Brighton Activity Centre Strategy

EXECUTIVE SUMMARY REPORT

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Prepared by

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Prepared for

Brighton going places

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1.0 Introduction

The Brighton Activity Centre Strategy aims to provide an overarching framework for guiding planning and land use decisions, fostering vibrant, multi-functional centres that support the community's needs now and into 2046.

1.1 PROJECT OBJECTIVES

Geografia and Mesh were commissioned to prepare the Brighton Activity Centre Strategy. The Strategy will provide an overarching framework to guide planning and land use decisions for the Brighton Council's activity centres. Specifically, it aims to:

- Translate regional land use strategies, including the *Southern Tasmania Regional Land Use Strategy*[1] *(STRLUS)*, into the context of Brighton Council (referred to as Brighton (M)[2] henceforth).
- Provide strategic guidance to inform planning, economic development, and land use decision-making for activity centres in Brighton (M).
- Assist the Council's efforts to attract, direct, advocate for, and guide investment that will enhance these local centres.

The primary goal of the Brighton Activity Centre Strategy is to **support the creation of a network of functional, vibrant, economically successful, and multi-functional centres** that accommodate a mix of land uses to serve the needs of the community now and through 2046.

Figure 1 illustrates the networks of activity centres and nodes within Brighton (M) and surrounding municipalities.

[1] At the time of writing this report, STRLUS is being revised and updated.
[2] To distinguish between the municipality and the locality of Brighton, we denote Brighton Council as Brighton (M) and Brighton suburb as Brighton (S).

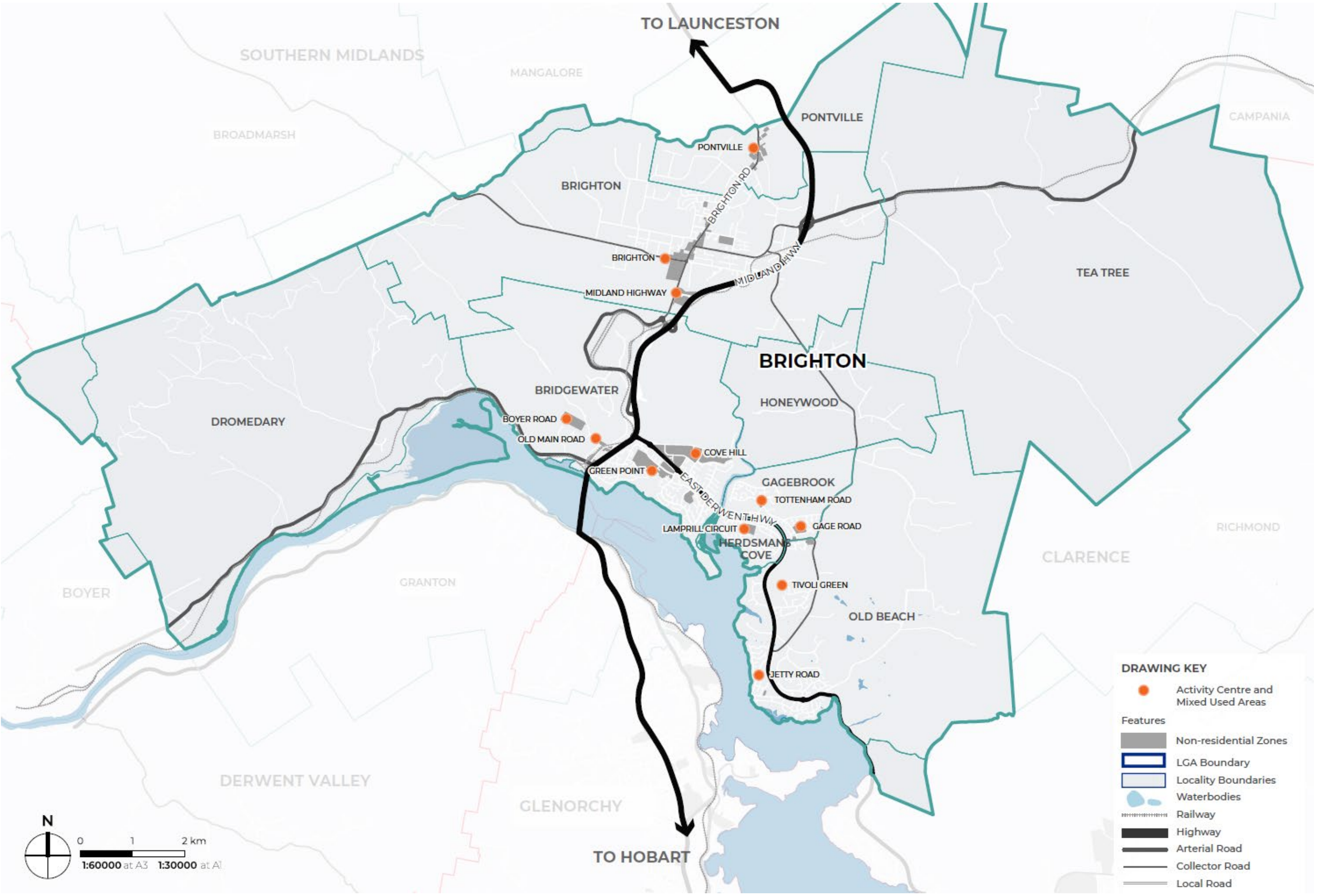

Figure 1: Networks of Activity Centres and Nodes Within Brighton (M) and Surrounding Municipalities
Source: Mesh, 2025

2.0 Activity Centre Planning Principles

Five activity centre planning principles guide the development of a coordinated network of centres, focusing on residential growth, community services, innovation, transport, economic resilience, and strategic land use planning.

1. A Hierarchical Network

Activity Centre policy and strategies in Tasmania, whether at the State or regional level, emphasise creating a network of centres within a defined hierarchy to coordinate land uses while avoiding unnecessary competition. This approach includes supporting the intensification of higher-order centres serviced by public transport, while acknowledging the role of lower-order centres servicing local community needs.

2. Multi-Functional Centres

Policy direction at all levels recognises the importance of activity centres for economic growth and community interaction, with their success tied to higher-density housing to foster multifunctionality and long-term economic resilience. This approach highlights the need for a mix of uses, including:

- **A Mix of Businesses:** Local strategies aim to create vibrant activity centres with diverse places to work, shop, eat, and socialise, addressing local needs for affordable commercial spaces, industry incentives, and potential government relocations.
- **Increased Residential Density:** Policies support increased residential density in or near activity centres, fostering economic success, vibrancy, and access to key services and infrastructure.
- **Community, Culture and Recreation:** Activity centres are key to strengthening local communities by concentrating essential services and creating spaces for culture and creative industries.
- **Industrial Sector:** Draft State policies emphasise the need to avoid encroaching on industrial land to support consolidation and expansion.

- **Tourism:** Policies promote integrating tourism infrastructure into activity centres by enabling flexible planning controls and supporting innovative tourism-related development.

3. Encouraging Innovation

Existing State and regional policies highlight the importance of considering the relationship between centres, education facilities, and logistics and digital infrastructure. The proximity of these diverse assets and institutions can enhance productivity and innovation by creating agglomeration effects, where businesses, workers, and infrastructure benefit from shared resources, knowledge exchange, and network efficiencies.

4. Public Transport

State and regional policies highlight the importance of integrating transport options to enhance access to activity centres in the following ways:

- **More Transport Choices:** Draft State policies encourage integrating land use with transport infrastructure, expanding options for residents and visitors to access centres via bus, cycling, walking, or other modes, to enhance access to employment, services, and community participation.
- **Car Parking Requirements:** To support this shift towards public and active transport, State and regional policies advocate for reducing car parking requirements within activity centres, alongside improvements to bus networks and the introduction of active street frontage in new developments.
- **Local Transport Challenges:** While local policies support additional commuter ferry services and stations in Bridgewater and Old Beach, the *Keep Hobart Moving Plan* excludes these areas from the Rapid Bus Network and ferry network. Without a more inclusive transit plan, the municipality is likely to continue to rely on private modes of transport and the existing bus network.

5. The Role of Planning

While planning alone cannot drive economic growth, it plays a critical role in shaping infrastructure, liveability, and economic diversification. Draft State policies emphasise the importance of efficient transport networks, strategic land use planning, and infrastructure investment to attract and retain a skilled workforce.

To align with these priorities, the Strategy should promote self-sufficiency, diversify activity centres, and implement adaptable planning mechanisms to support emerging markets.

3.0 Strategic Context

The strategic context has been informed by a review of policies, strategies, and key factors, including infrastructure needs and economic development opportunities, which will guide the development and planning of Brighton (M)'s activity centres.

3.1 GENERAL CONSIDERATIONS

Following a review of policies, strategies, masterplans, and assessments, the general considerations for the Strategy can be summarised as follows:

- Support for Growth and Regional Strategy Alignment: Strategic plans support the growth of Bridgewater and Brighton (S) as activity centres within regional development. While these exists misalignment risks with potential future regional-level strategies, this report will (to the best extent possible) minimise those risks by using the most up-to-date information, to assist and inform the current STRLUS review.
- Fragmentation: Lower-order centres, such as those in Bridgewater and Brighton (S), show fragmentation and a need for a defined town centre. Establishing a clear town centre will create a recognisable precinct that attracts a broader range of uses, including night-time activities like dining and entertainment.
- Public Transport Needs: The absence of a comprehensive public transport strategy, combined with fragmented conditions, presents challenges in defining the roles and hierarchy of activity centres. A sustainable transport strategy is needed to align with State and regional policies, particularly to assess the feasibility of removing car parking requirements.
- Growth Pressures and Housing: Brighton (M) is under growth pressures, with residential expansion expected in Bridgewater, Brighton (S), and Old Beach in the short to medium term. There is strong strategic direction for the growth of Bridgewater and Brighton (S) as key centres within the municipality.
- High Street and Accessibility Challenges: Many centres in Brighton (M) lack a pedestrian-friendly "high street". A pedestrian functionality audit is required to improve accessibility for all users.
- Defining Activity Centre Boundaries and Flexibility: Clear boundaries are necessary for activity centres to concentrate

activities and infrastructure, particularly in Old Beach and Gagebrook-Herdsmans Cove. Overarching policies should ensure flexibility and adaptability in planning interventions, based on the impact of uses and development.

3.2 ACTIVITY CENTRE CONSIDERATIONS

Based on a review of key factors and existing conditions affecting Brighton (M)'s activity centres, the considerations for the Strategy, categorised by activity centres, are outlined as follows:

Bridgewater

- The STRLUS classifies Bridgewater (Green Point) as a Major Activity Centre, though it is unclear whether this classification includes Cove Hill.
- Bridgewater comprises three separate precincts, raising the need for further definition, especially given the fragmentation caused by the East Derwent Highway.
- The Strategy should consider whether other centres in the municipality may be better positioned to occupy the role of a principal centre in the long term and how connectivity issues between Green Point and Cove Hill can be addressed.

Brighton (S)

- Brighton (S) has the potential to become a vibrant activity centre in the short to medium term, with key nodes of activity concentrated along Brighton Road.
- The delivery of the South Brighton Market will support increased housing, which will further enhance the centre's vibrancy.
- The Strategy should consider what planning controls best serve its positioning as a Rural Services Centre and potentially a Major Activity Centre in the long term.

Pontville

- There are limited references and guidance for the growth of Pontville, though it has merits for classification as a specialist centre.
- The lack of footpaths and connectivity between landmarks and hotels presents challenges for the centre.

- The Strategy should consider whether there is sufficient justification for classifying Pontville as a specialist centre and how to better celebrate its historical landmarks for economic success.

Old Beach

- Old Beach currently has limited retail and commercial offerings, with residents relying on Bridgewater and Glenorchy for these needs.
- The population growth in Old Beach highlights the need for a local convenience centre to improve liveability outcomes.
- The Strategy should consider where in Old Beach a local centre should be established and how to improve pedestrian connectivity, particularly across the East Derwent Highway.

Gagebrook-Herdsmans Cove

- Gagebrook-Herdsmans Cove has limited commercial activity and services scattered across the suburb, with poor pedestrian connectivity across the East Derwent Highway.
- There is a clear need to identify a town centre to provide direction for growth and serve the local catchment.
- The Strategy should consider where a local centre should be established (e.g., Gage Road, Lamprill Circuit, or Tottenham Road) and how to balance this development with the needs of Bridgewater.

4.0 Economic and Demographic Context

Brighton (M)'s economic and demographic profile is characterised by four key themes: overall population growth, specific suburb growth, and both short-term and long-term retail and commercial needs. These themes highlight the opportunities and challenges that shape the community's evolving needs.

1. Brighton (M) Surpasses Population Growth Expectations

Brighton (M) has consistently exceeded population forecasts, highlighting the need for strategic planning to support its growing communities (Figure 2). This Strategy takes these patterns into account by including the most up to date population model and housing development scenarios to project future population growth in Brighton (M).

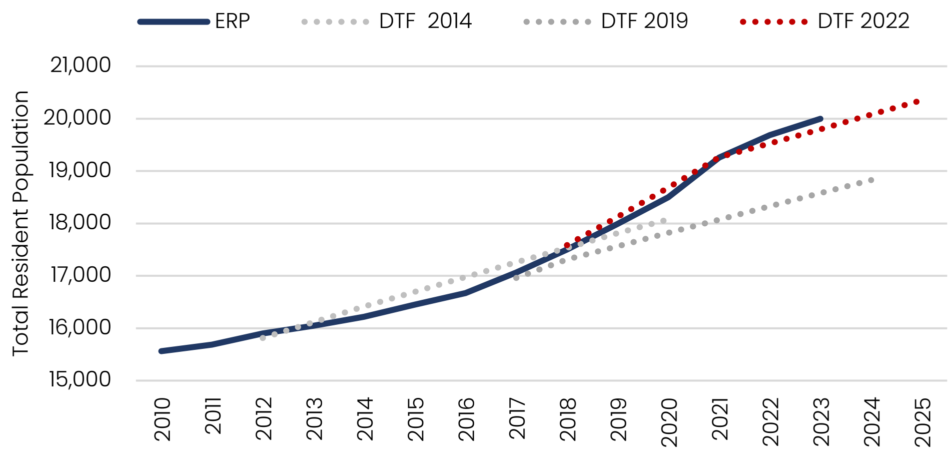

Figure 2: Comparison of ERP and Historical DTF Forecasts, Brighton (M)
Source: ABS Estimated Resident Population (ERP) and TAS Department of Treasury (DTF) Population Forecasts for 2014, 2019 and 2022

2. Rapid Population Growth in Bridgewater and Brighton (S) and Its Long-Term Retail Impact

With ongoing development across multiple suburbs, Brighton (S) is projected to become the largest suburb by population (Figure 2). This growth trends suggest that retail demand, and consequently activity centre needs, will increasingly shift towards Brighton (S), further strengthening its role in servicing local and regional catchments. This aligns with its designated function as a regional servicing centre under STRLUS.

Meanwhile, Bridgewater's strong population growth will sustain the vibrancy of existing centres like Green Point and create opportunities for new local or neighbourhood centres in growth areas.

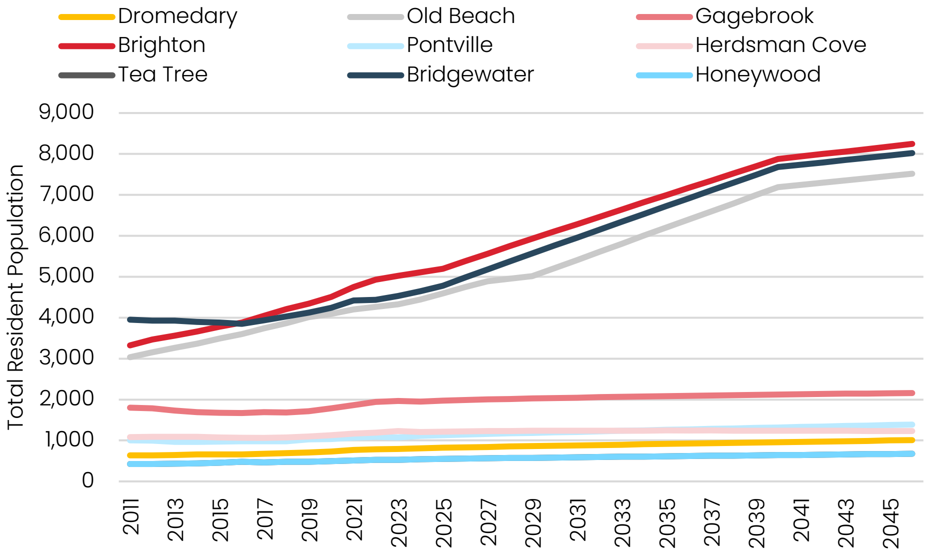

Figure 3: Population Forecasts by Suburb, Brighton (M)
Source: Geografia, 2024 and REMPLAN, 2023

3. High Escape Spend Drives Short-Term Needs in Old Beach

Old Beach has the highest volume of escape spend among all Brighton (M) suburbs, with nearly $18 million spent in higher-order activity centres and $7.7 million in other neighbourhood and local centres outside Brighton (M) (Figure 3). This level of escape spending is expected to grow as the suburb's population increases.

Key drivers include the convenience of accessing alternative centres during commutes to Hobart and the proximity of competing centres like Moonah and Glenorchy, compared to Bridgewater and Brighton (S).

This level of current and projected escaped spending presents significant opportunities to attract businesses, particularly in retail and commercial settings, to Old Beach in the short term.

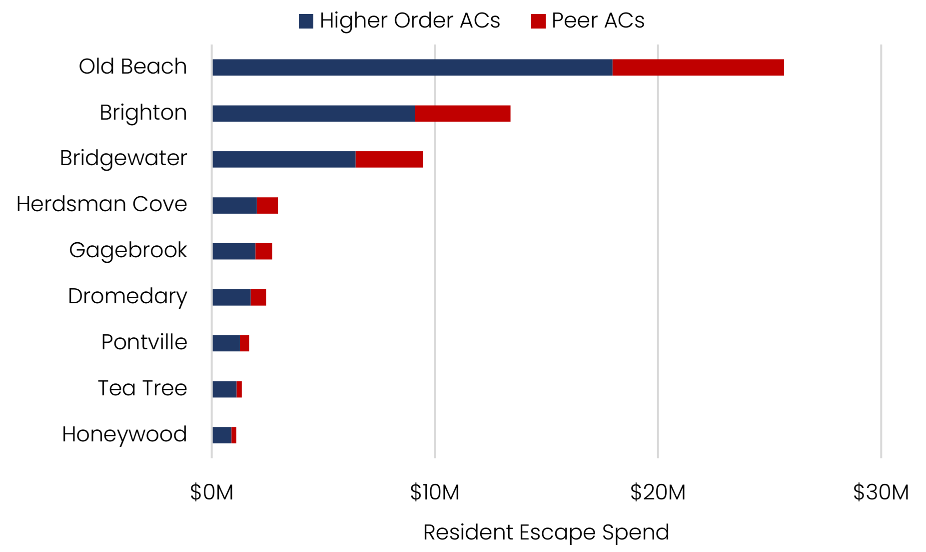

Figure 4: Total Escape Expenditure by Suburb, Brighton (M), FY23
Source: Spendmapp by Geografia, 2024

4. Long-Term Opportunity for Bulky Goods Provision

Nearly 75% of bulky goods spending by residents occurs outside Brighton (M), with 27% directed to higher-order activity centres and 49% to other neighbourhood and local centres (Figure 5).

This highlights another significant opportunity: to meet unmet demand through the attraction of a local bulky goods retailer. While existing gaps in demand could support small-scale provisions, there exists larger opportunities in the long-term driven by population growth in Brighton, Bridgewater, and Old Beach, as well as the regional servicing roles of Bridgewater and Brighton.

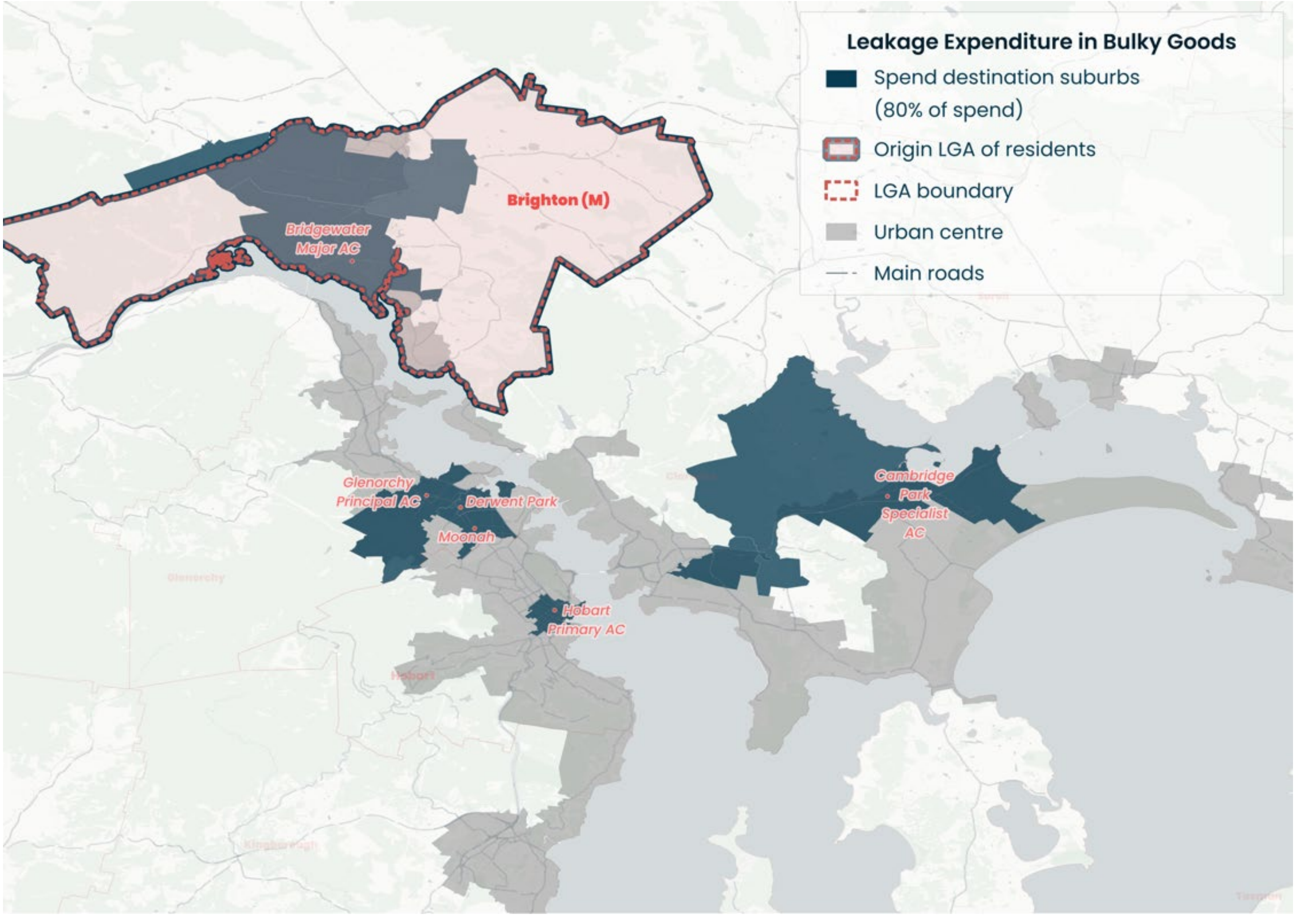

Figure 5: Bulky Goods Resident Escape Spend Catchment, FY23
Source: Spendmapp by Geografia, 2024

5.0 Land Use Needs and Gaps

5.1 PURPOSE OF ANALYSING LAND USE NEEDS AND GAPS

The Strategy requires estimating floorspace and land use needs to guide the development and consolidation of new and existing activity centres. Geografia has assessed current retail and commercial floorspace gaps and forecasted future demand driven by population growth. The analysis quantifies retail (including large-format bulky goods) and commercial floorspace needs, which then informs the required land use needs, in square metres.

The analysis focuses on three key categories:

1. **Retail floorspace and land use needs:** Space allocated for retail activities (e.g., grocery stories, clothing stores, and personal services).
2. **Bulky goods floorspace and land use needs:** Space used for large-format retailers dealing in bulky items.
3. **Commercial floorspace and land use needs:** Space used for office-based services (e.g., professional and business services).

5.2 RETAIL LAND USE NEEDS AND GAPS

The retail analysis focused on understanding the actual catchments and spending patterns of residents and visitors using Spendmapp:

- **Food, Liquor and Groceries:** Establishments that sell food, beverages, and household groceries (e.g., grocery stores and liquor outlets).
- **Food Catering:** Establishments that provide food and beverages for immediate consumption (e.g., cafés and restaurants).
- **Apparel, Homeware and Leisure:** Retailers offering clothing, footwear, home goods, and leisure products.
- **Bulky Goods:** Retailers selling bulky items such as furniture and appliances (excluding large-format Bulky Goods).
- **Retail Services:** Services provided by retailers, including personal care, repairs, and financial services.

The land use needs analysis shows that there is demand for future retail floorspace, resulting in a land use requirement of nearly 40,000 sqm under the medium land use scenario for Brighton (M) (Table 1).

Land Use Needs by Scenario in 2046 (sqm)	Low	Medium	High
Retail (excluding large-format Bulky Goods)	23,804	39,676	59,512

Table 1: Aggregated Retail Land Use Needs (sqm) in 2046, Brighton (M)
Source: Geografia, 2024

5.3 SUPERMARKETS, GROCERY OUTLETS AND LIQUOR NEEDS AND GAPS

As discussed in Section 5.1, Food, Liquor and Groceries is a subset of the total retail analysis. Table 2 summarises the floorspace demand for local grocers[3], half-line supermarkets[4], or full-line supermarkets[5] that each suburb can support, along with the Strategy's recommendations for where this demand should be allocated.

Suburb	Demand in 2024-29	Demand in 2030-39	Demand in 2040-46	Recommendations in line with Planning and Urban Design Considerations
Bridgewater Includes Green point, Cove Hill, and Old Main Road	No demand in this period.	No demand in this period.	**Option 1:** Local grocer in 2041, followed by half-line supermarket in 2046; or **Option 2:** Half-line supermarket in 2044, followed	**Local grocer in Boyer Road and half-line supermarket in Old Main Road to support the positioning of Old Main Road as a Neighbourhood Centre.**

[3] For the purpose of this retail assessment, local grocers are defined as supporting between 300 sqm and 850 sqm of retail floorspace.
[4] Half-line supermarkets are defined as supporting approximately 1,500 sqm of retail floorspace.
[5] Full-line supermarkets are defined as supporting approximately 3,500 sqm of retail floorspace.

Suburb	Demand in 2024-29	Demand in 2030-39	Demand in 2040-46	Recommendations in line with Planning and Urban Design Considerations
			by local grocer in 2046.	
Brighton (S) Includes Brighton Road, South Brighton Market, and the Highway Service Precinct	Option 1: Local grocer in 2028, followed by half-line supermarket in 2038; or		Option 2: Full-line supermarket in 2045.	**Proceed with Option 1. Demand recommended to be allocated in Brighton Road.**
Pontville	No demand for local grocer or supermarket by 2046.			**No recommendations**
Old Beach Includes Jetty Road and Tivoli Green	Option 1: Half-line supermarket in 2029, followed by local grocer in 2033; or Option 2: Half-line supermarket in 2029, followed by half-line supermarket in 2039; or		Option 3: Full-line supermarket in 2042, followed by local grocer in 2046.	**Proceed with Option 1 with demand to be allocated in:** **1. Tivoli Green (Half-line supermarket in 2029); and** **2. Jetty Road (local grocer in 2033)**
Gagebrook-Herdsmans Cove	Small allocations could be supported (e.g., expanding floorspace of the existing IGA).			**Consider local initiatives to accommodate demand on existing sites, as needed.**

Table 2: Summary of Food, Liquor and Groceries Floorspace Needs, Brighton (M)
Source: Geografia, 2024

5.4 BULKY GOODS NEEDS AND GAPS

Based on the land use needs analysis, Brighton (M) currently has a bulky goods floorspace gap of approximately 3,500 sqm, which is expected to grow to over 5,000 sqm by 2046. Resident spending indicates the market could support a half-line bulky goods retail outlet (around 4,000 sqm).

A broader regional catchment could increase the gap to over 9,000 sqm, growing to 13,500 sqm by 2046. To accommodate this demand, Brighton (M) will require an additional 43,000 sqm of appropriately zoned land by 2046 under a medium land use scenario (Table 3).

The Strategy recommends continuing to support and encourage the aspirational positioning of part of Cove Hill and South Brighton Market

(including the Highway Service Precinct) as a bulky goods sales precincts, serving both local and regional catchments.

Land Use Needs by Scenario in 2046 (sqm)	Low	Medium	High
Bulky Goods (Large-Format)	10,025	43,736	92,358

Table 3: Aggregated Bulky Goods (Large-Format) Land Use Needs (sqm) in 2046, Brighton (M)
Source: Geografia, 2024

5.5 COMMERCIAL LAND USE NEEDS AND GAPS

Current demand for public sector office floorspace is 2,240 sqm, projected to grow to nearly 2,500 sqm by 2046, which can be accommodated with available land. However, private sector floorspace demand currently exceeds 4,000 sqm, creating a floorspace gap of 9,500 sqm by 2046. To meet future commercial needs, over 15,000 sqm of additional commercial land will be required by 2046.

The Strategy recommends allocating commercial floorspace within Major Activity Centres and Neighbourhood Centres.

Land Use Needs by Scenario in 2046 (sqm)	Low	Medium	High
Commercial	9,234	15,390	23,084

Table 4: Aggregated Commercial Land Use Needs (sqm) in 2046, Brighton (M)
Source: Geografia, 2024

6.0 Recommended Hierarchy and Definitions

6.1 ACTIVITY CENTRE HIERARCHY

The activity centre hierarchy for Brighton Council is outlined in Table 5 and Figure 6 below.

Centre Name	Classifications	Suburb	Status
Major Activity Centres (determined at a regional level by STRLUS)			
Brighton	Major Activity Centre (aspirational)	Brighton	Existing centre
Cove Hill	Major Activity Centre	Bridgewater	Existing centre
Green Point	Major Activity Centre	Bridgewater	Existing centre
Neighbourhood Centres (determined at a local level)			
Old Main Road	Neighbourhood Centre (aspirational)	Bridgewater	Proposed centre
Tivoli Green	Neighbourhood Centre	Old Beach	Proposed centre
Other Centres (determined at a local level)			
Jetty Road	Local Centre	Old Beach	Existing centre
Boyer Road	Local Centre	Bridgewater	Proposed centre
Pontville	Visitor Accommodation (Specialist Centre)	Brighton	Existing centre
Midland Highway Service Centre	Highway Service Precinct (Specialist Centre)	Brighton	Existing centre
Other Activity Nodes and Mixed Use Areas			
Lamprill Circuit – convenience store, community centre, school, and immediate surroundings	Activity Node	Herdsman's Cove	Existing centre

Centre Name	Classifications	Suburb	Status
Tottenham Road – convenience store, Cove Creek Oval, Cris Fitzpatrick Community Park and immediate surroundings	Activity Node	Gagebrook	Existing centre
Gage Road – Brighton Council Chambers, service station, berries farms, and immediate surroundings	Activity Node	Gagebrook	Existing centre

Table 5: Activity Centre Hierarchy (List) in Brighton (M)
Source: STRLUS, 2011 (Amended in 2020) as informed by Table 7, Brighton Activity Centre Strategy.

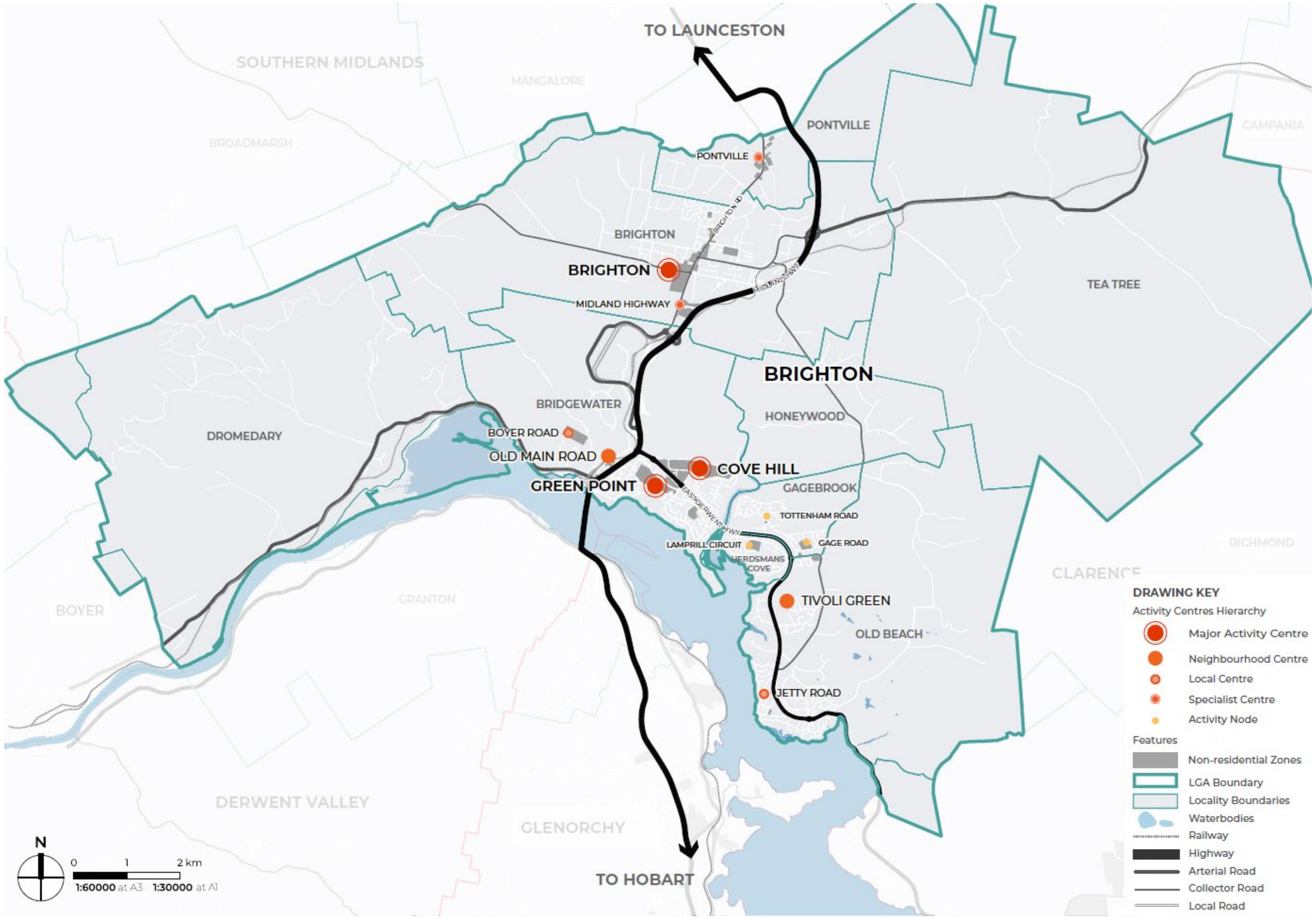

Figure 6: Activity Centre Hierarchy (Map) in Brighton (M)
Source: Mesh, 2025

6.2 ACTIVITY CENTRE CLASSIFICATION DEFINITIONS

The activity centre classification definitions are provided in Table 6 below.

Classification	Definition
MAC	**Major Activity Centres** serve the surrounding district and provide a range of convenience goods and services as well as some community services and facilities. MACs generally serve one Local Government Area (LGA) but may include visitors from other LGAs. These centres include at least one (1) major supermarket, a range of speciality shops and secondary retailing; government services and infrastructure such as community halls, health centres or social services such as Service Tasmania; and are serviced by high-quality bus services linking surrounding residential catchment. The following land uses are encouraged within MACs: • Education facilities within or nearby centres. • Local Government Centre services if there is no higher order centre within the municipality. • Above-ground level residential uses within centres and increased residential density encouraged in surrounding areas. • Night-time activities.
NC	**Neighbourhood Centres** serve daily needs of the surrounding community and provide a focus for day-to-day life within a community. NCs generally serve various suburbs but may attract people from a wider catchment; include at least one (1) supermarket, a range of speciality shops and retailing; local community services such as community health facilities and may include interspersed residential uses and some night-time activities. NCs are ideally served by public transport and are highly accessible by active transport modes from surrounding areas to enhance local access. NCs are to be identified and classified in a hierarchy at a local level.

Classification	Definition
LC	**Local Centres** provide a focus for day-to-day life within an urban community. LCs generally offer at least one grocery/convenience store and a range of small specialty shops and may include local community services, some interspersed residential uses and some night-time activities. LCs should be highly accessible by active transport modes. LCs are to be identified and classified in a hierarchy at a local level.
SC	**Specialist Centres** provide for activity of a specialist nature as defined through specific local area or structure plans. Their catchment area can vary depending on specialisation. SCs can include retail but it should reflect the specific purpose of the centre for instance it can be a Highway Service Precinct at the local level.
AN	**Activity Nodes** are areas in Brighton (M) that provide a type of congregation of activities and serve the local community.

Table 6: Activity Centre Classification Definitions
Source: STRLUS, 2011 (Amended in 2020)