its coastal frontage that connects with the coastal pathway.
- Improve linkage of public space between the coast and the Township through formalised pathways and maintaining open spaces between built form.
- Design treatments to the existing concrete sea wall (such as textural surface treatments) would achieve a better visual result and result in a more natural coastal appearance.

Key Location

Opportunity for continued enhancement of Memorial Library, with increased outdoor seating orientated to beach.



Pedestrians

Potential to give priority to one section of paving for pedestrians and use remaining area for seating. Alternatively provide for separate pedestrian and cycle route.

Penguin Urban Design Guidelines



Objective 1.2 To maintain a human scale along the foreshore

The sense of openness and low rise built form along the foreshore is integral to the coastal village character of Penguin and the recreational and social experience.

Actions/Implementation

- The height and mass of buildings facing the foreshore must be in keeping with the coastal village character and must not adversely affect the visual amenity of the foreshore environs.
- Buildings along Main Road should maintain a human scale when viewed from the foreshore and should not visually dominate the beach.
- Views to the hinterland hills from the foreshore should be maintained
- New development within the foreshore environment should be in keeping with the coastal village character and must not adversely affect the visual amenity of the foreshore. Building design should contribute to a high standard of amenity.

Objective 1.3 To protect the sensitive foreshore environment

The foreshore is a fragile environment and must be managed sensitively. There is potential to review the implications of existing Coastal vulnerability studies with reference to the Penguin foreshore, beach and coastal environment. This may influence methods for engineered infrastructure to manage storm event and other climatic events on the foreshore, within the bay of Penguin, Johnsons and Watcombe Beach.

Actions/Implementation

- Restrict built form on the foreshore and encourage the use of natural materials for landscaping treatments.
- Encourage further landscaping of the foreshore that emphasises the naturalness of the setting
- Reduce hard surface landscaping treatments (such as the dominance of bitumen/concrete materials) along the foreshore

- Provide for the extension of the sea wall to the eastern end of Penguin Beach. Investigate alternative treatment methods to protect the foreshore from further erosion. Use of natural materials such as rocks or textural surface treatments to concrete is encouraged as it will provide a high quality visual outcome that maintains a natural setting appearance. Best practice methods should be undertaken to produce high quality environmental outcome that mitigates erosion.
- Maintain and improve existing native vegetation areas as well as established exotic trees

Objective 1.4 To retain important vistas to the hinterland

Vistas to the hinterland hills gained from the foreshore are an important visual attribute. New development in Penguin Township should not unreasonably block views or dominate the view line.

Action/Implementation

- New development should not unreasonably obstruct the attractive views to the hinterland when viewed from the foreshore environs
- Important vistas to the Township from Lions Park and Stubbs Point/Beecraft Point should be maintained.

Further investigations to consider

The opportunity to reinstate the pier off Beecraft Point

- The long term opportunity to transfer the existing properties east of the library (currently occupied by a bakehouse and real estate agent) to a civic use. Some retail activity may be appropriate in conjunction with a civic use.
- Additional recreational uses for Beecraft Point and Lions Park point that are inclusive of the whole community and in particular offer outdoor activities for young people.
- The Scouts Hall could be improved through design treatments to open up the building and provide an outlook to the sea and improve solar access to internal areas. Landscaping treatments could improve the immediate external area. Improvements to the existing building could include providing for multifunctional uses.

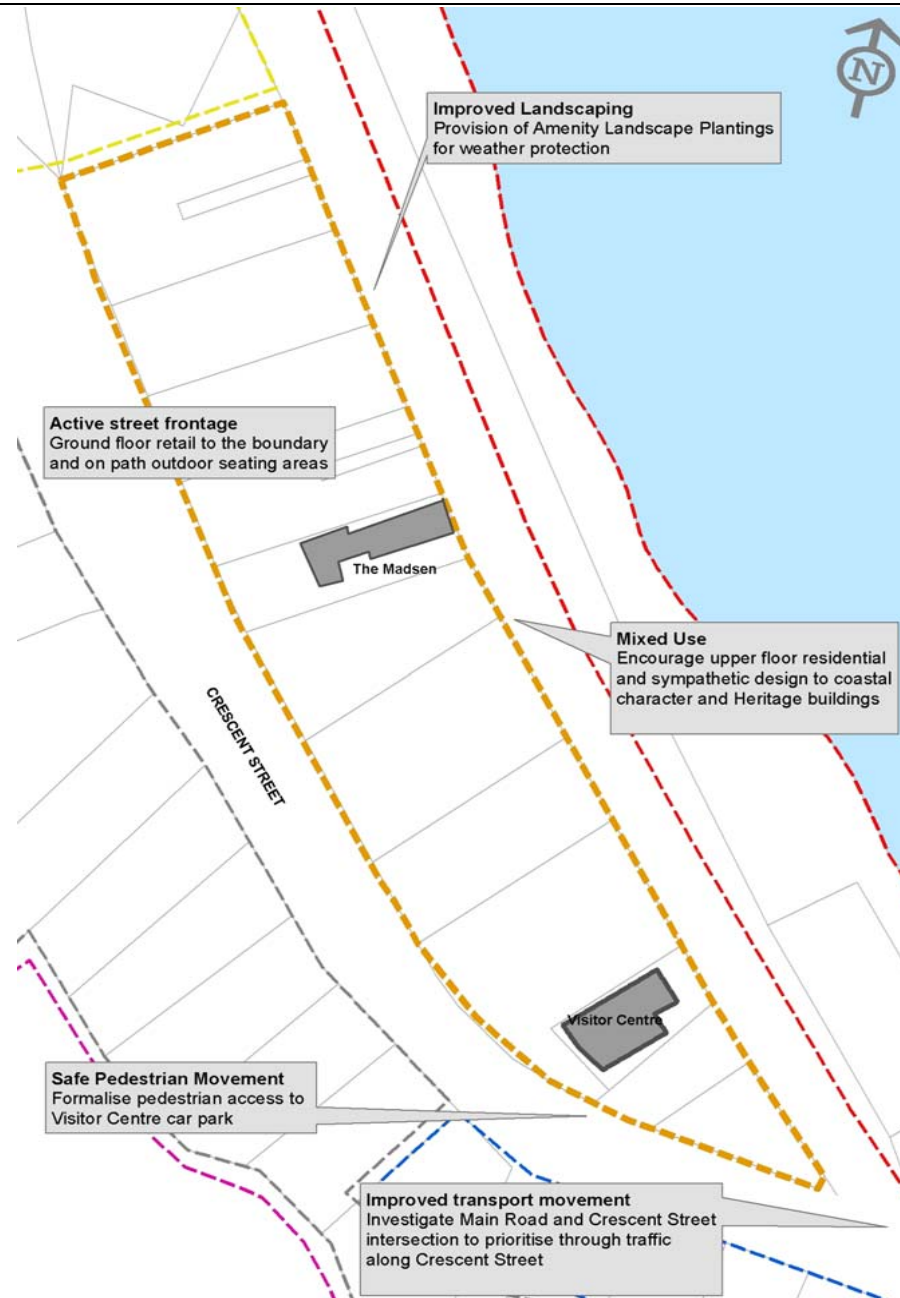


Precinct 2

Seaview retail

The western end of Main Road between the two intersections with Crescent Street is the main focus of retail activity in the Township. This precinct is defined by its frontage to the sea and the railway line/Crescent Street along its south western boundary. The streetscape is a mixture of heritage buildings and recent development that is varied in height, massing and style. Streetscape improvements could provide a better visual outcome for this precinct.

Higher density development is appropriate in some locations provided it is consistent with the coastal village character and maintains a human scale to the streetscape. Ground floor frontages should be predominantly retail and services and should present an active streetscape to encourage pedestrian movement and activity. More active streetscapes and increased passive surveillance (through greater activity) can result in vehicles slowing down as they observe and be observed driving along the street.



Objective 2.1 To maintain and enhance the human scale along the foreshore

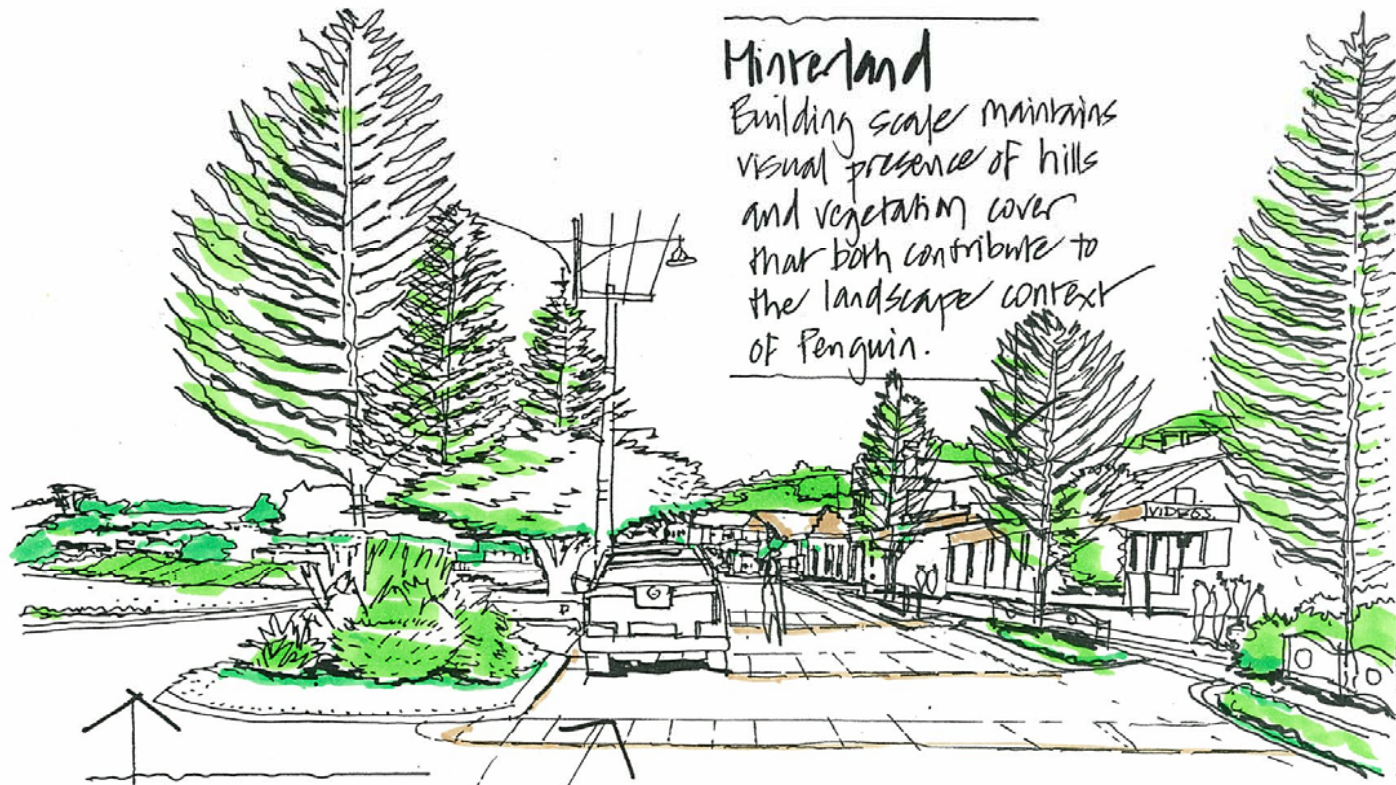
Action/Implementation

- New development should be vertically and horizontally articulated to reflect the existing building rhythm of this precinct.
- Maximum building heights should not be exceeded unless they can meet the performance criteria for maintaining the coastal village character and a human scale along Main Road and the foreshore
- Performance criteria should include requirements for articulating facades both horizontally and vertically, for providing spaces between buildings and setbacks of upper floors from ground floor frontages. Passive surveillance onto Main Road and the foreshore environment as well as Crescent St should be encouraged.
- Visual links to the foreshore from Crescent St and the hinterland residential that form part of the existing building rhythm should be maintained.
- New development should be integrated sympathetically within the existing context that includes the underlying landscape character, the coastal village character, heritage places and existing building rhythm.
- New development adjacent to heritage buildings should be sympathetic to heritage value and provide appropriate setbacks and graduation of built form.



Mirrorland

Building scale maintains visual presence of hills and vegetation cover that both contribute to the landscape context of Penguin.



Pavement

Extensive areas of bitumen and concrete dominate the foreshore. Scope for reestablishment of pedestrian priority and further environmental treatments.

Penguin Urban Design Guidelines

Objective 2.2 To provide for a mix of residential and commercial uses along Main Road

- Encourage ground floor commercial uses and residential uses in upper storeys.
- Encourage active street frontages with a diverse range of commercial uses including food and drink premises (with outdoor seating), shops, tourist accommodation and local and visitor services
- Residential uses are encouraged in upper storeys and should provide for variety in dwelling types (catering for different needs of the community). Residential uses are appropriate at ground floor in the south west portion of the property provided appropriate acoustic measures are undertaken with regards to the railway line.
- Encourage higher density retailing where it can be sympathetically integrated into the existing context.
- New crossovers onto Main Road should be avoided.
- Off street car parking should be located in the south west portion of the property or on side boundaries and should maintain high quality visual amenity. The exterior treatment of internal car parking spaces should provide an active façade and provide a high quality visual outcome





Objective 2.3 To maintain and encourage improvement to the quality and function of the streetscape

Action/Implementation

An active street frontage will improve the function and quality of the streetscape. Generally ground floor retail frontages should be built to the street with active window and entrance openings.

- Provision of on-footpath outdoor seating areas is encouraged where it does not restrict pedestrian movement along Main Road.
- Front setbacks to residential buildings that incorporate courtyards or gardens are appropriate where it is consistent with the coastal village character.
- Encourage the use of consistent materials and colours for streetscape furniture which reflects the coastal village character in accordance with the Penguin Domain Style Guide. Some existing streetscape furniture could be updated/improved (such as repainting the Penguin bins)
- Further landscaping treatments including planting of street trees for weather protection is encouraged. Species should be consistent with the existing stock of exotic species or be indigenous to the area. Areas for people to sit, watch and mingle are encouraged.
- Main Road and Crescent Street/railway line frontages should present a high visual amenity.

Objective 2.4 Provide safe pedestrian movement across the existing railway line

Action/Implementation

- Formalise and improve safety of rail crossing from Crescent St to the rear of the Information Centre car park
- The redesign of intersection of Main Road, Crescent Street and the Railway line should provide for the safe passage of pedestrians through the intersection.

Objective 2.5 Provide for a range of car parking provisions along Main Road

Action/Implementation

- Provide for increased long stay parking on Main Road (between the Crescent Street junctions).



Precinct 3

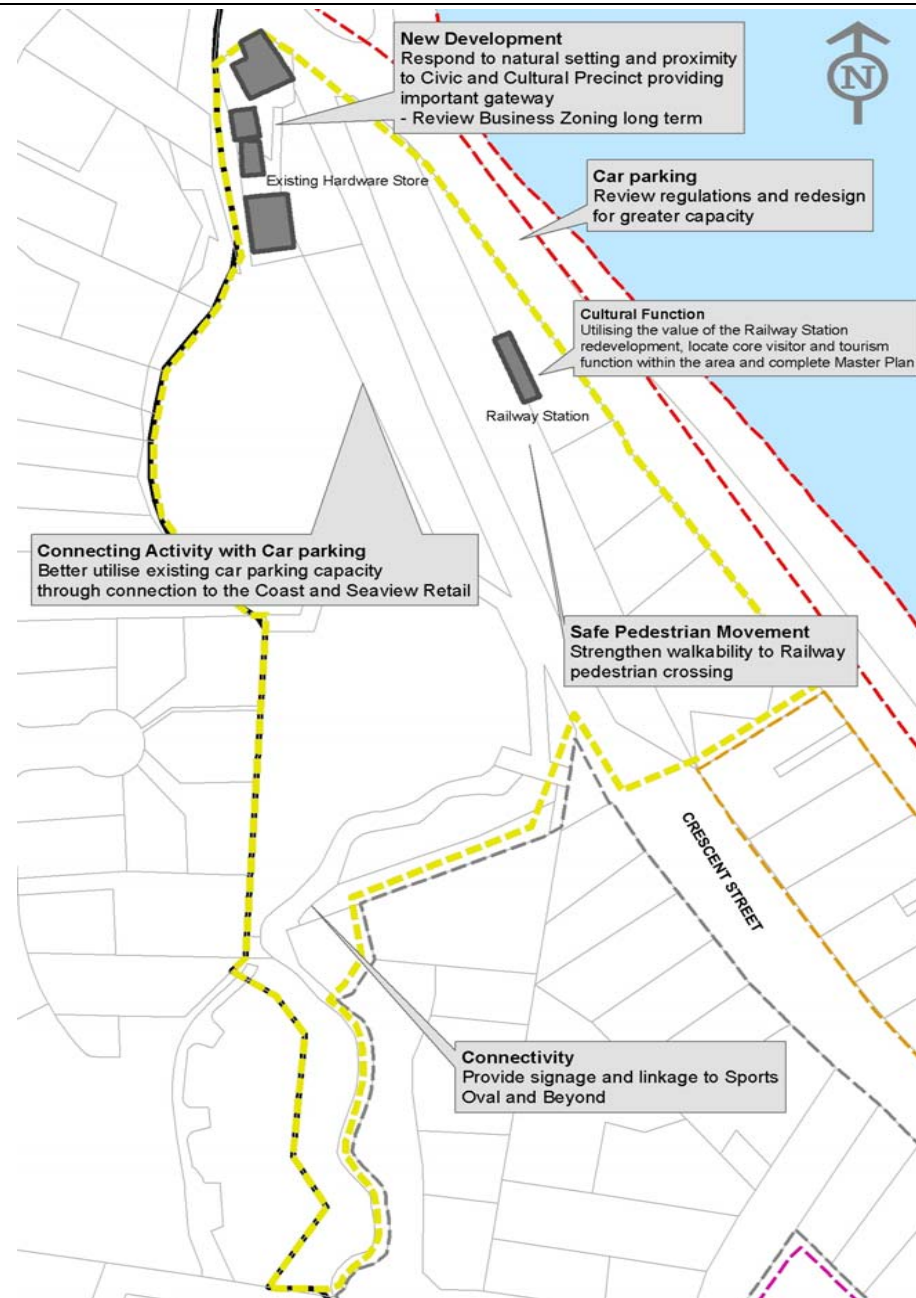
Civic and cultural activities

The Civic and Cultural activities precinct is located on the western end of Main Road and includes Hiscuitt Park. The Precinct requires consolidation to ensure connectivity as it is dissected by Crescent Drive. The Civic and Cultural Precinct includes key historic buildings, good areas of public domain, and natural features including Penguin Creek.

A hardware store currently occupies the northern corner of the site at the intersection of Crescent St and Preservation Drive which is one of the key gateways into the town. It is not the most appropriate use or building for such a key gateway site and in the long term should be encouraged to relocate to a site with greater scope for expansion.

The workshop activities and analysis of key urban elements highlight the Precinct for promotion as a focal point for visitors and residents alike. These core values of the area are not new and have been highlighted in both the Central Coast Local Visitor Strategy (2006) and the Penguin Town Cultural Study (1995).

While the foreshore and the Hiscuitt Park are recognised features of the town, they are perceived as distinct areas, and should be more visually and functionally integrated.



Objective 3.1 To encourage built form and landscape improvements that are defined by the natural environment and existing urban fabric.

Actions/implementation methods

- Undertake improvements to the pavement treatment adjacent the Crescent Street and Main Road Intersection to ensure a stronger definition of arrival to Penguin and safer movement of both vehicles and pedestrians.
- New development should respond to both the northern aspect and orientation towards the coast and the built form rhythm of Penguin and its natural environment.
- A design response should be interpretive of the civic and cultural aspects of the Township, provide for an attractive gateway into the town and result in purposeful and well defined public space
- New development should maintain appropriate setbacks from the Uniting Church and railway buildings

Objective 3.2 To encourage a mix of civic and cultural uses

Actions/implementation methods

- It is recommended to relocate the Penguin Visitors centre to the precinct and extend its capacity to provide additional diverse uses that provide a meeting point for visitors and residents of all ages.
- Integration of longer term and higher capacity car parking on Main Road adjacent the Precinct should be investigated. This study should also review the prioritisation of Crescent Street for primary vehicle access.
- It is recommended in the long term to encourage the relocation of the existing Hardware business located on the western end of Crescent Drive to a more suitable location within land zoned Business. New development on this site should respond to natural environment and park setting and enhance the nature of the civic and cultural entrance to the Penguin Township



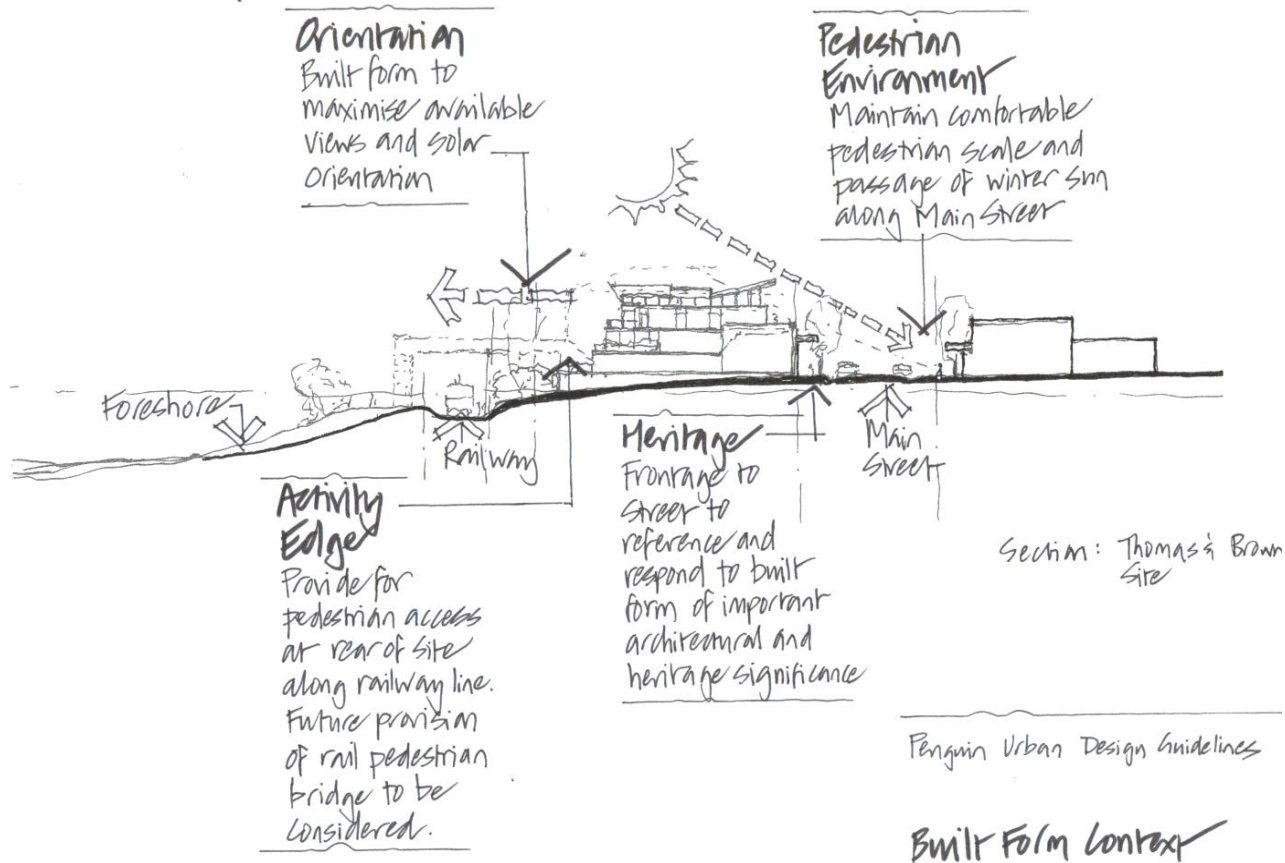


- New buildings and outdoor public spaces in this precinct should be multifunctional and serve local and visitor needs. Multi functional uses could include youth activities, gallery or exhibition spaces and civic events facilities.



Built form that is human scale and respects heritage values

Precinct 4 Village retail



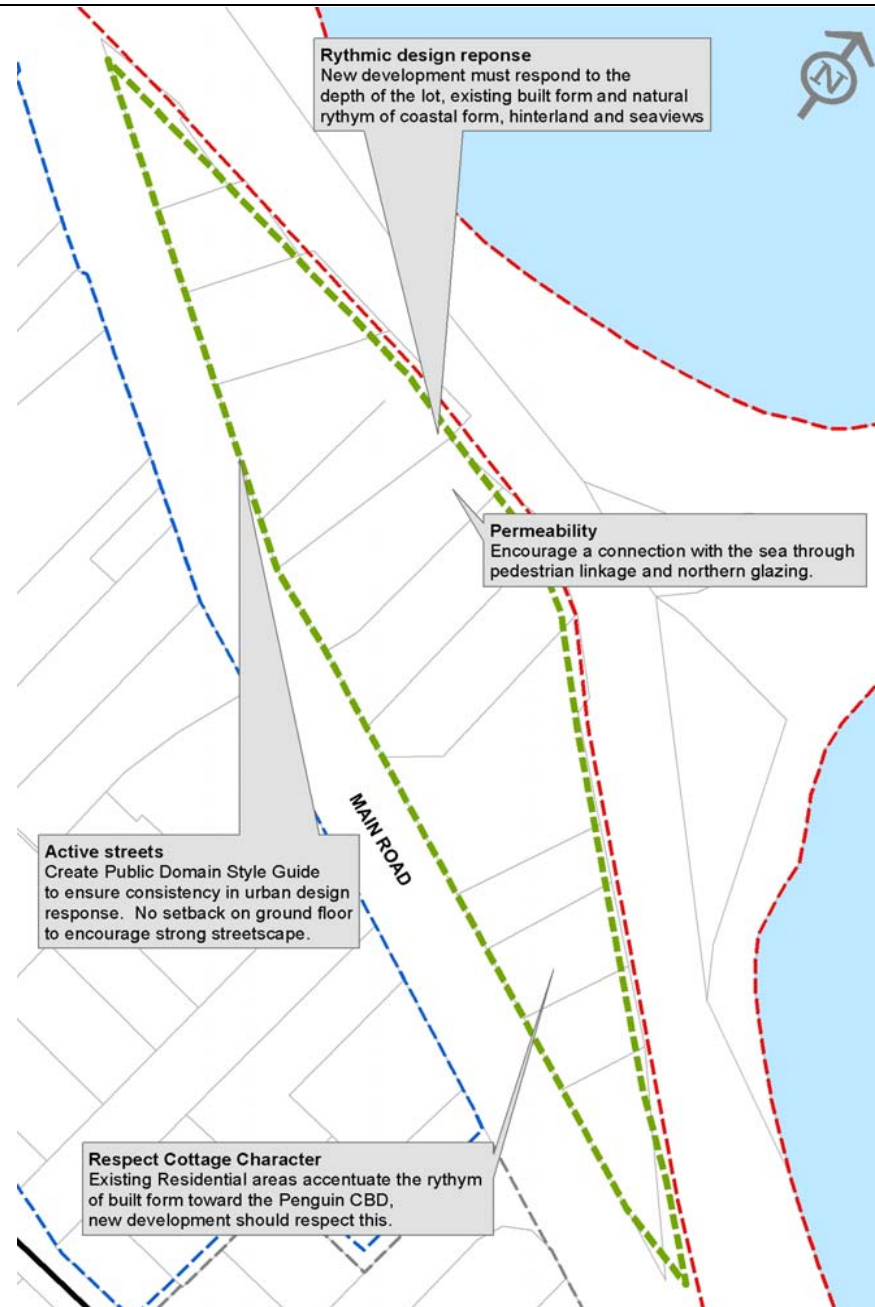
In conjunction with the Seaside Retail Precinct the two sub precincts within the Village Precinct are the key commercial nodes within Penguin. Diversity in lot arrangements and existing urban fabric encourage a unique response to the built form. However, both areas respond to opportunities of northern orientation albeit uniquely. Ensuring a rhythmic built form response, activating street frontages and providing consistency in treatment of the public domain will assist in fostering a vibrant active centre with opportunities for upper floor living along Main Road addresses.

Precinct 4a: Seaside retail

Objective 4a.1 To protect and enhance the human scale of built form along Main Road within the Village retail precinct

Actions/implementation methods

- New proposals should be responsive to the existing built form including valuable heritage Buildings.
- Staggered built form both vertically and horizontally is the predominant form in Penguin; new buildings require articulation on these planes to enhance the built and natural rhythm of Penguin.
- Opportunities for upper floor residential living should be encouraged in the Precinct. The treatment of the southern façade should strengthen the Main Road Streetscape with outdoor living or decking areas orientated to the north for solar efficiencies.



- Buildings in the Village Retail Precinct provide an important presentation on arrival from the east, and the improvement of streetscape through a reinforced retail avenue is important.
- Buildings should promote a strong retail window feel that encourages pedestrian movement from the market to permeate through the Village Retail precinct.

Objective 4a.2 To protect and enhance the important sea views & access to the coast within the Village Precinct Area

A key component in retaining coastal village character is to provide for access and visual links to the sea.

Actions/Implementation

- A sense of connectivity on ground floor business premises should be promoted through a 'no back of house' policy that encourages northern glazing and visual permeability beyond the railway and through to the coast on the northern boundary of properties within the Seaside precinct.
- Existing pedestrian linkage should be maintained and enhanced through new development to provide access to the coastal foreshore and Surf Club Point.
- New development within the precinct should ensure that provision of public domain on the ground floor provides visual connectivity with the foreshore and where possible physical pedestrian.
- Pedestrian footpaths extended and enhanced in keeping with a Penguin Public Domain Style Guide along Main Road to the extent of the Penguin Urban Design Guidelines Study Area.





Objective 4a.3 To encourage activity and business through activation of street frontages along Main Road.

Actions/Implementation

- Encourage active street frontages with a diverse range of commercial uses including food and drink premises (with outdoor seating), shops, tourist accommodation and local and visitor services
- Buildings fronting Main Road should promote strong retail or business activity through direct pedestrian access, glazed finishes and ground floor not being setback.
- Car parking for commercial activities along Main Road should be either located at the rear of the property or where possible offset, or positioned in a shared car parking area to ensure a strong streetscape.
- Lanes, delivery accesses and right of ways are should be promoted for required access to properties
- New buildings should respond to the existing Heritage facades within the precinct and must provide careful and sympathetic articulation of new facades to promote the streetscape.
- A Penguin Public Domain Style Guide should be developed to ensure that new furnishings including, but not limited to, street furniture, pavement, directional signage and lighting that is consistent and enhances the presentation of the street.
- Encourage improvements to streetscape furniture to ensure consistency with the rest of the Township. Street furniture such as balustrades, and seats should incorporate a range of community artworks which express the unique cultural and historical aspects of the township. It is important that the street furniture itself is a valuable element both functionally and aesthetically within the streetscape.

Objective 4a.4 To protect and enhance the important sea views & access to the coast within the Village Precinct Area

Actions/implementation methods

Provide for access and visual links to the sea

- A sense of connectivity on ground floor business premises should be promoted through a 'no back of house' policy that encourages northern glazing and visual permeability beyond the railway and through to the coast on the northern boundary of properties within the Seaside precinct.
- Existing pedestrian linkage should be maintained and enhanced through new development to provide access to the coastal foreshore and Surf Club Point
- New development within the precinct should ensure that provision of public domain on the ground floor provides visual connectivity with the foreshore and where possible physical pedestrian movement
- Pedestrian pavements extended and enhanced in keeping with a Penguin Public Domain Style Guide along Main Road to the extent of the Penguin Urban Guidelines Study Area

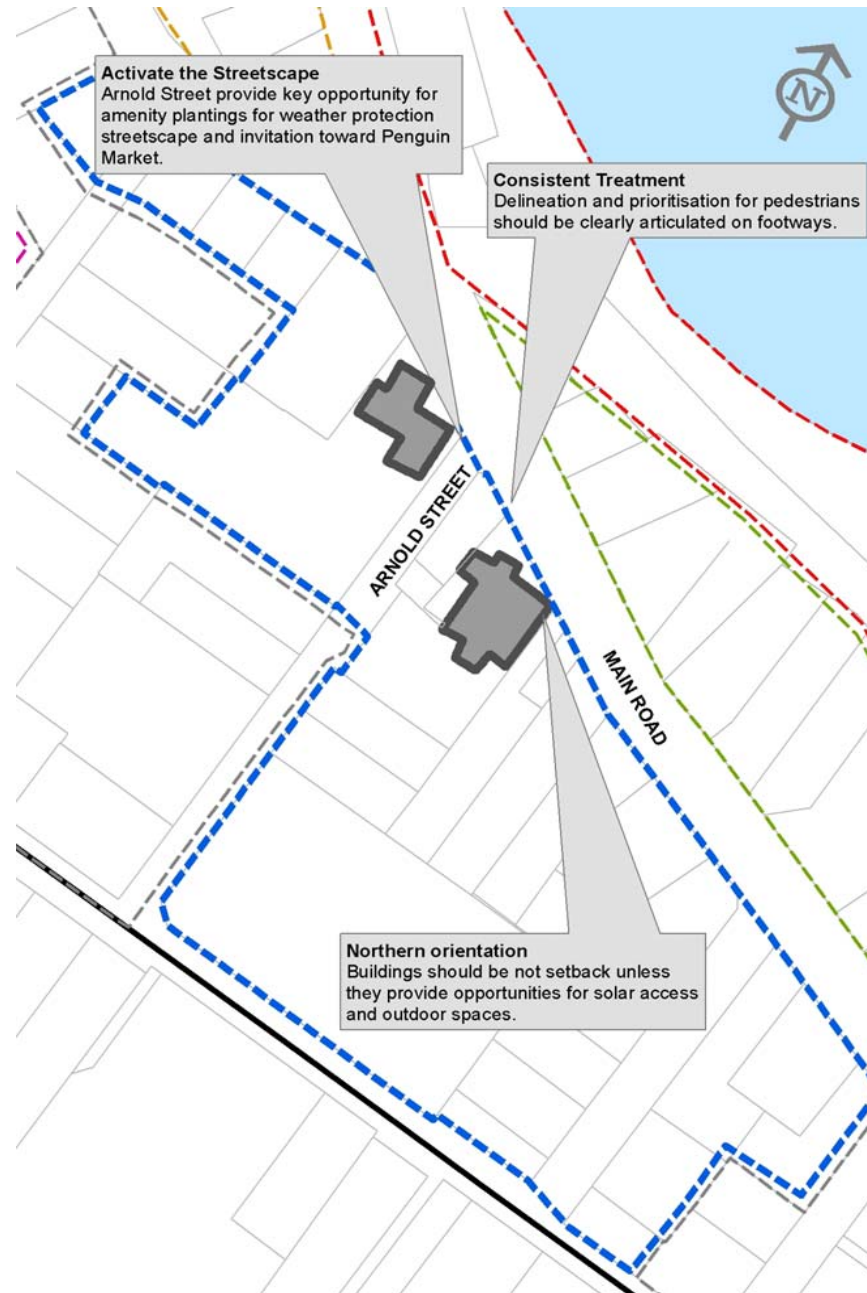


Precinct 4b: Interior

The interior of the commercial area to the west of town presents some different opportunities and constraints to the seaside retail areas.

New development is to maintain the integrity of the street frontage as an attractive area for pedestrians and to unify the streetscape.

The impact of off-street parking areas is to be minimised by locating these areas to the rear of buildings and effective landscape treatment of the perimeter of the sites.



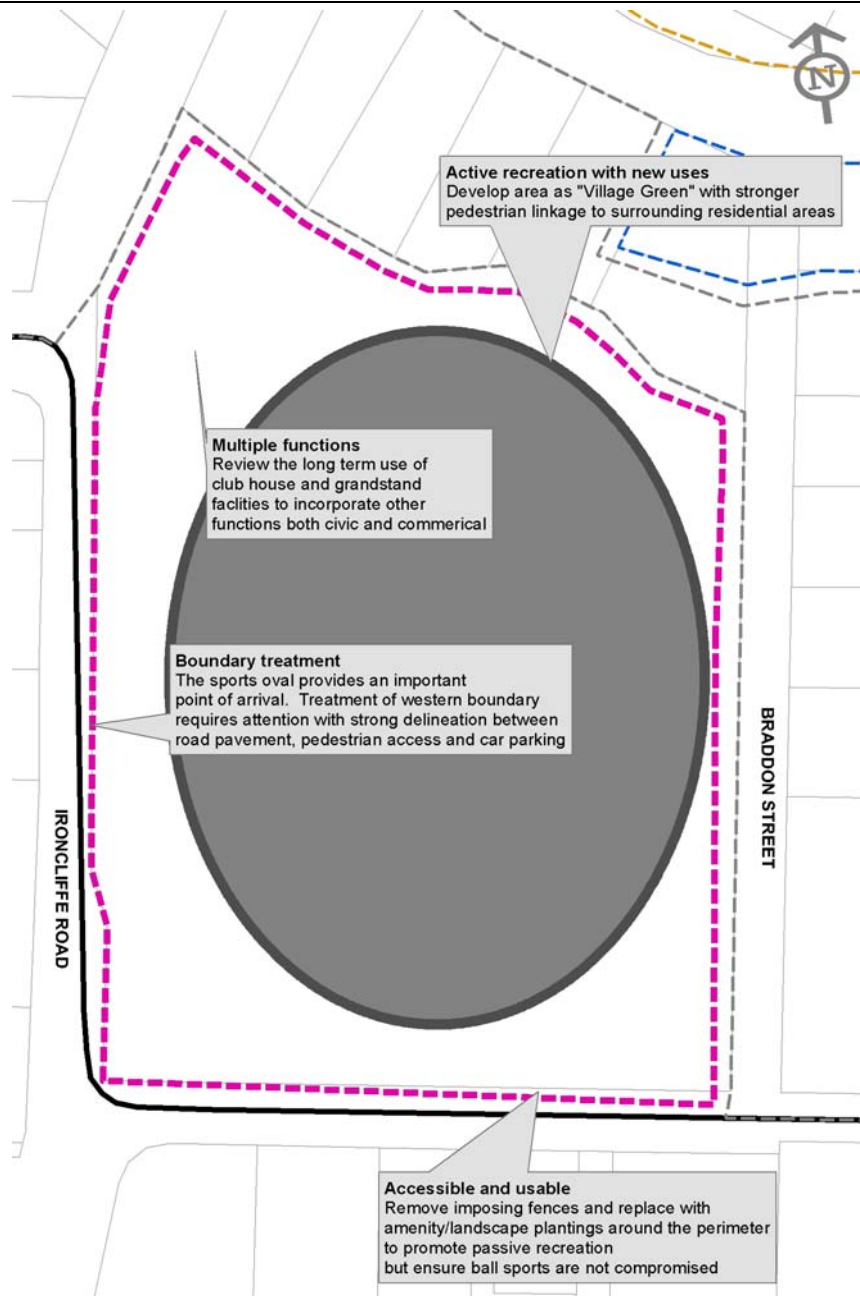
Objective 4b.1 To promote movement & activity along Main Rd & Arnold St through streetscape enhancement

Actions/implementation methods

- Encourage active street frontages with a diverse range of commercial uses including food and drink premises (with outdoor seating), shops, tourist accommodation and local and visitor services
- There is opportunity to encourage activity on the Arnold Street corner through increased outdoor/street dining activity.
- Street plantings along Arnold Street will provide link with hinterland, shading and enticement for pedestrian and vehicle movement.
- The Interior currently has inconsistency in pavement treatment along footpaths and can often feel that it is provided for vehicles. Upgrades to pavement and delineation of crossovers and vehicle access in accordance with the Penguin Public Domain Style Guide will improve prioritisation for pedestrians.
- There is opportunity to respond to the established development pattern and northern aspect on the southern side of Main Street. Where outdoor dining or new public domain is promoted at the street level, new development can respond and be setback from the street frontage. However, if no use of the outdoor area is proposed, new development should not be setback from the Main Road boundary and should reinforce the development of a stronger building avenue.







Precinct 5 Sports oval

The sports oval provides a key opportunity for provision of public domain that recognises a range of active and passive recreation opportunities. The location provides a key link between adjacent residential uses, the commercial activities of the Penguin Market and the recreational opportunities of Hiscuitt Park.

The long term future of this open space should consider other regional sporting facilities and seek to improve a key entrance to Penguin. Major enhancement of this area using a more civic landscape treatment which promotes the use of the site for passive recreational activities is required.



Objective 5.1 To enhance pedestrian and recreational connectivity through provision of diverse uses.

Actions/Implementation

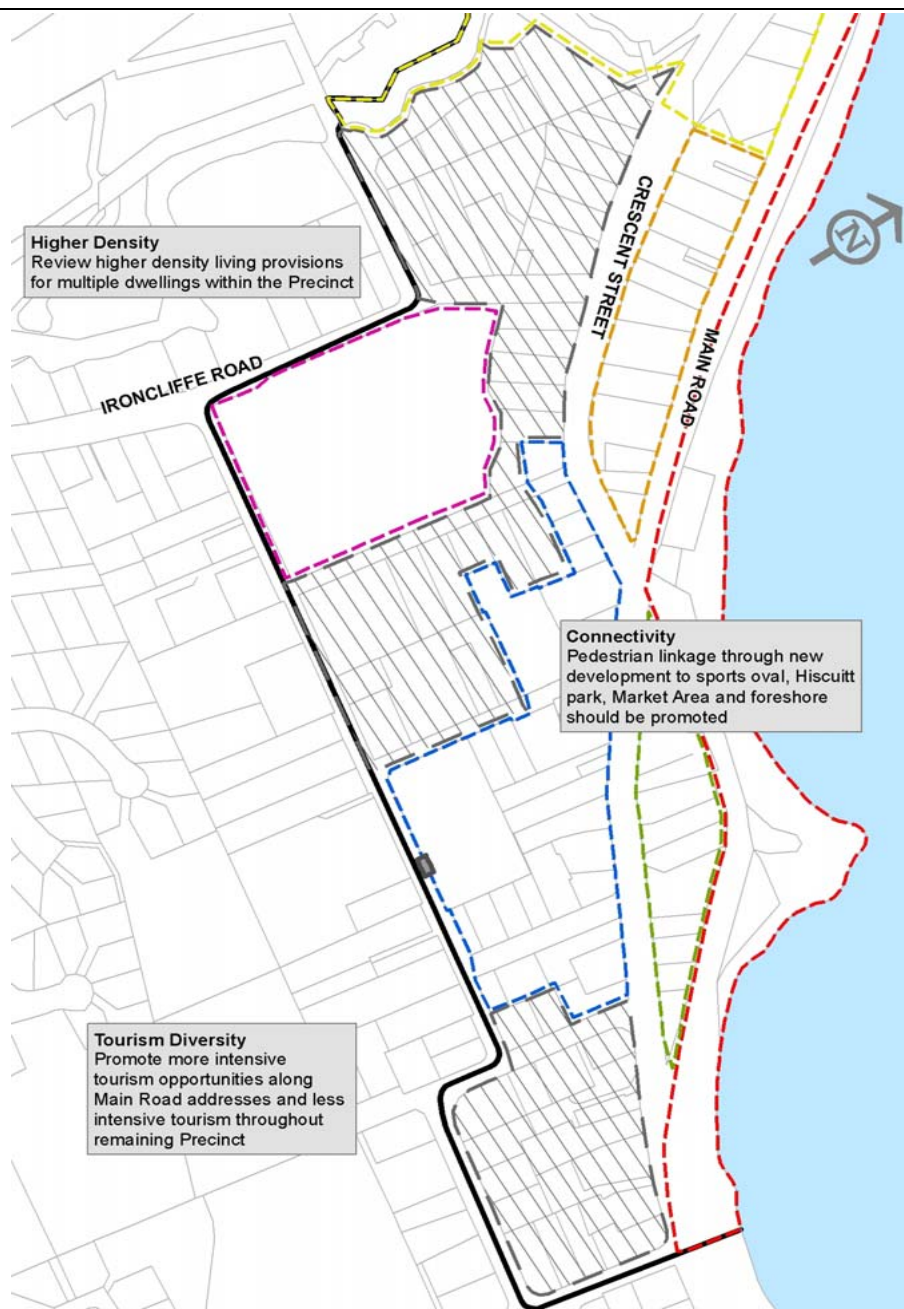
- It is recommended the sports oval is maintained for multi-purpose recreational use

Immediate actions

- The provision of amenity/landscape plantings should be undertaken around the perimeter and within the site to improve amenity and promote diversity of uses. Consideration of plantings must ensure that open public space and the ongoing recreational use of ball sports as a primary use, is not unduly compromised
- It is recommended that car parking within the Sport Oval precinct is addressed and better delineated to maximise the use of both car parking opportunities and potential recreational opportunities.
- It is recommended to improve the treatment of the western boundary of the Sports Oval to contribute more positively to the streetscape quality of Ironcliffe Road

Long term actions/investigation

- It is recommended that the relocation of cricket and football to the Dial Sports Complex is seriously entertained with detailed feasibility investigations undertaken
- Investigate the concept of developing the site as a Village Green in line with the multi recreational use of the land
- It is recommended to remove imposing fencing and provide improved pedestrian access for surrounding residents once the league football and cricket games are recoated.



Precinct 6 Residential

The residential precinct is contained over two areas that are bound by Hiscuitt Park and the Sports Oval and the Interior Village Retail Precinct and the foreshore respectively. Subsequently, the access to public domain opportunities coupled with the influence of commercial uses in close proximity provide a unique opportunity for the Penguin locality. Care is required to maintain and enhance existing valuable cottage establishments but opportunity exists for higher density living and increased tourist accommodation within this precinct. Proposals for redevelopment will need to acknowledge site context, existing and particularly historic adjacent development and demonstrate capability in complementing streetscape character.



Objective 6.1 To ensure residential amenity and lack of conflict through appropriate use and building density.

Actions/Implementation

- Review the existing statutory provisions of the Central Coast Planning Scheme to provide for alternative solutions to higher density living and the development of multiple dwellings within the extent of the Penguin Urban Design Overlay.
- New development within the precinct should promote stronger pedestrian linkage to recreational and activity opportunities, including Hiscuitt Park, the Sports Oval precinct and the Penguin Market environs.
- Review the provision of diverse tourism accommodation throughout land zoned Residential but within the Penguin Urban Design Guidelines Overlay. Specifically promoting more intensive tourist accommodation along Main Road and less intensive tourist accommodation throughout the township.

Objective 6.2 Provide for diversity in housing choice

Alternative housing options are necessary for providing for the varying requirements of people within a community. They are also effective in providing for the lifestyle requirements of a mature age population in providing opportunities for “ageing in place.” Housing options such as single dwelling, multi dwelling, dual occupancy and community housing types caters for the whole community and results in better utilisation of available resources. It is extremely important that a balance be obtained with the tourist and residential development within the township, and in this precinct priority is to be given to long term residential accommodation.

Actions/Implementation

- Allow for different accommodation uses in the Residential zone
- Allow tourism accommodation (such as bed and breakfast and house rentals). Group tourist accommodation (such as a hotel, hostel or motel) should be restricted to the commercial area of town

Transport network and car parking

The existing transport network and management of car parking play a significant role in defining the development opportunities within the town and activity nodes.

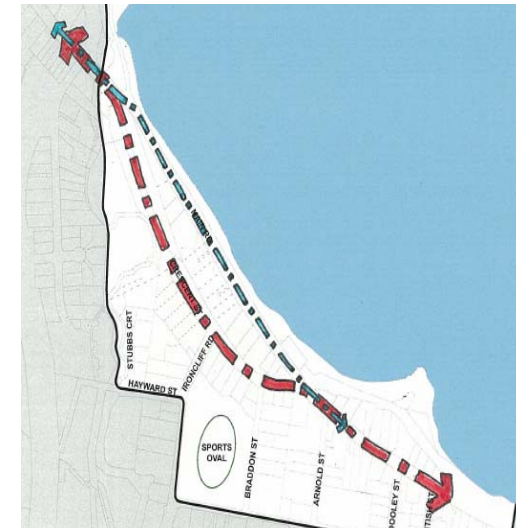
Both the rail and road reserves are defining urban elements that effectively dissect key precincts and impact on the capacity of further horizontal development. This is particularly true of the railway easement that bounds the southern extent of properties located within the Seaside Retail and Community & Civic Precincts and the northern extent of the Village Retail Precinct – Seaside. Both of these precincts are key commercial and retail locations within Penguin that include key development sites.

Similarly the management of car parking impacts on the activity within the Penguin urban area. Parking congestion in Penguin is a common complaint by tourists². Car parking restrictions along Main Road have encouraged residents and visitors to seek out longer stay parking within off street car parking lots. However the provision of car parking lots can, if not effectively designed and landscaped, undermine the strengthening of streetscape as is evident in Arnold Street where car parking dominates some of the streetscape with limited landscaping treatment to soften the presentation of the hard edge car park.

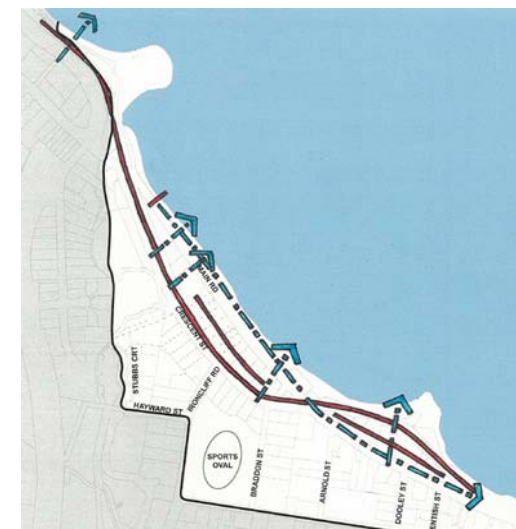
Development of future car parking should include site layout landscaping treatments that contribute positively to the streetscape and provide high amenity outcomes. Public car parks and car parks fronting streets should be developed in accordance with the Penguin Public Domain Style Guide

² Central Coast Visitor Strategy. Coast to Canyon (2006)

Proposed primary and secondary traffic flows



Pedestrian barriers and desire lines





Objective 7.1 To provide safe and efficient road networks that promote appropriate car parking management and improved pedestrian access.

Actions/implementation methods

- It is recommended that priority at both Main Road/Crescent Street junctions is altered to discourage the majority of traffic from using Main Road between its junctions with Crescent Street.
- Undertake review of Main Road finish to accommodate reduced speed and change in traffic priority, it is anticipated this will afford opportunity for civil design to incorporate wider footways and traffic calming devices that may also increase parking capacity
- In addition it is also recommended to provide traffic calming and high quality paving on Main Road between its junctions with Crescent Street. This will serve to create a shared environment which encourages vehicles to slow down reducing the risk of conflict.

Objective 7.2 Ensure the safe and efficient movement of pedestrians across existing transport infrastructure and throughout the Penguin Township.

Actions/implementation methods

- It is recommended to provide fencing alongside sections of the railway that are currently open to discourage pedestrians from crossing however principally where desire lines have been identified,
- It is recommended to upgrade crossing points to Australian ARTC standards (Pedestrian Level Crossings - Design and Installation - XDS 03–RIC Standard: TS 27 000 3 02 SP). This would require that all crossings are installed with warning signs, fencing and crib.
- It is recommended to undertake a review of footway surfacing and repair/replace where necessary with a higher quality paving material.
- It is recommended to extend the existing foreshore path to link with the boat ramp car park.

Objective 7.3 To cater for the needs of cyclists and encourage further cycling opportunities.

Actions/Implementation

- In line with recreational planning activities undertake investigations towards the provision of on street cycle lanes along Main Road and the opportunity of shared cycle/pedestrian route along the foreshore.
- Provide high quality cycle parking at strategic locations throughout Penguin foreshore such as adjacent the Library complex, and within the Cultural & Civic Precinct.

Objective 7.4 To improve the diversity of car parking options to ensure the vibrant and tranquil coastal nature of Penguin is accessible.

Actions/Implementation

- It is recommended to review the existing parking layout with a view to increasing capacity on Main Road between its junctions with Crescent Street.
- Provision of increased long stay parking along Main Road between its junctions with Crescent Street is recommended.
- It is recommended to retain short stay parking on Main Road between its south eastern junction with Crescent Street and its junction with Cann Street. This will ensure a high turnover of vehicles and subsequently generate business in Penguins central shopping area.



References

1. Central Coast Council, 2006, Penguin Community Plan November 2006
2. Central Coast Council and Mongard J., 1995, Penguin Cultural Study 1995
3. The Central Coast Local Visitor Strategy, 2006, The Coast to Canyon Experience June 2006
4. Central Coast Council, 2008, New Format Planning Scheme
5. Central Coast Council, 2006, Central Coast Community Safety Plan 2006 – 2009
6. Penguin History Group Historical Records
7. Penguin Online Access Centre webpage, viewed April 2008 <<http://www.tco.asn.au>>
8. Tasmanian Aboriginal Heritage Office webpage, viewed April 2008 <<http://www.tahl.tas.gov.au>>
9. The Australian Macquarie Dictionary

Glossary of Terms

Articulation	The way in which the elements of an architectural design are interrelated through different degrees of emphasis.
Built form	Buildings and structures
Coastal village character	The combination of the natural environment and landscape features, the established low scale and varied building rhythm and important heritage or cultural places that define the town of Penguin
Elements	The overarching themes that inform the character of the town
Façade	The face or front (or the principal face) of a building
Foreshore	The land between the water's edge and the land cultivated or built upon
Horizontal articulation	The presentation and form of a building or streetscape in terms of its width, space between buildings and façade treatment
Human Scale	Where built form does not dominate, but rather complements the street environment by maintaining environmental comfort.
Objectives	That which is planned to be achieved
Precincts	An area or place within the town
Vertical articulation	The presentation and form of a building or streetscape in terms of its height, roof style and façade treatment