



18 Community and Place Reports

18.1 Cygnet Township Structure Plan

Report Number 18.014/26*

Strategic Plan 4. Vibrant towns and villages
5. A transparent and trusted Council

File Reference 49/03

Responsible Officer {position-do-not-remove}

Reporting Brief Director Community and Place presenting a report on Cygnet Township Structure Plan

Conflict of Interest No officer declared an interest under the *Local Government Act 1993* (LGA 1993) in the preparation of this report.

Attachments

1. Attachment 1 - Cygnet Township Structure Plan - FINAL [18.014/26*.1 - 85 pages]
2. Appendix A - Current Land Use Patterns [18.014/26*.2 - 24 pages]
3. Appendix B - Literature Review [18.014/26*.3 - 51 pages]
4. Appendix C - Community Consultation Report [18.014/26*.4 - 42 pages]
5. Appendix D - Inspiring Place Site Specific Concepts [18.014/26*.5 - 25 pages]
6. Appendix E - Detailed Land Use Budget Tables [18.014/26*.6 - 13 pages]
7. Appendix F - Design Vernacular [18.014/26*.7 - 37 pages]
8. Appendix G - Economy & Housing Memo [18.014/26*.8 - 24 pages]
9. Appendix H - The Thorp Street Master Plan Addendum [18.014/26*.9 - 2 pages]

Background

1. The Cygnet Township Structure Plan, July 2026, has been prepared as a comprehensive strategic planning framework to guide future growth, land use, housing, movement, infrastructure, public realm, heritage, character and environmental outcomes for Cygnet.
2. The Structure Plan is included as Attachment 1 to this Report and has been prepared following extensive community and stakeholder engagement.
3. The Structure Plan responds to Cygnet's role as a key township within the Huon Valley, providing retail, health, education, community and daily services to local residents and surrounding rural communities.
4. Cygnet is experiencing ongoing growth pressure, strong housing demand and increasing interest in well located residential land close to existing services.

5. At the same time, future growth must be carefully managed to protect Cygnet's rural village character, heritage values, First Nations cultural heritage, natural values and community identity.
6. The Structure Plan has been prepared to guide growth over the next 20 years and to provide the strategic foundation for future planning scheme amendments, development assessment, infrastructure coordination and Council decision making.
7. The Structure Plan identifies objectives and strategies across seven key elements:
 - Homes for People
 - Movement
 - Natural Values
 - Community Facilities and Streetscapes
 - Local Economy
 - Heritage and Character
 - Servicing and Utilities.
8. The purpose of this Report is to adopt the Structure Plan as a strategic planning document and to authorise officers to progress priority implementation actions, subject to future statutory processes, budget considerations and Council decision making.

Council Policy

9. The Structure Plan aligns with Council's Land Use and Development Strategy 2024 to 2039, which identifies the need for more detailed local structure planning for key towns within the Huon Valley.
10. The Structure Plan has also been prepared with consideration of the Southern Tasmanian Regional Land Use Strategy, the draft Southern Tasmanian Regional Land Use Strategy 2025, the Tasmanian Planning Policies, the Huon Valley Local Provisions Schedule, the Huon Valley Community Vision, the Liveability Framework and other relevant local and regional strategies.

Legislative Requirements

11. The Structure Plan does not amend the Huon Valley Local Provisions Schedule, rezone land, approve development, or commit Council to capital works.
12. The Structure Plan provides the strategic foundation for future Local Provisions Schedule amendments under the *Land Use Planning and Approvals Act 1993*.
13. Future implementation actions that require planning scheme amendments will be subject to the statutory process, including Council initiation, public exhibition, consideration of representations and assessment by the Tasmanian Planning Commission.
14. Future development applications will continue to be assessed under the applicable planning scheme provisions in force at the time of lodgement.

Risk ImplicationsService Delivery Risk

15. The Structure Plan provides strategic certainty to guide coordinated growth, housing supply, infrastructure planning, community facilities, public realm improvements and movement network outcomes in Cygnet.
16. Without adoption of the Structure Plan, Council would have a weaker strategic basis to respond to development pressure, infrastructure constraints, housing demand and community expectations for character protection and improved local facilities.
17. The Structure Plan provides a clear framework for Council officers, agencies, developers, landowners and the community. It will support more consistent decision making and assist Council to prioritise future planning scheme amendments, infrastructure coordination and budget bids.
18. The Structure Plan has been informed by extensive consultation. Adoption will demonstrate that Council has listened to the community and is progressing a planned approach to Cygnet's future growth.
19. There is a risk that adoption may create expectations that all identified projects will be delivered immediately. This risk is managed by clearly stating that implementation will be staged and subject to future statutory processes, technical work, funding availability, Council priorities and future budget decisions.

Financial and Budgetary Risks

20. Some implementation actions, including planning scheme amendments, heritage, design guidelines and character controls, infrastructure investigations, public realm improvements, movement network improvements and further technical studies, will require future resourcing and budget consideration.
21. Where possible, Council officers will seek to align implementation actions with existing work programs, grant opportunities, developer contributions, agency partnerships and future Council budget processes.
22. Future planning scheme amendment work, including any Specific Area Plans, heritage precincts, design guidelines or related planning controls, may require consultant input and will need to be scoped and considered through Council's annual budget and procurement processes.

Environmental Risks

23. The Structure Plan identifies the importance of protecting Cygnet's natural values, waterways, rural landscape setting and valued environmental assets.
24. The Structure Plan considers environmental and hazard constraints including flooding, stormwater, bushfire, waterway protection, coastal impacts, landslip risk, priority vegetation and climate change adaptation.

25. The Structure Plan supports future growth in a more coordinated way, which can assist in reducing unmanaged sprawl, protecting rural and agricultural land, improving stormwater management and strengthening climate resilience.
26. Future implementation actions will need to consider relevant environmental planning controls, natural hazards, infrastructure capacity and advice from relevant agencies.

Engagement

27. Extensive community and stakeholder engagement was undertaken throughout the development of the Structure Plan.
28. The consultation program included targeted discussions, stakeholder interviews, intercept surveys, business engagement, school engagement, online and hard copy surveys, design workshops, site specific design workshops, Project Working Group workshops, drop-in sessions and written submissions.
29. During the consultation period, 1,007 community members and key stakeholders were engaged, including 711 adults, representing approximately 40% of Cygnet ratepayers.
30. The draft Structure Plan was tested with the community through drop-in sessions at Cygnet Town Hall on 17 May 2026, 29 May 2026 and 2 June 2026.
31. A further drop-in session was held at the Cygnet Recreation Ground on 11 June 2026.
32. Online and hard copy surveys were made available to provide different ways for community members to participate.
33. Written submissions were also received from community members, key landowners and the Department of State Growth.
34. The engagement program confirmed strong community interest in Cygnet's future and highlighted key themes including housing affordability and diversity, protection of village character, heritage, First Nations cultural heritage, natural values, pedestrian safety, active transport, public transport, local business, community facilities, public spaces and infrastructure capacity.
35. Engagement associated with this decision will be undertaken at Inform Level by inclusion within the Council meeting Minutes that will be available to the public on the Council's website and at the Customer Service Centre.

Human Resource and Financial Implications

36. Adoption of the Structure Plan does not create additional permanent staffing implications.
37. Implementation will require ongoing officer time across strategic planning, infrastructure, community services, environment, engagement, assets, development services and communications.
38. Some implementation actions may be progressed through existing operational budgets and work programs.

39. Larger implementation actions, including future planning scheme amendments, public realm projects, movement improvements, infrastructure investigations and detailed design work, will require future budget consideration.
40. Future consultant support may be required for planning scheme amendment work, including heritage precincts, Specific Area Plans, rezoning of future urban and other areas identified in the plan and supporting technical studies.
41. Any capital works arising from the Structure Plan will be considered through Council's normal budget, capital works and long-term financial planning processes.

Discussion

Structure Plan Overview

42. The Structure Plan provides a comprehensive 20-year strategic framework for Cygnet's future growth and development.
43. Prepared by Niche Planning Studio, the plan drew specialist input from subconsultants in areas including movement, infrastructure, landscape, open space, water sensitive urban design, housing, economics, sustainability and urban design.
44. It establishes a community informed vision for Cygnet as a thriving rural village where community, culture and Country are at the heart of future decision making.
45. The plan recognises Cygnet's unique identity, including its strong First Nations history, compact village form, built heritage, creative economy, local business base, environmental values and active community networks.
46. It also recognises that Cygnet is experiencing growth pressure and must plan for additional housing, infrastructure capacity, movement improvements and public realm upgrades while retaining the values that make the town distinctive.

Strategic Planning Context

47. The Structure Plan has been prepared to provide finer grain local planning guidance following Council's adoption of the Land Use and Development Strategy.
48. The draft Southern Tasmanian Regional Land Use Strategy 2025 recognises Cygnet as a Satellite and Transforming Town, Rural Centre and Tourist Destination.
49. This regional role supports the need for Cygnet to plan for future housing, local services, visitor activity, community facilities and infrastructure while protecting the rural and village character of the township.
50. The Structure Plan also responds to State and regional planning expectations for strategic land supply, including the need to demonstrate adequate residential land supply over a 15-year planning horizon.

Key Planning Framework

51. The Structure Plan is organised around seven key elements.

Homes for People identifies the need to expand housing supply, increase housing diversity and density, and support housing on strategic Council owned sites where this can deliver broader community outcomes.

Movement identifies the need to improve transport safety, pedestrian and cycling connectivity, emergency access, parking management, public transport advocacy and active transport links.

Natural Values identifies the need to protect waterways, landscape values, biodiversity, cultural landscapes and environmental assets while managing natural hazards and climate change risk.

Community Facilities and Streetscapes identify the need to improve public spaces, community facilities, streetscapes and connections that support social wellbeing and village life.

Local Economy identifies the need to strengthen Cygnet's role as a local service centre, support tourism and creative industries, improve local business conditions and manage employment land needs.

Heritage and Character identify the need to protect Cygnet's built heritage, streetscapes, rural village character, First Nations cultural heritage and landscape setting while allowing well designed growth.

Servicing and Utilities identifies the need to coordinate water, sewerage, stormwater, telecommunications, power, emergency management and waste systems to support future growth.

Housing and Land Supply

52. The Structure Plan identifies that Cygnet requires additional housing supply to meet forecast demand and to support a more diverse and resilient community.
53. Cygnet's housing stock is currently dominated by detached dwellings and low-density residential development. This limits housing choice for smaller households, older residents, key workers, young families and people seeking more affordable housing options.
54. The Structure Plan supports increased housing diversity in appropriate locations, including medium density housing where it can be delivered in a way that respects local character, infrastructure capacity and neighbourhood amenity.
55. The Structure Plan identifies existing Future Urban zoned land and other investigation areas that can contribute to future housing supply, subject to detailed planning, servicing, access, environmental and statutory considerations.

56. The Structure Plan also identifies opportunities for Council owned land, including the Old School Farm and former Council Depot sites, to be further planned for housing and community outcomes.
57. Adoption of the Structure Plan will provide the strategic basis for future planning scheme amendments and detailed investigations to bring appropriate housing and residential land supply forward in a coordinated way.

Movement and Access

58. Movement was one of the strongest themes raised through consultation.
59. The Structure Plan recognises the importance of Mary Street as the commercial heart of Cygnet and part of the State road network.
60. The Structure Plan identifies opportunities to improve pedestrian safety, traffic management, parking, wayfinding and public realm outcomes in and around Mary Street.
61. Following community consultation, Pitt & Sherry provided technical advice on the future movement network, including community interest in an alternative route to Mary Street. That advice concluded that a bypass for Cygnet is not required within the timeframe of the Structure Plan, having regard to traffic volumes, the length of a possible bypass and potential costs.
62. The Structure Plan therefore focuses on improving safety and functionality within the existing Mary Street Road reserve and strengthening local access to future development areas.
63. The Structure Plan also recognises community aspirations for improved active transport connections, including improved connections along Lymington Road, the waterfront trail, safer cycling routes on key corridors and new active transport links to Petcheys Bay and the Huon River.
64. These active transport priorities are included in the Structure Plan to inform future infrastructure planning, renewal programs and external funding opportunities.
65. Their inclusion does not commit Council to immediate delivery.

Heritage and Character

66. Cygnet's built heritage, rural village character, arts and cultural identity and landscape setting are central to its sense of place.
67. The Structure Plan identifies the need to protect neighbourhood character and heritage values while accommodating housing growth.
68. The Structure Plan supports future planning controls to protect and celebrate Cygnet's built heritage, ensure new development respects local character, protect First Nations cultural heritage in partnership with local Aboriginal groups and maintain the township's rural village character.

69. Appendix F, Design Vernacular, provides detailed analysis of Cygnet's architectural character, streetscape qualities, built form patterns, setbacks, materials and relationship to the rural landscape.
70. Future implementation may include heritage precincts, character statements, design guidelines, Specific Area Plans or similar statutory controls that would be implemented via Local Provisions Schedule amendments.
71. This work will be particularly important for the Mary Street commercial precinct, the ecclesiastical precinct and other areas where heritage, streetscape and character values require clearer statutory protection.

Natural Values and Climate Resilience

72. The Structure Plan recognises that Cygnet's waterways, estuary, rural landscape, vegetation, open spaces and environmental setting are major assets for the community.
73. Future growth must be planned around flood risk, stormwater management, waterway protection, bushfire risk, coastal impacts, slope constraints and climate change adaptation.
74. The Structure Plan supports connected open space, green corridors and water sensitive urban design approaches where these can improve environmental outcomes and support liveability.
75. The Structure Plan also recognises the role of local Aboriginal organisations and the broader community in caring for Country, natural values and culturally significant places.

Servicing and Utilities

76. Infrastructure capacity is a key consideration for future growth in Cygnet.
77. The Structure Plan identifies the need for coordinated planning around water, sewerage, stormwater, power, telecommunications, waste, emergency access and disaster resilience.
78. Consultation with government and infrastructure stakeholders identified constraints around water and sewerage infrastructure, including capacity issues that will need to be addressed to support forecast residential growth.
79. Future land release and planning scheme amendments will need to be coordinated with infrastructure providers and supported by appropriate technical investigations.
80. The Structure Plan provides a framework for Council to advocate to agencies and service providers, and to ensure future development contributes appropriately to infrastructure upgrades where required.

Implementation Strategy

81. The Structure Plan includes an implementation framework that identifies actions across short, medium and long-term timeframes.

82. Actions are categorised according to Council's role:

- **Implement**, where Council can directly deliver or progress an action.
- **Facilitate**, where Council can coordinate, enable or work with others.
- **Advocate**, where Council can seek support, funding or policy change from State or Australian Government agencies or other service providers.

83. Key implementation priorities include:

- **Progressing** future planning scheme amendments to implement appropriate zoning, heritage, character and built form controls.
- **Investigating** Specific Area Plans or other planning controls for key growth and heritage areas.
- **Supporting** future housing supply and diversity in appropriate locations.
- **Coordinating** infrastructure planning with TasWater, TasNetworks, Department of State Growth and other relevant agencies.
- **Using** the Structure Plan to inform future Council budget bids, capital works programs, grant applications and advocacy.
- **Progressing** more detailed work for Council owned sites where there is potential to deliver housing, community and public realm outcomes.
- **Using** the Design Vernacular and heritage work to guide future development controls.
- **Continuing** to monitor growth, land supply, infrastructure capacity and implementation progress.

84. The Structure Plan will need to be implemented progressively, having regard to available resources, statutory requirements, funding opportunities and Council priorities.

Strategic Significance

85. Adoption of the Structure Plan represents a significant milestone in Council's strategic planning program for Cygnet.

86. The Structure Plan provides a clear, community informed framework for managing growth while protecting the values that define Cygnet.

87. The Structure Plan will assist Council to respond to current and future development proposals, provide greater certainty to landowners and developers, and support more coordinated discussions with infrastructure providers and State agencies.

88. The Structure Plan also provides an evidence base for future planning scheme amendments, including potential rezoning, heritage precincts, character controls, Specific Area Plans and implementation of other Local Provisions Schedule tools.

89. The Structure Plan supports Council's broader strategic direction to plan for housing, strengthen towns and villages, protect the environment and manage growth in a transparent and coordinated way.

Thorp Street Master Plan (Appendix H)

90. The Thorp Street Master Plan (June 2026) was prepared on behalf of the landowners by ERA Advisory in collaboration with Playstreet, Flussig Engineers, Avandra Advisory, and North Barker Ecosystem Services.
91. It covers the Future Urban zoned land between the Mary Street Precinct and Agnes Rivulet, and land to the east of the rivulet accessed from Thorp Street.
92. While the master plan was not commissioned by Council, it illustrates the design elements Council expects to see in the planning and development of this area, and it is included here to guide future subdivision design and assessment.
93. The area corresponds to land identified in this Structure Plan for Future Urban rezoning between Mary Street and Agnes Rivulet (refer Element 1 – Homes for People and the Implementation Table).

Conclusion and Recommendation

94. The Cygnet Township Structure Plan provides a robust strategic framework for the future growth and development of Cygnet.
95. The Structure Plan responds to Cygnet's role as a key township, while recognising the importance of protecting local character, heritage, natural values, First Nations cultural heritage and community identity.
96. The Structure Plan has been informed by extensive consultation, including more than 1,000 community members and stakeholders across the life of the project.
97. Adoption of the Structure Plan will provide Council with a clear strategic basis for future planning scheme amendments, infrastructure coordination, budget bids, grant applications, development assessment and implementation planning.
98. It is recommended that Council adopt the Structure Plan as a strategic planning document and authorise officers to progress priority implementation actions, subject to future statutory processes, technical investigations, funding availability and Council decision making.

18.014/26***RESOLVED****MOVED: Cr Lukas Mrosek****SECONDED: Cr Paul Gibson****That:**

- a) **The Report on Cygnet Township Structure Plan be received and noted.**
- b) **Council notes and acknowledges the extensive community and stakeholder engagement undertaken to inform the Structure Plan, including: targeted stakeholder discussions; intercept surveys; business engagement; school engagement; design workshops; site specific design workshops; online and hard copy surveys; drop-in sessions; and, written submissions.**
- c) **The Cygnet Township Structure Plan, included as Attachment 1 to this Report, be adopted as a strategic planning document to guide future growth, land use planning, development assessment, infrastructure coordination and planning scheme amendments for Cygnet.**
- d) **The Chief Executive Officer or their delegate is authorised to progress priority implementation actions identified in the Structure Plan, subject to future statutory processes, technical investigations, agency advice, available resourcing and future Council budget decisions, including:**
 - **Scoping future Local Provisions Schedule amendments to implement relevant Structure Plan recommendations.**
 - **Investigating heritage precincts, character controls, design guidelines, Specific Area Plans or other planning tools for Cygnet.**
 - **Progress further strategic work for key growth areas and Council owned sites where required.**
 - **Coordinate with TasWater, TasNetworks, Building Tasmania and other relevant agencies on infrastructure, movement and servicing matters.**
 - **Identify future funding, grant and partnership opportunities to support implementation.**
 - **Continue engagement with the landowners and their consultants with a view to finalising the Thorp Street Master Plan included in appendix H.**
- e) **The Chief Executive Officer or their delegate is authorised to make graphical, formatting and other minor editorial changes to the Structure Plan to improve maps, graphics, imagery and presentation, provided such changes do not alter the strategic direction or substantive content of the document.**
- f) **The Cygnet Township Structure Plan and supporting consultation material be made publicly available on Council's website.**



Cr Sally Doyle, Cr Toby Thorpe, Cr Paul Gibson, Cr Debbie Armstrong, Cr David O'Neill, Cr Mark Jessop, Cr Amy Robertson and Cr Lukas Mrosek voted for the motion and Nil voted against the motion.

8 / 0 CARRIED UNANIMOUSLY