

Council Agenda - 17 October 2019 - Agenda Item 8.1

Attachment 22 - Traffic Impact Assessment

2-4 Invermay Road, Invermay



**University of Tasmania**  
**Building 3, Inveresk**  
**Traffic Impact Assessment**  
**June 2019**



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# 1. Introduction

## 1.1 Background

Midson Traffic were engaged by the University of Tasmania to prepare a traffic impact assessment for a proposed library development at the Inveresk campus.

The University of Tasmania (UTAS) proposes to relocate the majority of students and staff currently located at the Newnham Campus to the Inveresk Campus. UTAS's Newnham Campus is currently the largest campus in the north of Tasmania whilst the Inveresk Campus is relatively small that includes the School of Architecture and Design and the Tasmanian College of the Arts.

The proposed library forms part of the University's integrated Inveresk site, which is currently subject to a planning scheme amendment (SAP). The SAP is currently being developed to facilitate the development required for the transformation of the Inveresk campus. The SAP will enable a potential future student population of 16,000 students by 2032 (equating to 8,800 full time equivalent students) and 491 full-time equivalent staff.

UTAS and City of Launceston have reached agreement that pedestrian movement should be prioritised over vehicular movement in the university/ museum precinct, and over time (ie. future development of the Inveresk site) car parking will be reallocated in the northern end of the site, and Glebe Farm.

The development subject of this report forms an early component of the overall redevelopment of the Inveresk site.

## 1.2 Traffic Impact Assessment (TIA)

A traffic impact assessment (TIA) is a process of compiling and analysing information on the impacts that a specific development proposal is likely to have on the operation of roads and transport networks. A TIA should not only include general impacts relating to traffic management, but should also consider specific impacts on all road users, including on-road public transport, pedestrians, cyclists and heavy vehicles.

This TIA has been prepared in accordance with the Department of State Growth (DSG) publication, *A Framework for Undertaking Traffic Impact Assessments*, September 2007. This TIA has also been prepared with reference to the Austroads publication, *Guide to Traffic Management, Part 12: Traffic Impacts of Developments*, 2009.

Land use developments generate traffic movements as people move to, from and within a development. Without a clear understanding of the type of traffic movements (including cars, pedestrians, trucks, etc), the scale of their movements, timing, duration and location, there is a risk that this traffic movement may contribute to safety issues, unforeseen congestion or other problems where the development connects to the road system or elsewhere on the road network. A TIA attempts to forecast these movements and their impact on the surrounding transport network.

A TIA is not a promotional exercise undertaken on behalf of a developer; a TIA must provide an impartial and objective description of the impacts and traffic effects of a proposed development. A full and detailed

assessment of how vehicle and person movements to and from a development site might affect existing road and pedestrian networks is required. An objective consideration of the traffic impact of a proposal is vital to enable planning decisions to be based upon the principles of sustainable development.

The Road and Railway Assets Code of the Launceston Interim Planning Scheme, 2015, identifies that a TIA is required due to the traffic generation of the proposed development. This TIA addresses relevant clauses in E4.0 Road and Railway Assets Code and E6.0 Parking and Access Code of the Planning Scheme.

### **1.3 Statement of Qualification and Experience**

This TIA has been prepared by an experienced and qualified traffic engineer in accordance with the requirements of Council's Planning Scheme and The Department of State Growth's, *A Framework for Undertaking Traffic Impact Assessments*, September 2007, as well as Council's requirements.

The TIA was prepared by Keith Midson. Keith's experience and qualifications are briefly outlined as follows:

- 23 years professional experience in traffic engineering and transport planning.
- Master of Transport, Monash University, 2006
- Master of Traffic, Monash University, 2004
- Bachelor of Civil Engineering, University of Tasmania, 1995
- Engineers Australia: Fellow (FIEAust); Chartered Professional Engineer (CPEng); Engineering Executive (EngExec); National Engineers Register (NER)

### **1.4 Project Scope**

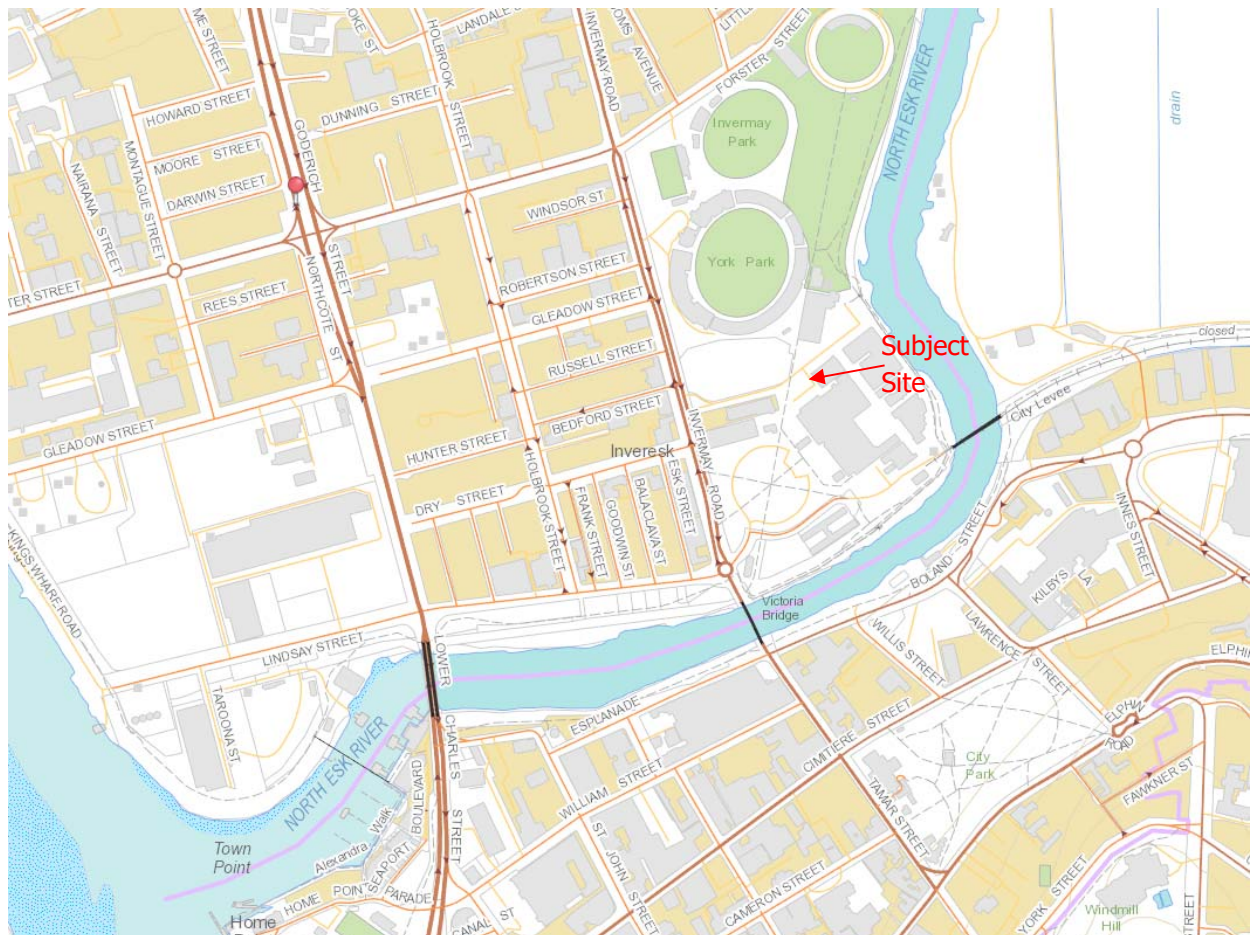
The project scope of this TIA is outlined as follows:

- Review of the existing road environment in the vicinity of the site and the traffic conditions on the road network.
- Provision of information on the proposed development with regards to traffic movements and activity.
- Identification of the traffic generation potential of the proposal with respect to the surrounding road network in terms of road network capacity.
- Review of the parking requirements of the proposed development. Assessment of this parking supply with Planning Scheme requirements.
- Traffic implications of the proposal with respect to the external road network in terms of traffic efficiency and road safety.

### **1.5 Subject Site**

The subject site is located at the University of Tasmania's Inveresk campus. The subject site and surrounding road network is shown in Figure 1.

**Figure 1 Subject Site & Surrounding Road Network**



*Image Source: LIST Map, DPIPWE*

## 1.6 Reference Resources

The following references were used in the preparation of this TIA:

- Launceston Interim Planning Scheme, 2015 (Planning Scheme)
- Austroads, *Guide to Traffic Management*, Part 12: *Traffic Impacts of Developments*, 2009
- Austroads, *Guide to Road Design*, Part 4A: Unsignalised and Signalised Intersections, 2019
- ARRB, *Inveresk Car Parking Plan*, June 2018 (ARRB Report)
- Department of State Growth, *A Framework for Undertaking Traffic Impact Assessments*, 2007
- Roads and Maritime Services NSW, *Guide to Traffic Generating Developments*, 2002 (RMS Guide)
- Roads and Maritime Services NSW, *Updated Traffic Surveys*, 2013 (Updated RMS Guide)
- Australian Standards, AS2890.1, *Off-Street Parking*, 2004 (AS2890.1:2004)

## 2. Existing Conditions

### 2.1 Transport Network

For the purpose of this report, the transport network consists of Invermay Road only.

Invermay Road is classified as a Sub-Arterial road that connects between Tamar Street, Launceston, and the Mowbray Connector near the George Town Road/ Vermont Road intersection through the suburb of Invermay. Invermay Road carries approximately 19,000 vehicles per day near the site.

Invermay Road crosses the North Esk River at the Victoria Bridge, becoming Tamar Street at its southern shore.

### 2.2 Road Safety Performance

Crash data can provide valuable information on the road safety performance of a road network. Existing road safety deficiencies can be highlighted through the examination of crash data, which can assist in determining whether traffic generation from the proposed development may exacerbate any identified issues.

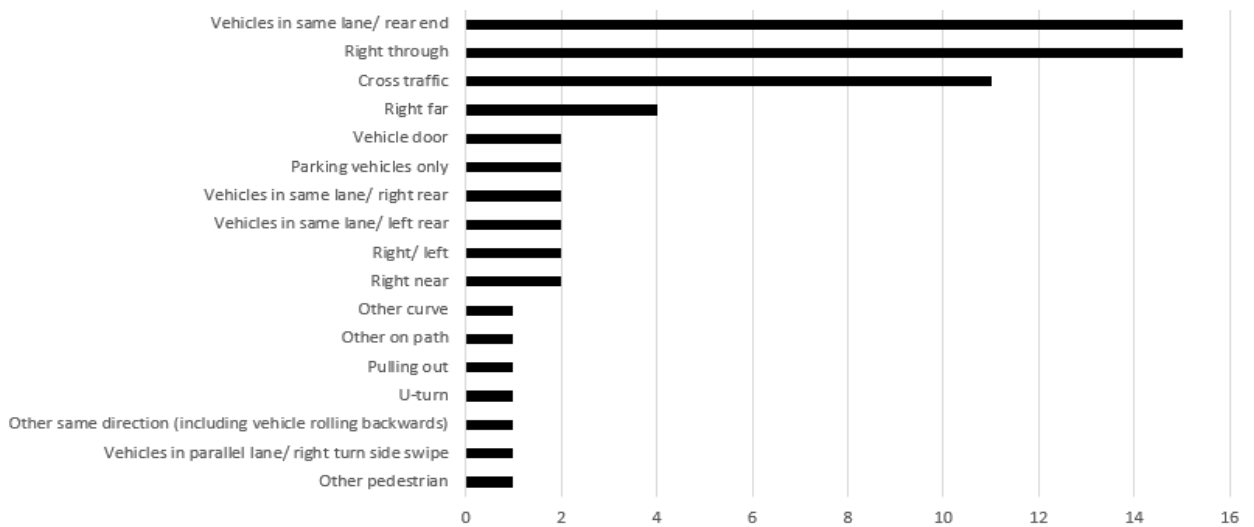
Crash data was obtained from the Department of State Growth for a 5+ year period between 1<sup>st</sup> January 2014 to 30 April 2019 for Invermay Road between Gleadow Street and Esplanade/ Boland Street.

The findings of the crash data is summarised as follows:

- A total of 64 crashes were reported on Invermay Road during this time.
- Severity. 1 x serious injury; 8 x minor injury; 6 x first aid; 49 x property damage
- Day of week. Friday's had the highest crash rate with 19 reported crashes; Tuesdays had the second highest crash rate with 9 crashes; Thursdays and Saturdays had 9 reported crashes each; Mondays and Wednesdays had 7 reported crashes each; and Sundays had 6 reported crashes.
- Time of day. The majority of crashes occurred between 8:00am and 6:00pm (88%). No crashes were reported after 6:30pm.
- Crash types. 'rear-end' and 'cross-traffic' crashes had the highest reported crash rate with 15 reported crashes each; 'cross-traffic' had 11 reported crashes. A summary of all reported crash types is shown in Figure 3.
- Vulnerable road users. 3 crashes involved bicyclists; 1 crash involved a pedestrian; 6 crashes involved motorcyclists.
- Crash locations. 24 crashes were reported at the Boland Street intersection (as noted in the Boland Street crash analysis); 9 crashes were reported at the Tamar Street intersection; 7 crashes at the Lindsay Street intersection; 1 crash each at Barnards Way and Bedford Street. The crash locations are shown in Figure 3.

The crash data for Invermay Road is considered typical of a high volume urban network. The relatively high crash rate at the Invermay Road/ Lindsay Street intersection is attributed to the high volumes and general congestion on the approaches to the roundabout. This intersection provides one of the primary accesses to the Inveresk site.

**Figure 2 Invermay Road Crash Types**



**Figure 3 Invermay Road Crash Types**





## 3. Proposed Development

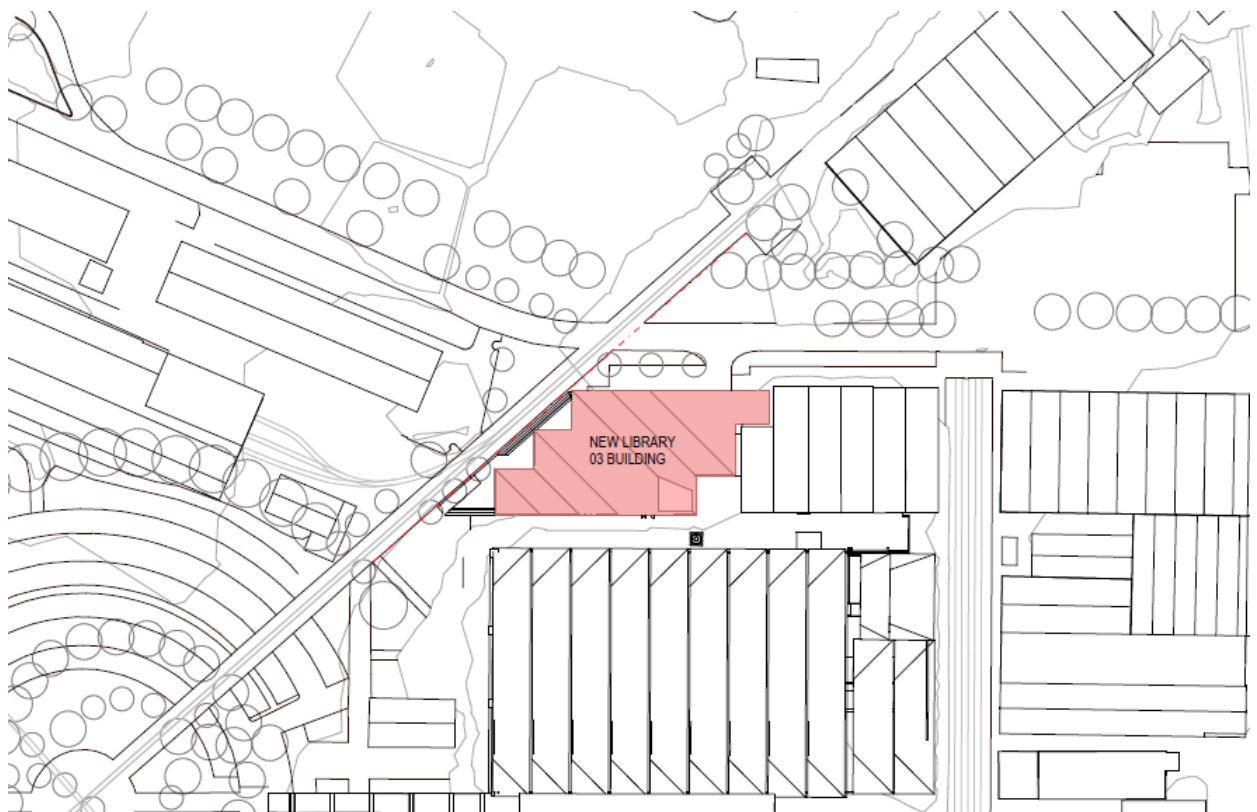
### 3.1 Development Proposal

The proposed development involves the demolition of the existing 51 space car park and construction of a new library building for the Inveresk campus. The library will have a total floor area of 3,360m<sup>2</sup> over three storeys.

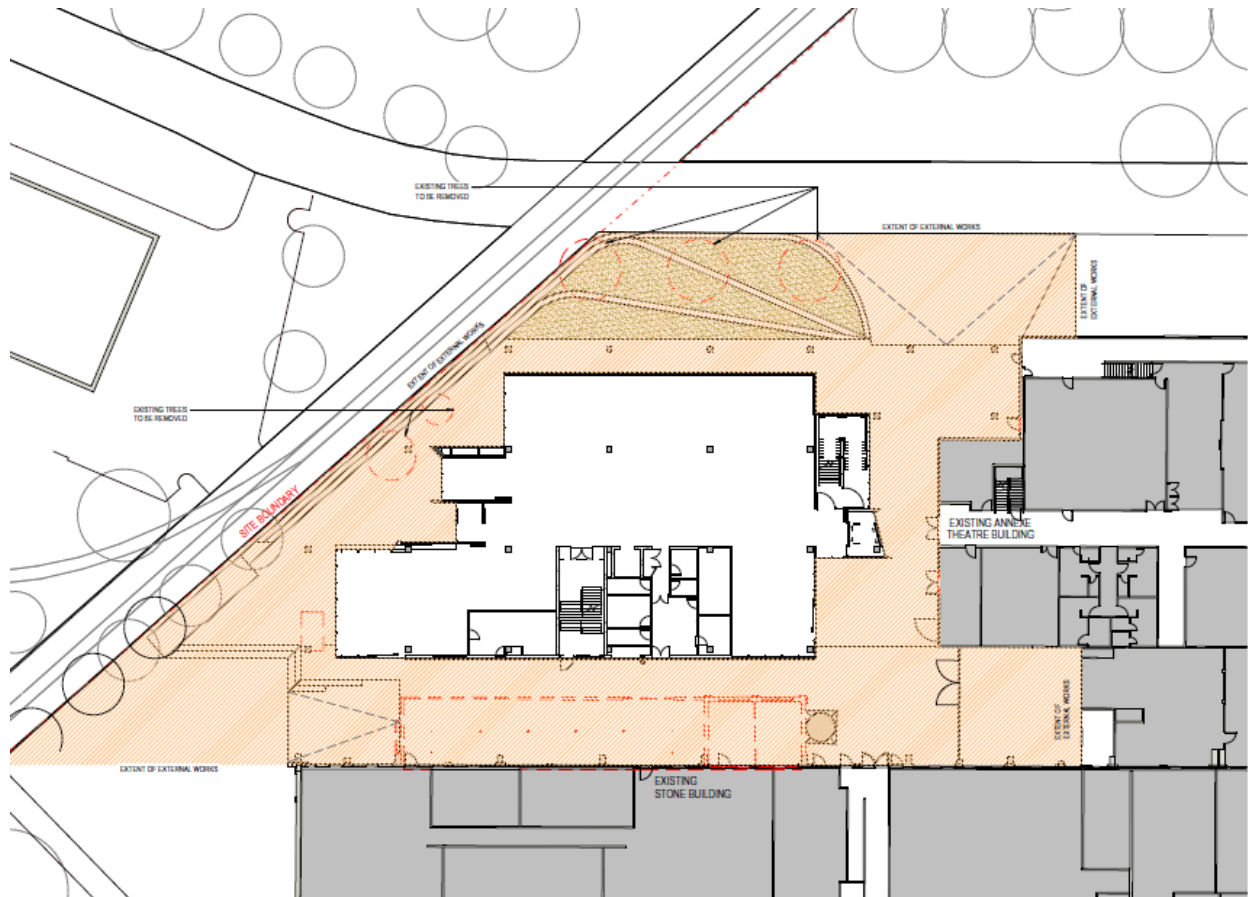
The development of the library will be progressive, as the Inveresk campus expands. In the first year of operation, it is forecast that 50 staff will be contained in the library. No additional students will be generated by the development.

The location of the library within the Inveresk campus is shown in Figure 4. The ground floor plan of proposed library is shown in Figure 5.

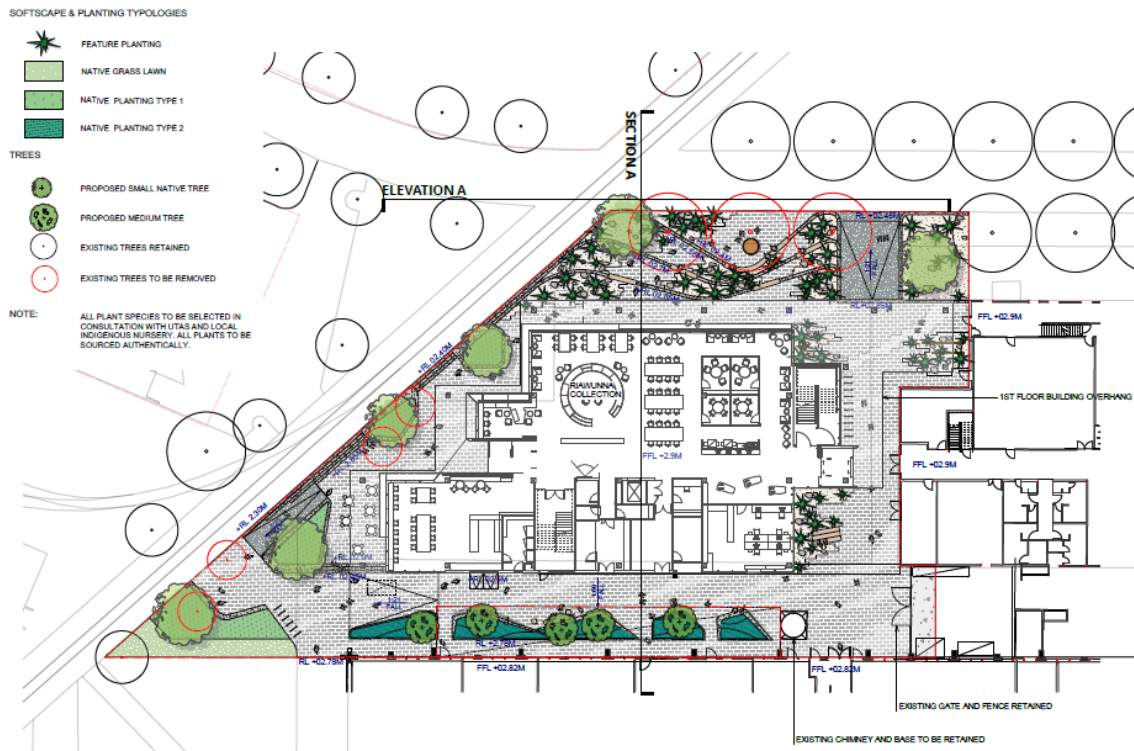
**Figure 4 Site Location Plan**



**Figure 5 Proposed Development Plans**



**Figure 6 Proposed Landscaping Plan**



## 4. Traffic Impacts

### 4.1 Traffic Generation

#### 4.1.1 Building Traffic Generation

The library will be a critical component of the Inveresk campus as the university expands in accordance with the Inveresk Master Plan.

The library itself will be ancillary to other components of the Inveresk campus and will not generate traffic. Staff working at the library will largely be reallocated from other areas of the University, with a small forecast increase of 50 staff in the first year of operations (with additional staff required as future development takes place on the Inveresk site). The net change in traffic generation for the Inveresk campus is therefore likely to be nominal, in the order of 50 vehicle two-way movements per day (assuming that the combination of multiple staff per car, staff arrival by other modes of transport, etc).

When the site is considered in isolation, the existing car park (that will be removed to facilitate the new library building) generates significantly greater traffic generation than the library, however this generation will be redistributed to other existing parking within the campus.

#### 4.1.2 Inveresk Specific Area Plan Traffic Generation

A Specific Area Plan is being developed for the Inveresk campus. The TIA associated with the SAP deals with the overall network impacts of the transformation of the Inveresk campus over time.

The SAP TIA determined that traffic growth associated with student growth at Inveresk would be as shown in Table 1.

**Table 1 Traffic Generation and Inveresk Student Population Growth**

Student Population FTE	Daily Traffic Generation	AM Peak Generation	PM Peak Generation
3,000 FTE	3,824 vpd	539 vph	425 vph
4,000 FTE	5,099 vpd	719 vph	566 vph
5,000 FTE	6,374 vpd	898 vph	708 vph
6,000 FTE	7,679 vpd	1,082 vph	853 vph
7,000 FTE	8,923 vpd	1,257 vph	991 vph
8,000 FTE	10,198 vpd	1,437 vph	1,133 vph
8,800 FTE	11,218 vpd	1,581 vph	1,246 vph

Whilst the library is an important component of the implementation of the UTAS Masterplan, its traffic generation is mostly ancillary to the traffic generation detailed in Table 1 as it only alter staff numbers but not student numbers.

Future stages of the Master Plan implementation will contribute to the traffic generation in Table 1 through increased student enrolments and staff employment.

## **4.2 Traffic Generation Impacts**

Acceptable Solution A3 of Clause E4.5.1 of the Planning Scheme states "*The annual average daily traffic (AADT) of vehicle movements, to and from a site, using an existing access or junction, in an area subject to a speed limit of 60km/h or less, must not increase by more than 20% or 40 vehicle movements per day, whichever is the greater*".

In this case the development generates less than 20% of existing volumes (the larger of 40 vpd and 20% of existing). Therefore the Acceptable Solution A3 of Clause E4.5.1 is met.

## **4.3 Pedestrian Impacts**

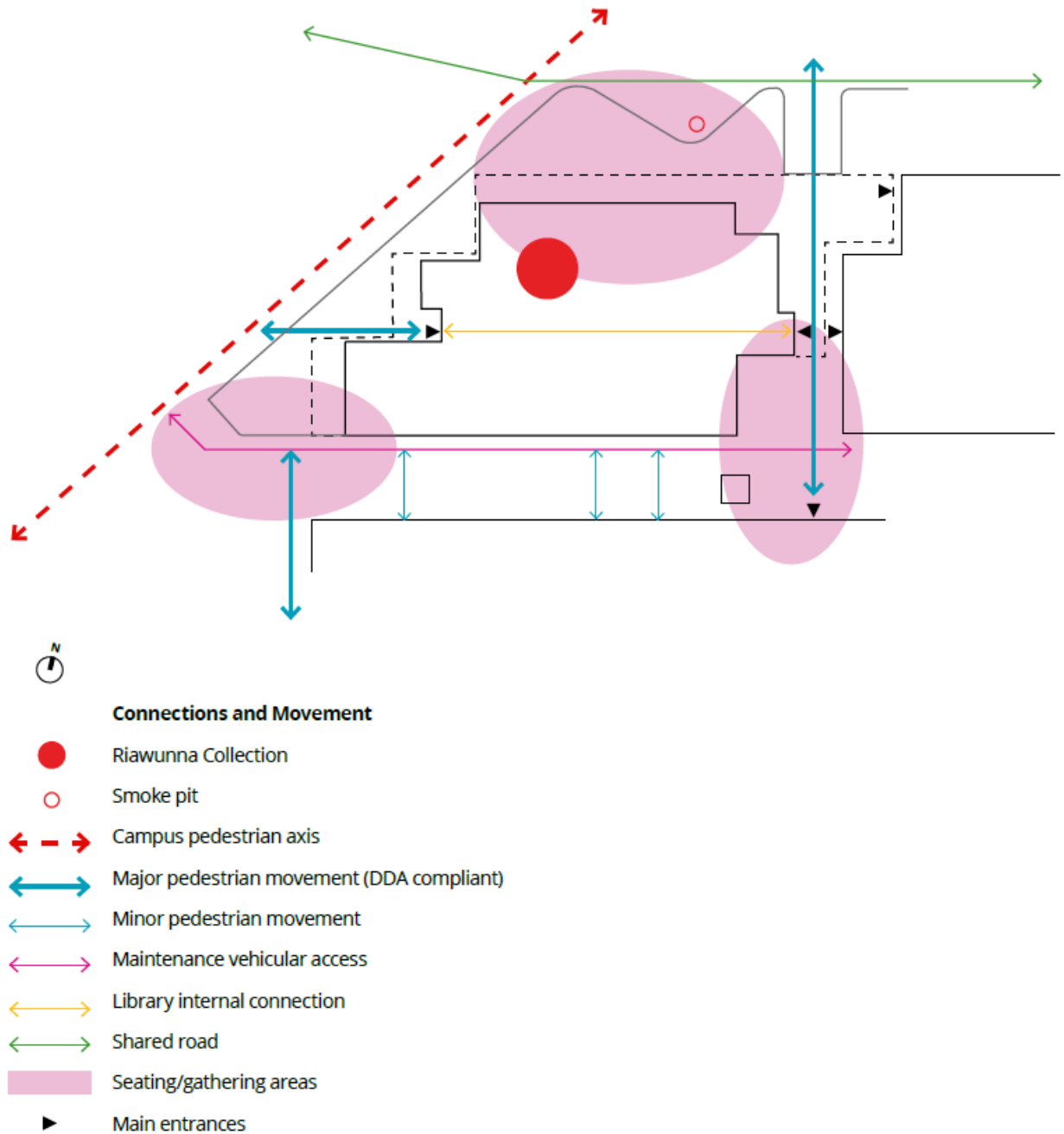
The development will generate a relatively high amount of pedestrian traffic within the campus. The library will service other nearby University buildings, which will predominantly increase pedestrian activity between these buildings.

The existing pedestrian infrastructure within the campus is considered adequate and appropriate for the increased pedestrian movements.

## **4.4 Movement Summary**

The movement of pedestrians and vehicles in and around the proposed development are summarised in Figure 7.

**Figure 7 Connections and Movement**



## 5. Parking Assessment

### 5.1 Inveresk Parking Supply

The current car parking supply of the Inveresk site is summarised in Table 2.

**Table 2 Total Inveresk Parking Supply**

Location	Weekday Spaces	Location	Weekend Spaces (events)
<i>Public Use Monday to Friday</i>		<i>City of Launceston Public Use: Events</i>	
Roundhouse car park	192 spaces	Roundhouse car park	192 spaces
Architecture car park	102 spaces	Architecture car park	102 spaces
Main car park	310 spaces	Main car park	310 spaces
Total weekday public car parking	449 spaces	'Old Bike Track'	200 spaces
		Willis Street car park	133 spaces
		<b>Total weekend/ event parking</b>	<b>937 spaces</b>
<i>Staff Use Monday to Friday</i>			
QVMAG	33 spaces		
UTAS	51 spaces		
Total staff parking	84 spaces		
<b>TOTAL Parking Supply</b>	<b>688 spaces</b>		

Note that the 310 spaces in the Main Car Park consists of 155 for public use and 155 for UTAS use.

### 5.2 Parking Provision

The development does not provide parking. The construction of the library requires the removal of 51 existing car spaces.

The ARRB Report provided details of car parking occupancy within the Inveresk Car Park in September and October 2018. The results of the survey are reproduced in Table 3

It can be seen that there is sufficient spare capacity in the parking surveys within the Inveresk car parking areas to absorb the loss of 51 car parking spaces associated with the development proposal. The ARRB surveys do not include all parking within the Inveresk site. The overall Inveresk parking supply is 688 spaces (as detailed in Table 2). Assuming that the remaining 232 spaces (mostly contained in the Roundhouse car parking area at the northern end of the Inveresk site) have similar occupancy (peak 86% occupancy), then the additional spare capacity increases to 65 spaces (33 minimum spare capacity estimated plus 32 spaces).

A Specific Area Plan (SAP) has also been drafted for the Inveresk site that will provide a framework for future development within the site. Once adopted, the SAP will ensure that sufficient parking is provided to adequately cater for the needs of the normal operations of the University.

**Table 3 Inveresk Car Parks Occupancy**

Location	Capacity	Occupancy					
		10:00AM		12:00PM		2:00PM	
		Volume	%	Volume	%	Volume	%
Circular car park – UTAS half	155	104	67%	111	71%	110	71%
Staff car park	30	22	75%	18	59%	19	65%
Tramway museum car park	12	4	34%	1	11%	1	6%
<b>TOTAL surveyed</b>	<b>197</b>	<b>130</b>	<b>66%</b>	<b>130</b>	<b>66%</b>	<b>130</b>	<b>66%</b>
<b>Spare capacity</b>		<b>67 spaces</b>		<b>67 spaces</b>		<b>67 spaces</b>	
<b>Revised spare capacity (50% increased demands) – refer to Note 1</b>		<b>33 spaces</b>		<b>33 spaces</b>		<b>33 spaces</b>	

Note 1: that whilst the ARRB surveys indicate that there is spare capacity in the Main Car Park, this spare capacity will be reduced as the remaining 155 spaces are reserved for other uses. It is therefore likely that the spare capacity will be reduced by approximately half, resulting in 33 spare spaces during all survey times.

### 5.3 Planning Scheme Requirements

The Acceptable Solution A1 of Clause E6.5.1 of the Planning Scheme states:



*"The number of car parking spaces must:*

- (a) not be less than 90% of the requirements of Table E6.1 (except for dwellings in the General Residential Zone); or*
- (b) not be less than 100% of the requirements of Table E6.1 for dwellings in the General Residential Zone; or*
- (c) not exceed the requirements of Table E6.1 by more than 2 spaces or 5% whichever is the greater, except for dwellings in the General Residential Zone; or*
- (d) be in accordance with an acceptable solution contained within a parking precinct plan".*

In this case, Table E6.1 specifies 1 space per 6 tertiary educational students and 1 space per staff for 'educational and occasional care' land use.

The development will be ancillary to the University and therefore no additional students will result, however it is forecast that 50 staff will be required in the first year of operation. The development therefore generates parking demand of 50 spaces in accordance with the Table E6.1 of the Planning Scheme.

Considering the campus as a whole, the FTE student and FTE staff numbers are currently 520 and 32 respectively. With the additional 50 staff, the parking requirement is 169 parking spaces.

When considering the parking spaces attributed to UTAS (ie. not the public parking spaces controlled by City of Launceston within the Inveresk site), a total of 102 spaces are available. This is an under-supply of 67 spaces in accordance with the Acceptable Solution.

As the development removes parking from the campus, the Acceptable Solution A1 of Clause E6.5.1 of the Planning Scheme is not met.

The Performance Criteria P1 of Clause E6.5.1 states:

*The number of car parking spaces for other than residential uses, must be provided to meet the reasonable needs of the use, having regard to:*

- (a) the availability of off-road public car parking spaces within reasonable walking distance;*
- (b) the ability of multiple users to share spaces because of:
 
  - (i) variations in car parking demand over time; or*
  - (ii) efficiencies gained by consolidation of car parking spaces;**
- (c) the availability and frequency of public transport within reasonable walking distance of the site;*
- (d) any site constraints such as existing buildings, slope, drainage, vegetation and landscaping;*
- (e) the availability, accessibility and safety of on-road parking, having regard to the nature of the roads, traffic management and other uses in the vicinity;*

- (f) *an assessment of the actual car parking demand determined in light of the nature of the use and development;*
- (g) *the effect on streetscape; and*
- (h) *the recommendations of any traffic impact assessment prepared for the proposal*

The following is relevant with respect to the development proposal:

- a. Availability of off-road car parking spaces. The development is located within a University campus with a relatively large amount of off-road car parking. The available car parking consists of a mix of staff, voucher and time restricted parking controlled by the City of Launceston and UTAS. Parking occupancy surveys indicate that there is spare capacity to absorb the loss of parking spaces associated with the development proposal (refer to Sections 5.1 and 5.2).
- b. Shared parking. The development is a library, which is ancillary to other components of the University. Students attending the university will generally travel to the site for lectures and visit the library as an ancillary trip. The principles of shared parking therefore apply to the development in the context of normal university operations. Whilst the Acceptable Solution for staff is 1 space per staff, the likely outcome of parking demand for staff will be lower.
- c. Public transport. Metro Tasmania operate a regular bus service along Invermay Road on a regular basis. The Launceston Tiger Bus also operates a frequent shuttle bus service, with a bus stop located within the campus. Travel demand surveys indicate that 9.5% of students utilise public transport for travel to the campus.
- d. Site constraints. Not applicable.
- e. On-street parking. There is a large pool of on-street parking in the surrounding area. The proposed development does not rely on the availability of on-street parking.
- f. Actual parking demand. The development is a library, which is ancillary to the normal operations of the campus. The actual parking demand for students in isolation is negligible due to its ancillary function to other components of the university. The actual parking demand relates solely to the staff located within the Library building and this demand will be lower than 1 space per staff.
- g. Effect of streetscape. Not applicable.
- h. Traffic impact assessment. This report documents the findings of a traffic impact assessment.

Based on the above assessment, the development meets the requirements of Performance Criteria P1 of Clause E6.5.1 of the Planning Scheme.

## 5.4 Bicycle Parking

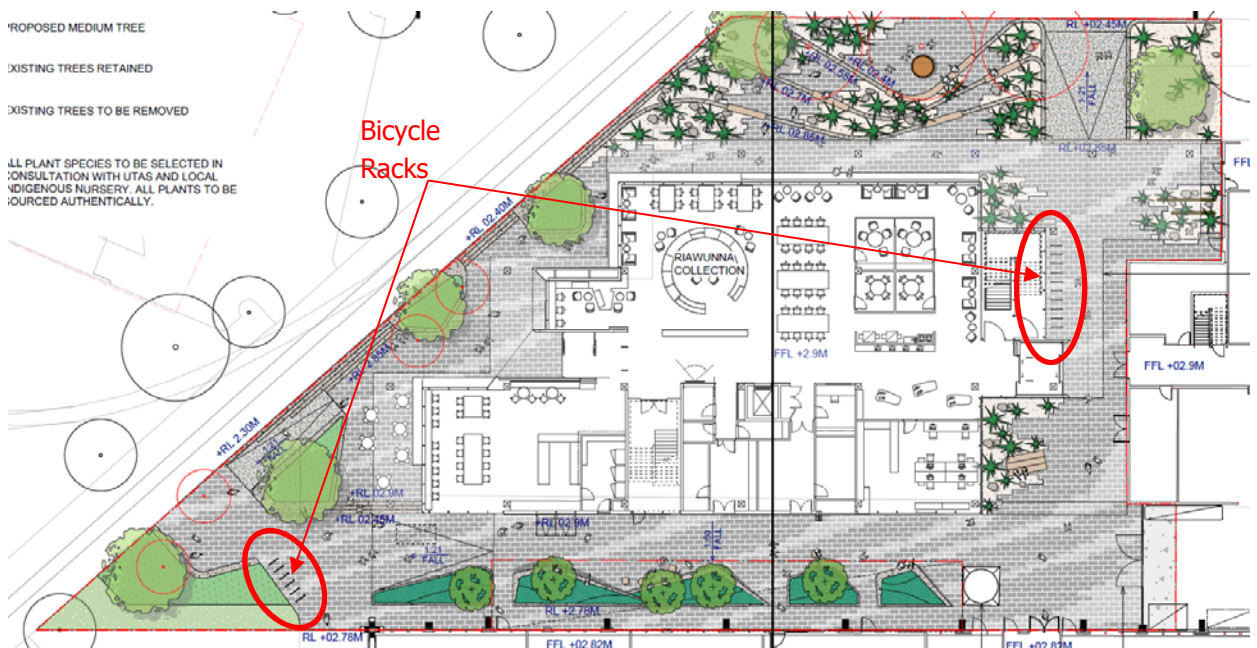
Acceptable Solution A1 of Clause E6.5.2 of the Planning Scheme states “*The number of bicycle parking spaces must be provided on either the site or within 50m of the site in accordance with the requirements of Table E6.1*”.

Table E6.1 requires 1 space per 5 employees and tertiary education students. In this case, the development is ancillary to other components of the university and therefore no bicycle parking is required for students as it does not generate more students. The development will generate staff bicycle demands for 10 bicycle spaces.

Bicycle parking is provided at the Library, as shown in Figure 8. The proposed bicycle parking caters for up to 32 bicycles.

The requirements of Acceptable Solution A1 of Clause E6.5.2 are met.

**Figure 8 Bicycle Parking**



## 5.5 Taxi Parking

Acceptable Solution A1 of Clause E6.5.3 of the Planning Scheme states “*Except for dwellings in the General Residential zone, uses that require greater than 50 car spaces by Table E6.1 must provide one parking space for a taxi on site, with one additional taxi parking space provided for each additional 50 car parking spaces required*”.

In this case the development in isolation does not require greater than 50 spaces and therefore taxi parking is not required. The Acceptable Solution A1 of Clause E6.5.3 of the Planning Scheme is met.

## 5.6 Loading Areas

Acceptable Solution A1 of Clause E6.5.5 of the Planning Scheme states “*a loading bay must be provided for uses with a gross floor area greater than 1,000 m<sup>2</sup> in a single occupancy*”.

The development proposal is greater than 1,000m<sup>2</sup> and does not provide an on-site loading bay. A delivery bay is provided for the building (located on the southeast side of the building), but this is not accessible for vehicles. The arrangements for loading will involve a vehicle stopping at the front of the building (Old Bike Track Lane) and trolley items into the building through the appropriate entry point. The operations of the building do not rely heavily on the loading and unloading of items. Loading activity is therefore infrequent and small scale in nature. This loading operation is effectively an informal on-street loading zone in an area of the campus that has very low traffic movements. The maintenance vehicle access route is shown in Figure 7.

The Acceptable Solution A1 of Clause E6.5.5 of the Planning Scheme is not met. The Performance Criteria P1 of Clause E6.5.5 of the Planning Scheme states:

*“Adequate space for loading and unloading must be provided, having regard to:*

- (a) the types of vehicles associated with the use;*
- (b) the nature of the use;*
- (c) the frequency of loading and unloading;*
- (d) the location of the site;*
- (e) the nature of traffic in the surrounding area;*
- (f) the area and dimensions of the site; and*
- (g) any site constraints such as existing buildings, slope, drainage, vegetation and landscaping”.*

The following is relevant with respect to the development proposal:

- a. Vehicle types. The library will have minimal loading requirements when operational. Loading requirements will typically consist of book deliveries (transfers to and from other campuses, new books, etc); food vending machine restocking; and courier services. These services will generally be undertaken using a small vehicle (car, van).
- b. Nature of use. The development will be a library. The library has minimal loading requirements.
- c. Frequency of loading and unloading. The frequency of loading and unloading activity is likely to be several times per week.
- d. Location of site. The site is within the Inveresk campus. The campus traffic and parking network provides a low speed environment. Service vehicles can stop in front of the building and trolley items into the building. This is considered safe and acceptable in the low speed environment.

- e. Nature of traffic. The site is within the Inveresk campus. The campus traffic and parking network provides a low speed environment that is suitable for the infrequent loading requirements of the building.
- f. Area and dimensions of the site. The area of the proposed library building leaves little available space for the provision of a loading bay.
- g. Site constraints. The area of the proposed library building leaves little available space for the provision of a loading bay with the close proximity of neighbouring buildings.

Based on the above assessment, the development meets the requirements of Performance Criteria P1 of Clause E6.5.5 of the Planning Scheme. Noting particularly:

- Loading requirements are infrequent involving small items.
- Loading activity will be undertaken by trolleying items from a delivery vehicle parked on the adjacent laneway.
- The loading activity will not impact on nearby parking or traffic activity.

## 6. Conclusions

This traffic impact assessment (TIA) investigated the traffic and parking impacts of a new library development at the University of Tasmania's Inveresk campus.

The key findings of the TIA are summarised as follows:

- The proposal involves the demolition of the existing 51 space car park and construction of a new library building. The library will have a total floor area of 3,360m<sup>2</sup> over three storeys.
- The library itself will be generally ancillary to other components of the campus and will not generate additional student enrolments. Staff working at the library will be reallocated from other areas of the University, thus resulting in a small increase of overall staff numbers. A nominal amount of additional traffic will be generated by the development when considering the campus as a whole.
- The development meets the requirements of Performance Criteria P1 of Clause E6.5.1 with regards to the provision of on-site car parking. This is on the basis that there is sufficient on-site car parking when considering the campus as a whole to cater for the loss of the 51 spaces associated with the development, as well as the small number of additional staff required.

Based on the findings of this report and subject to the recommendations above, the proposed development is supported on traffic grounds.

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**Document Status**

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0	Keith Midson	Zara Kacic-Midson	5 June 2019
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