Application for Planning Approval

Land Use Planning and Approvals Act 1993

APPLICATION NO.

DA2026/154

LOCATION OF AFFECTED AREA

232 BOYER ROAD, BRIDGEWATER

DESCRIPTION OF DEVELOPMENT PROPOSAL

PARTIAL CHANGE OF USE TO FOOD SERVICES (CAFÉ) AND ASSOCIATED INFRASTRUCTURE

A COPY OF THE DEVELOPMENT APPLICATION MAY BE VIEWED AT www.brighton.tas.gov.au AND AT THE COUNCIL OFFICES, 1 TIVOLI ROAD, OLD BEACH, BETWEEN 8:15 A.M. AND 4:45 P.M, MONDAY TO FRIDAY OR VIA THE QR CODE BELOW. ANY PERSON MAY MAKE WRITTEN REPRESENTATIONS IN ACCORDANCE WITH S.57(5) OF THE LAND USE PLANNING AND APPROVALS ACT 1993 CONCERNING THIS APPLICATION UNTIL 4:45 P.M. ON **30/11/2026**. ADDRESSED TO THE CHIEF EXECUTIVE OFFICER AT 1 TIVOLI ROAD, OLD BEACH, 7017 OR BY EMAIL AT development@brighton.tas.gov.au. REPRESENTATIONS SHOULD INCLUDE A DAYTIME TELEPHONE NUMBER TO ALLOW COUNCIL OFFICERS TO DISCUSS, IF NECESSARY, ANY MATTERS RAISED.

JAMES DRYBURGH
Chief Executive Officer

SCAN ME

Brighton
going places

IMPORTANT

1. USE WRITTEN DIMENSIONS ONLY.

2. DO NOT SCALE DRAWINGS.

3. THE CONTRACTORIS TO CHECK ALL LEVELS, DATUMS, AND DIMENSIONS IN RELATION TO THE DRAWINGS AND THE SITE BEFORE PROCEEDING WITH THE WORK OR SHOP DRAWINGS.

4. ENSURE THAT THIS DRAWING AND ANY ACCOMPANYING DETAILS AND/OR SPECIFICATIONS HAVE BEEN STAMPED AS 'APPROVED' BY THE RELEVANT LOCAL AUTHORITY.

5. THE PROPRIETOR IS TO ENSURE THAT ANY "CONDITIONS OF APPROVAL" SSUED BY THE BUILDING SURVEYOR, RELEVANT COUNCIL AND OTHER STATUTORY AUTHORITIES ARE PASSED ONTO THE CONTRACTOR BEFORE CONSTRUCTION BEGINS.

6. MATERIALS AND WORKMANSHIP SHALL CONFORM WITH RELEVANT STANDARDS, BUILDING CODE OF AUSTRALIA AND PRODUCT MANUFACTURERS WRITTEN INSTRUCTIONS.

7. ANY ALTERATION TO THE CONSTRUCTION AND/OR MATERIALS INDICATED IN THESE DRAWINGS IS TO BE APPROVED BY THE DESIGNER, THE ENGINEER, THE BUILDING SURVEYOR, AND THE PROPRIETOR BEFORE PROCEEDING WITH THE WORK.

8. IF IN DOUBT:- ASK!! CONTACT THE BUILDING DESIGNER AND/OR RELEVANT CONSULTANT.

THE PROPOSED DEVELOPMENT IS LOCATED WITHIN THE FOLLOWING AREAS OF THE TASMANIAN PLANNING SCHEME (Brighton):-

- 21.0 AGRICULTURE ZONE.
- BUSHFIRE PRONE AREA.

SITE KEY

A — EXISTING RESIDENCE.

B — EXISTING OUTBUILDING (SHED).

C — RETROSPECTIVE APPROVAL SOUGHT: - CHANGE OF USE - EXISTING HAY SHED CONVERTED FOR SALE OF FRUIT & VEGETABLES GROWN ON THE PROPERTY; AND COFFEE, CAKES/SCONES.

D — VERANDAH ROOF ADDITION. RETROSPECTIVE APPROVAL SOUGHT.

SITE COVERAGE (TASMANIAN PLANNING SCHEME - BRIGHTON)

EXISTING RESIDENCE - 325m² (approx).

EXISTING COLORBOND SHED/GARAGE - 275m² (approx).

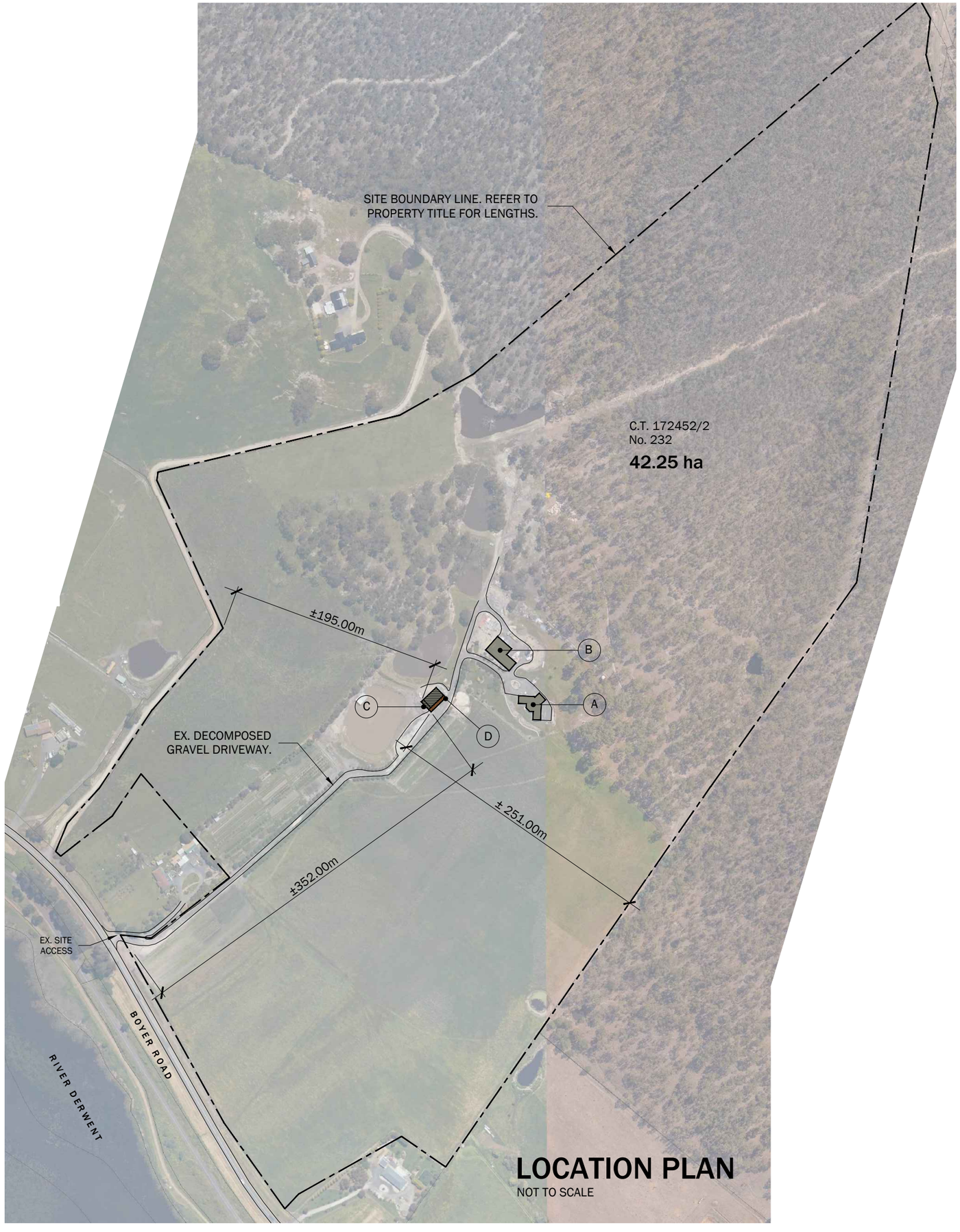
EXISTING HAY SHED - 162m²

VERANDAH ROOF - 57m²

TOTAL AREA - 819m²

SITE AREA - 422 500m²

TOTAL SITE COVERAGE - 0.19%



LOCATION PLAN
NOT TO SCALE

MATT GILLEY
BUILDING DESIGNER

PO BOX 224 LINDISFARNE
TASMANIA 7015

matt.gilley@bigpond.com
0437 499 238
LICENCE No. CC5666C

PROJECT:

CHANGE OF USE

No. 232 BOYER ROAD BRIDGEWATER

S. & D. CHAPLIN

DATE: **NOV 2026**

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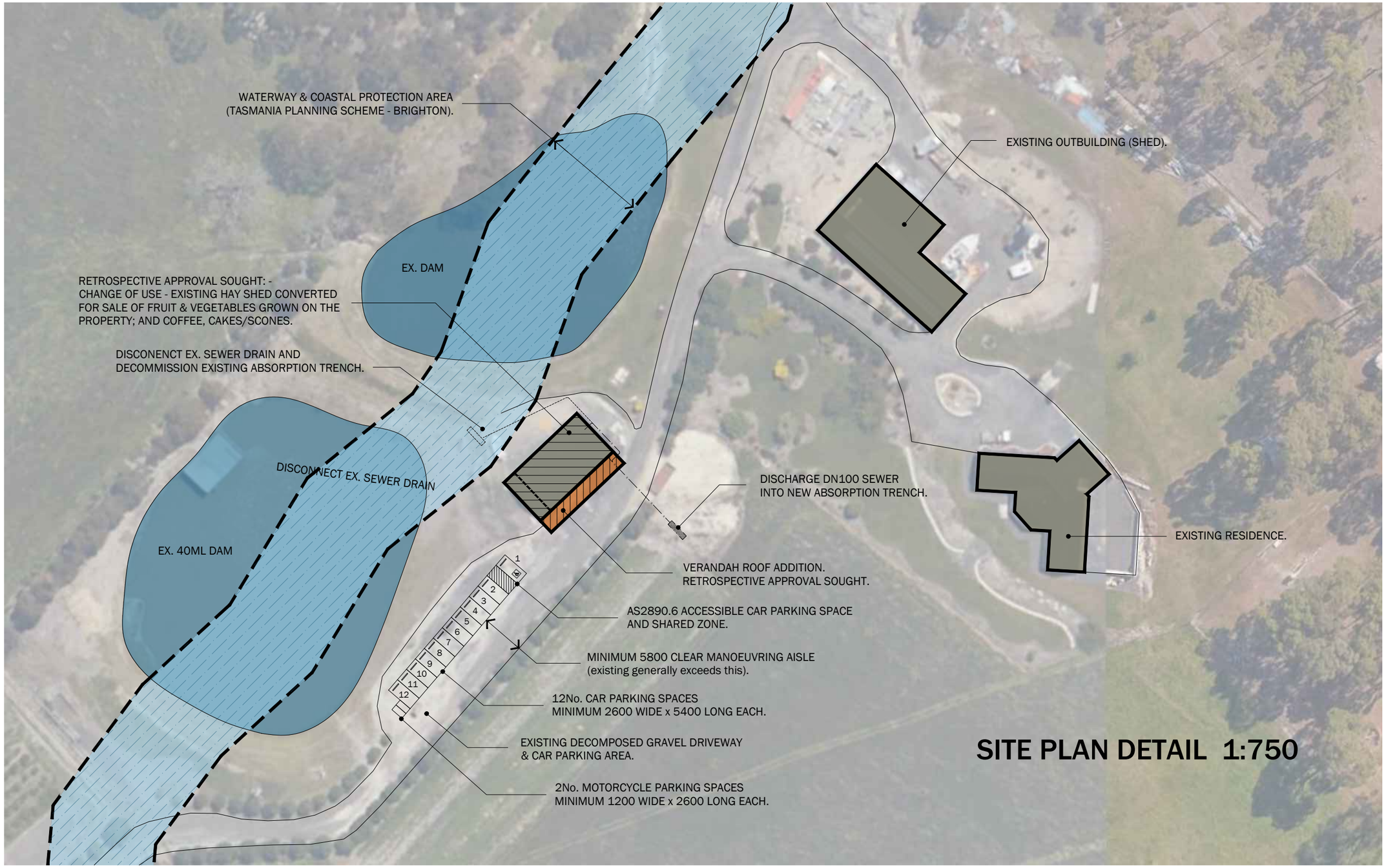
SITE PLAN

SCALE: **1:500 (A3)**

DRAWING No:

A01

SHEET: **1** OF 8



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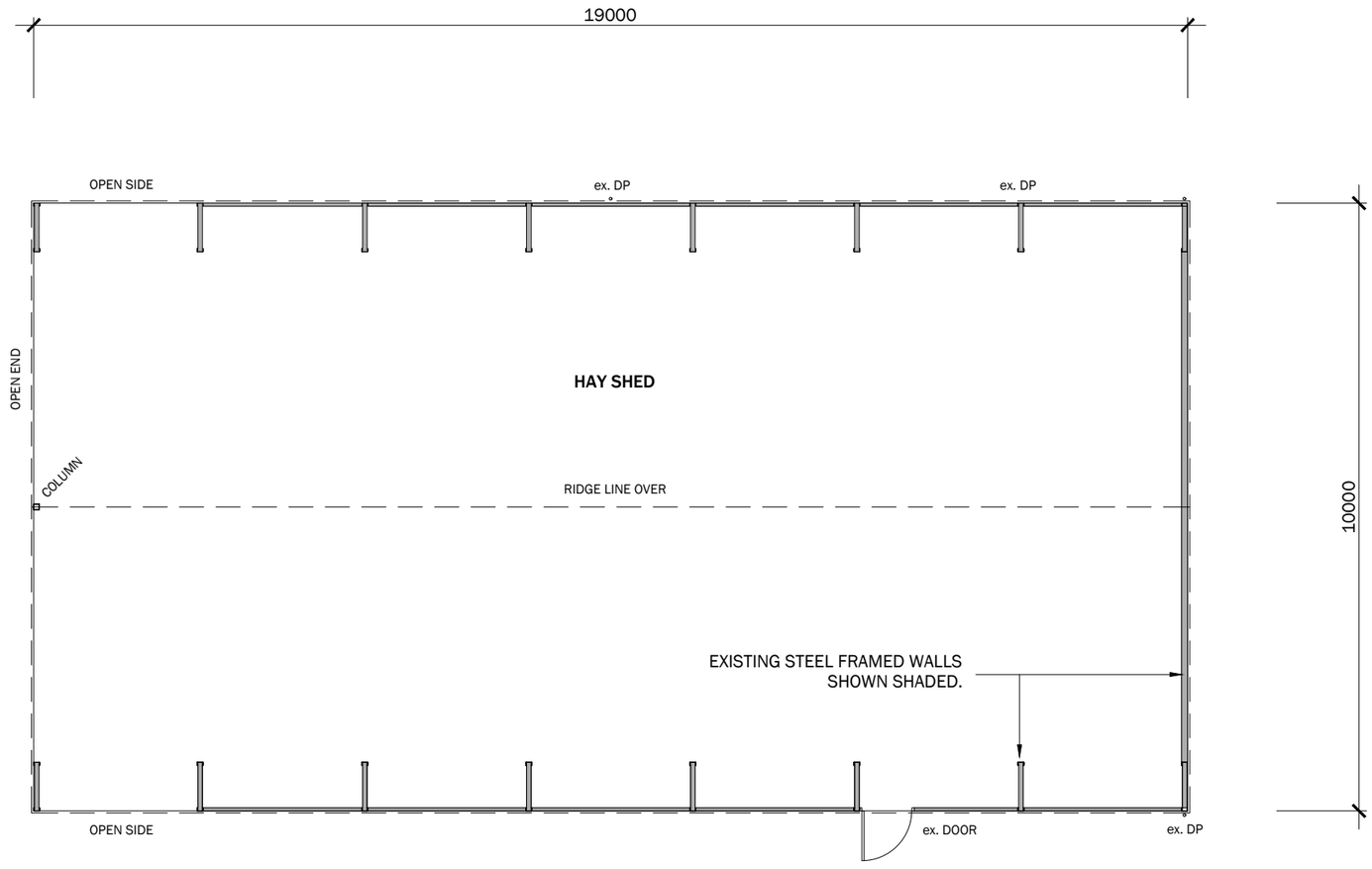
TITLE:

SITE PLAN
- DETAIL

SCALE: **1:750 (A3)**
DRAWING No:

A02

SHEET: **2** OF 8



FLOOR PLAN 1:100

AS PER PREVIOUSLY APPROVED USE

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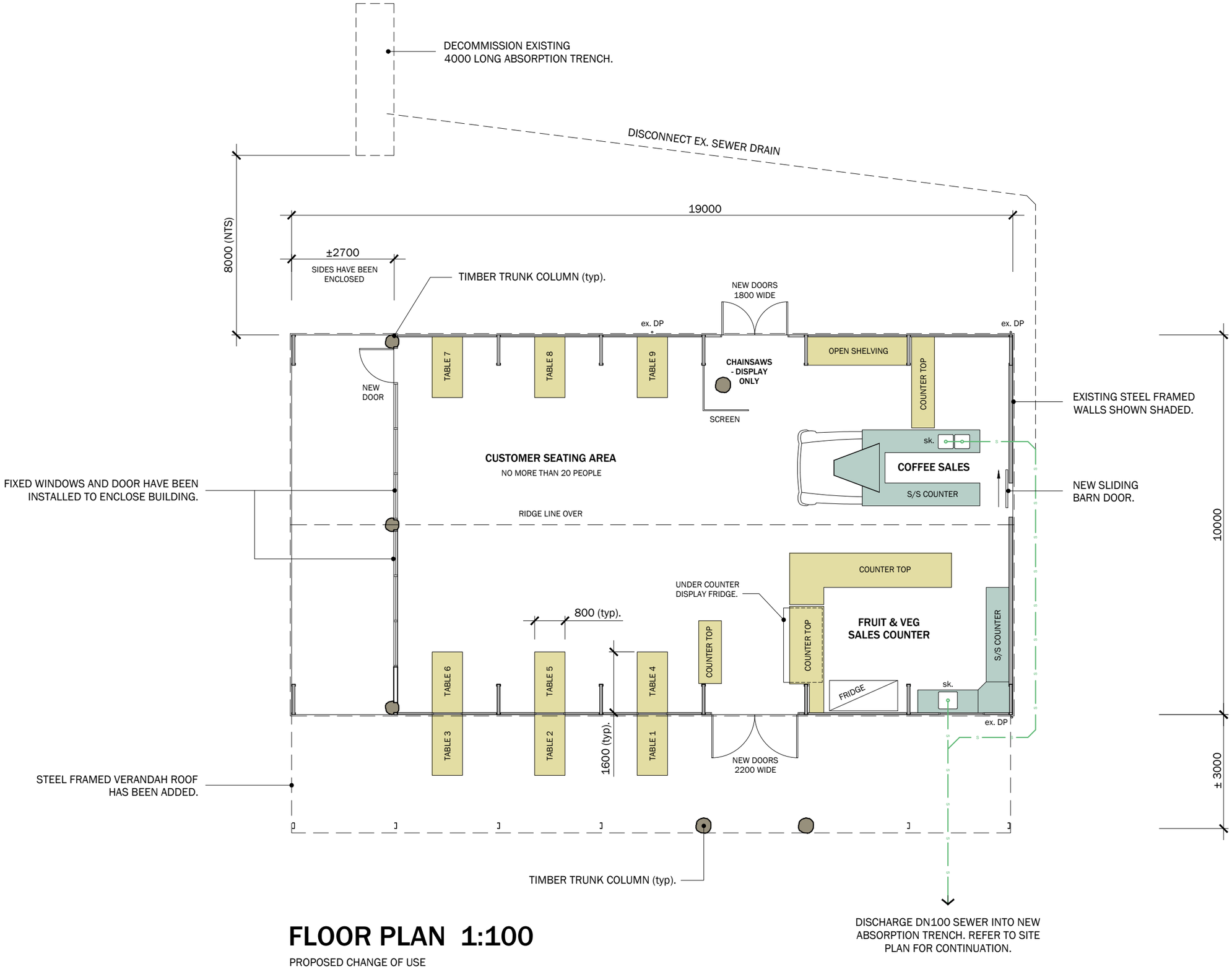
DEMOLITION PLAN

SCALE: **1:100 (A3)**

DRAWING No:

A03

SHEET: **3** OF 8



FLOOR PLAN 1:100

PROPOSED CHANGE OF USE

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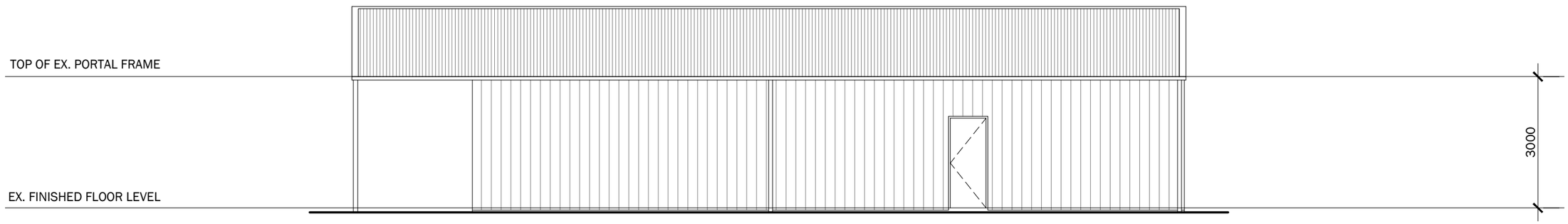
FLOOR PLAN

SCALE: **1:100 (A3)**

DRAWING No:

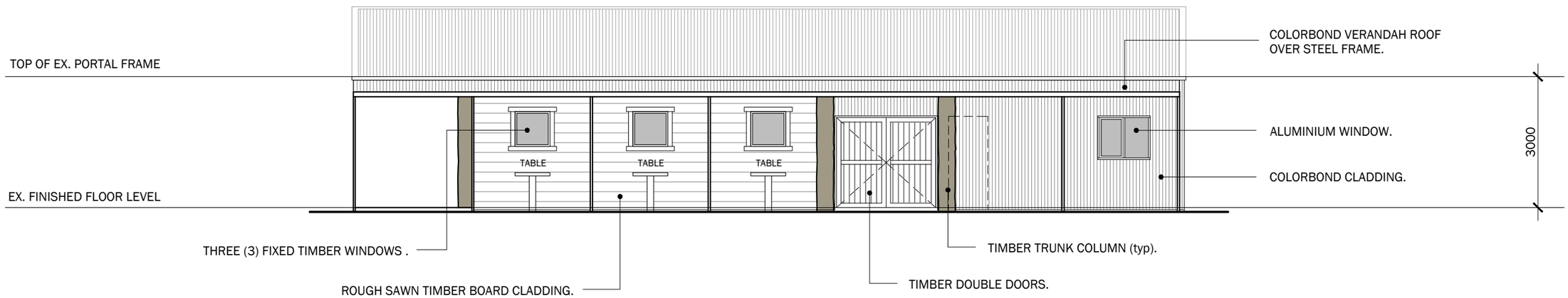
A04

SHEET: **4** OF 8



SOUTH EAST ELEVATION 1:100

AS PER PREVIOUSLY APPROVED USE



SOUTH EAST ELEVATION 1:100

PROPOSED CHANGE OF USE

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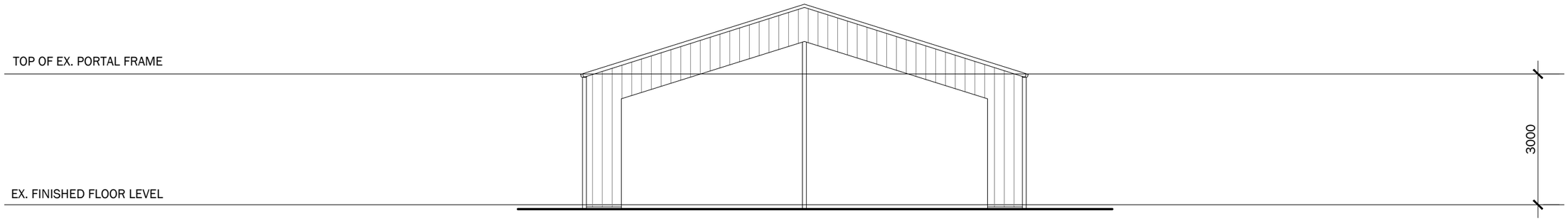
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EXTERIOR ELEVATIONS

SCALE: **1:100 (A3)**
DRAWING No:

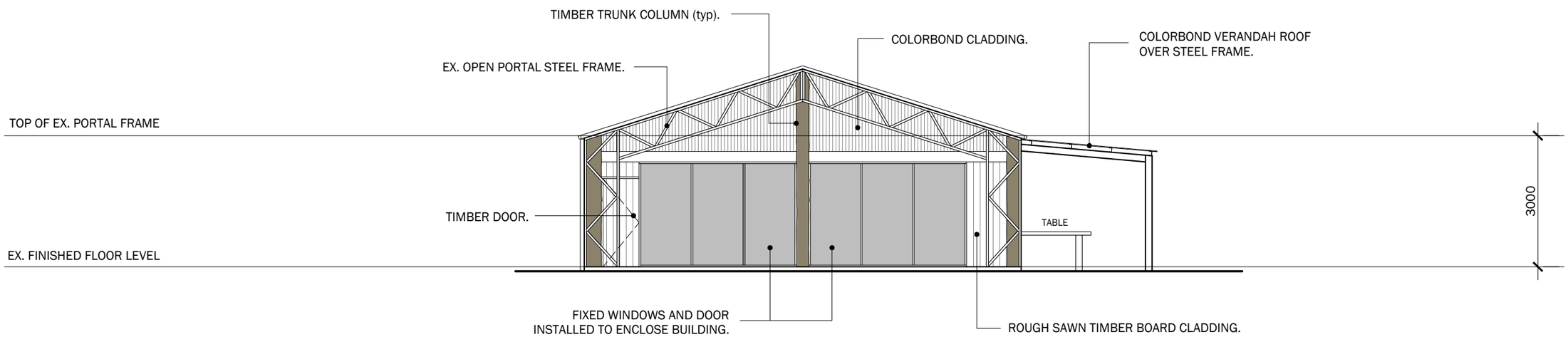
A05

SHEET: **5** OF 8



SOUTH WEST ELEVATION 1:100

AS PER PREVIOUSLY APPROVED USE



SOUTH WEST ELEVATION 1:100

PROPOSED CHANGE OF USE

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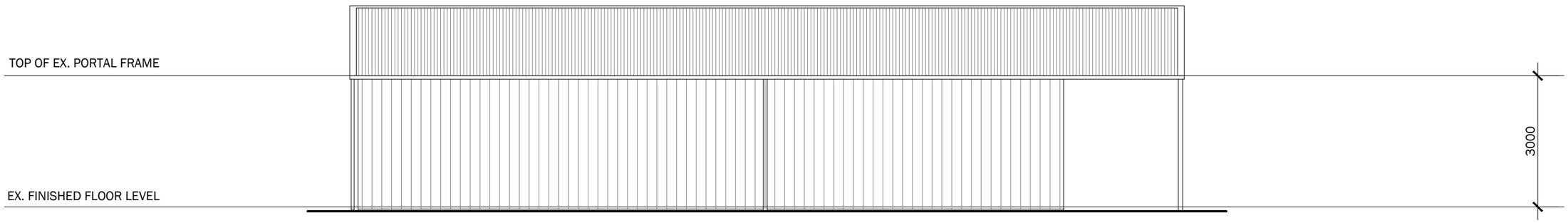
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EXTERIOR ELEVATIONS

SCALE: **1:100 (A3)**
DRAWING No:

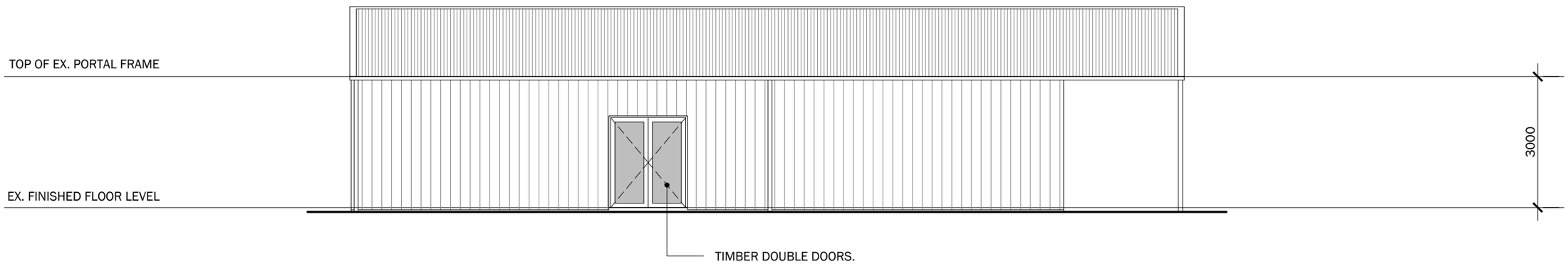
A06

SHEET: **6** OF 8



NORTH WEST ELEVATION 1:100

AS PER PREVIOUSLY APPROVED USE



NORTH WEST ELEVATION 1:100

PROPOSED CHANGE OF USE

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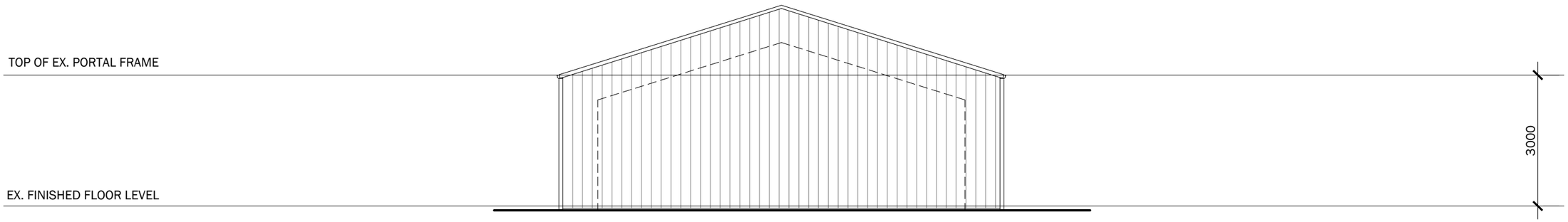
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EXTERIOR ELEVATIONS

SCALE: **1:100 (A3)**

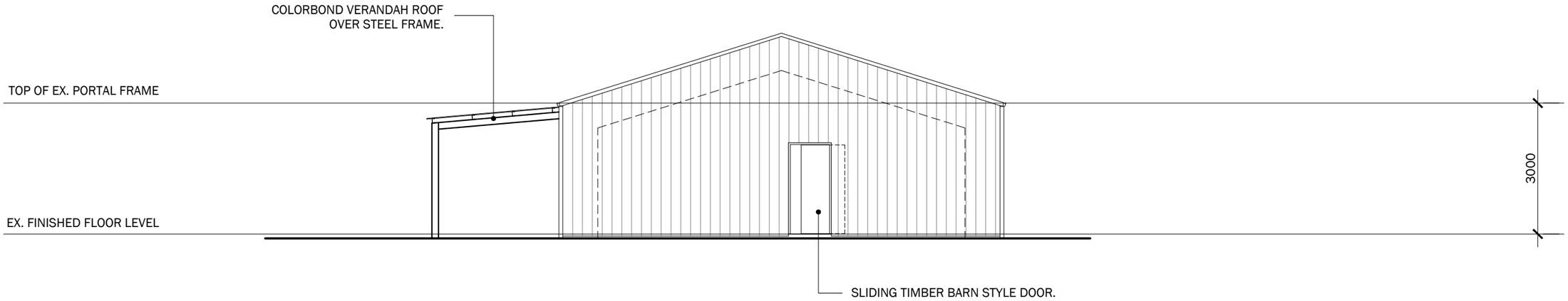
DRAWING No:

A07



NORTH EAST ELEVATION 1:100

AS PER PREVIOUSLY APPROVED USE



NORTH EAST ELEVATION 1:100

PROPOSED CHANGE OF USE

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TITLE:

EXTERIOR ELEVATIONS

SCALE: **1:100 (A3)**

DRAWING No:

A08

SHEET: **8** OF 8

Land Use Planning and Development Tasmania Pty Ltd

Peter Coney; Grad Dip Env Planning
planning@lupad.com.au

232 Boyer Road, Bridgewater

Request for additional information response DA2026/00154

General Manager, Brighton Council

Attention Jo Blackwell
By Email: development@Brighton.tas.gov.au

Dear Jo,

I have been asked by S R and D J Chaplin to provide a written response to the performance criteria set out in clause 21.3.1 P1 – P3, as requested by you in your letter dated 06 August 2026.

I have attended the site, and spoken with Shan and Debbie regarding their intentions, and can provide the following, which I expect will satisfy the request of your letter.

In short, the proposal is for a Food Services use which though not directly associated and subservient to the Resource Development use on site, neither constrains an existing or adjoining agricultural use, and is entirely complementary to the existing Resource Development use on site.

Proposal

The proposal is for the retrospective approval of a building, which is to be used as a farmgate for the Resource Development use on site, selling fruit and vegetables grown on site.

Alongside this farmgate use is a component of café type Food Services, offering food prepared both on and offsite, and which is to varying degrees either associated with the farm by provision of jams prepared with fruit grown on site, or baked goods, coffee and tea which are prepared with offsite foodstuffs. One of the key drivers of the proposal is to complement the growing and sale of fruit and vegetables with an attractive place for customers to sit and experience the farm and its operation.

The Food Services component is to be run by the owners of the farm, and is operationally intertwined with the farmgate.

Site and Locality

The site is a 43ha agricultural holding on the north side of Boyer Road. The site includes a dwelling, various outbuildings associated with the agricultural use, stock dams, improved pastures for grazing of beef cattle, vegetable plots, an orchard of fruit trees, and a plot for soft fruits. At the upper elevations of the site there is an extensive tract of bushland which is subject to a conservation covenant.



Figure 1, site (blue) with respect to the surrounds (LISTmap).

Applicable Use Standards

21.2 Use Table

The proposed shed will provide for both the Resource Development use, by way of the associated retail sales (farm gate), as well as a café style food services use. Though the Food Services use is operated by the owners of the farm, and includes the sale of foods which are prepared with produce grown on site as an allied function of the retail use, admittedly some food sold is not directly associated with produce grown on site.

The Use table provides that Food Services is permissible as either a permitted use, or as a discretionary use dependant on whether the use is associated with a Resource Development or Resource Processing use. A clear example would be an ice creamery associated with soft fruit growing (Kate's Berry Farm in Swansea), or a cellar door, which also provides food in association with wine sales appurtenant to vineyard.

The degree of association which may tend to the Food Services use being either permitted or discretionary is not specifically provided for in the Scheme. It is clear the proposed Food Services use is not to be categorised per clause 6.2.2 as *directly associated with and a subservient part* of the Resource Development use (as the retail component may); but to what end the association by way of shared operation, shared staffing, shared parking areas etc all may tend to the sort of association anticipated by the Use Table qualification allowing for categorisation as a permitted use, *if associated with Resource Development,* is not readily ascertainable.

At the least, given the use is demonstrably permissible when considered against the performance criteria of the discretionary use standards, to contend the use is instead permitted without examining the broader impacts on agriculture does less to demonstrate the appropriateness, and may invite criticism that the manner in which the proposal fulfills the purpose of the zone has not been considered at all.

Therefore, an assessment against the discretionary use standards is a reasonable approach.

21.3.1 Discretionary uses

Objective:	That uses listed as Discretionary: (a) support agricultural use; and (b) protect land for agricultural use by minimising the conversion of land to non-agricultural use.

Acceptable Solutions	**Performance Criteria**
A1 No Acceptable Solution.	P1 A use listed as Discretionary, excluding Residential or Resource Development, must be required to locate on the site, for operational or security reasons or the need to contain or minimise impacts arising from the operation such as noise, dust, hours of operation or traffic movements, having regard to: (a) access to a specific naturally occurring resource on the site or on land in the vicinity of the site; (b) access to infrastructure only available on the site or on land in the vicinity of the site; (c) access to a product or material related to an agricultural use; (d) service or support for an agricultural use on the site or on land in the vicinity of the site; (e) the diversification or value adding of an agricultural use on the site or in the vicinity of the site; and (f) provision of essential Emergency Services or Utilities.

The Food Services use has direct synergy with the Resource Development use by way of shared foodstuffs which are grown onsite being incorporated into the foods sold (i.e. Jams made from fruits grown onsite), but also staffing, use of parking areas (retail and Food Services use all share the same parking), and the use of a single building all tending to an operational reason for the use to be located onsite.

Though Food Services may not require access to a specific naturally occurring resource per (a), nor is there some specific infrastructure beyond the use of the carpark and driveway per (b); there is a clear relationship to the products of the agricultural use which are grown on site per (c).

For (d), the support which a Food Services use may provide for the viability of an agricultural use by complementing produce sales, and diversifying income streams is of particular importance for small scale farmers. Diversification of small-scale operations is an essential component of the ongoing viability of agriculture in Tasmania, tending to innovation, and investment back into resource development components of the farm. This is relevant for (d) and (e).

(f) is not considered relevant.

Having regard for the above, the proposal is considered to meet the performance criteria.

A2 No Acceptable Solution.	**P2** A use listed as Discretionary, excluding Residential, must minimise the conversion of agricultural land to non-agricultural use, having regard to: (a) the area of land being converted to non-agricultural use; (b) whether the use precludes the land from being returned to an agricultural use; (c) whether the use confines or restrains existing or potential agricultural use on the site or adjoining sites.

The Food services use is reliant on a single building which is shared with the retail component, directly associated and subservient to the Resource Development use of fruit and vegetable production. The car park as supporting infrastructure again is shared.

For simplicities sake, all of these non-productive improvements however shared would not exceed 1300m², which on balance of the 17ha+ areas available for Resource Development (not including dams) is a negligible conversion.

For (b), ultimately as a shed style building, it will be entirely useful for a return to solely agricultural use should there be a cause to revert at any time in the future. Again, the footprint as a conversion of productive land is negligible on balance of the areas which are available, and are to remain as productive land.

For (c), the use is entirely manageable alongside the Resource Development component. It is not a sensitive use, and in many senses provides visitors with an opportunity to appreciate a working farm, raising the profile of agriculture in the area.

The performance criteria are considered to be met.

A3 No Acceptable Solution.	**P3** A use listed as Discretionary, excluding Residential, located on prime agricultural land must: (a) be for Extractive Industry, Resource Development or Utilities, provided that: (i) the area of land converted to the use is minimised; (ii) adverse impacts on the surrounding agricultural use are minimised; and (iii) the site is reasonably required for operational efficiency; or (b) be for a use that demonstrates a significant benefit to the region, having regard to the social, environmental and economic costs and benefits of the proposed use.

The land is not considered prime agricultural land within the meaning of the Land Capability Handbook, Guidelines for the Classification of Agricultural Land in Tasmania (Grose, 1999). Instead, the site is shown on the land capability layer as being a mixture of classes 4, 5 and 6, where the proposal specifically is located on land of class 5 (ref figure 2). The proposal is therefore not reliant on the performance criteria under P3.

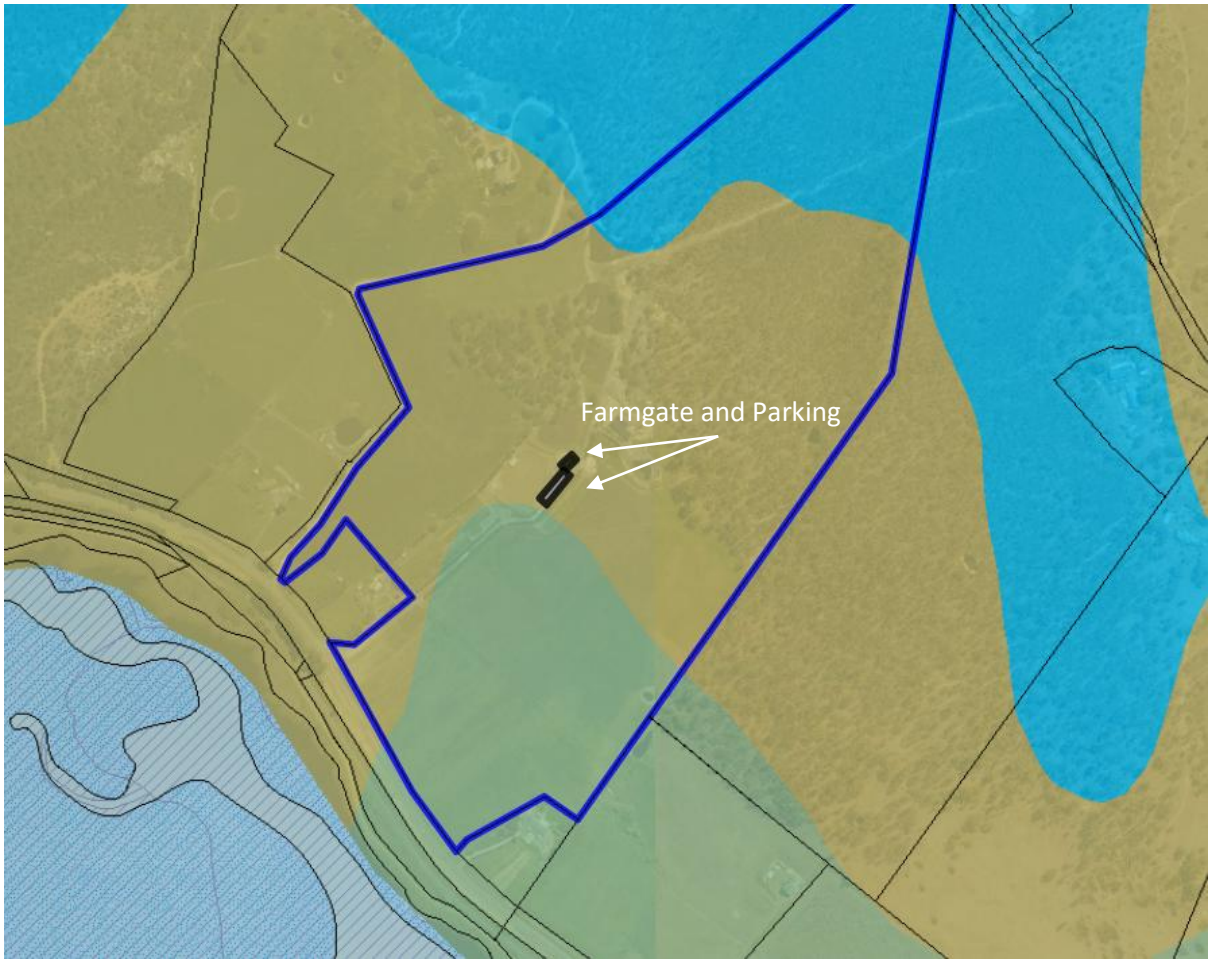


Figure 2. Site with key components of the proposal identified relative to the Land Capability layer, as informed by methodology of Grose C.J. (Ed) 1999, Land Capability Handbook. Guidelines for the Classification of Agricultural Land in Tasmania. Second Edition, Department of Primary Industries, Water and Environment, Tasmania, Australia. Land Capability is shown as class 6 (blue), class 5 (brown) and Class 4 (green), neither of which are *Prime Agricultural Land.*

A4	**P4**
No Acceptable Solution.	A Residential use listed as Discretionary must: (a) be required as part of an agricultural use, having regard to: (i) the scale of the agricultural use; (ii) the complexity of the agricultural use; (iii) the operational requirements of the agricultural use;

	(iv) the requirement for the occupier of the dwelling to attend to the agricultural use; and (v) proximity of the dwelling to the agricultural use; or (b) be located on a site that: (i) is not capable of supporting an agricultural use; (ii) is not capable of being included with other agricultural land (regardless of ownership) for agricultural use; and (iii) does not confine or restrain agricultural use means use of the land for propagating, cultivating or harvesting plants or for keeping and breeding of animals, excluding domestic animals and pets. It includes the handling, packing or storing of plant and animal produce for dispatch to processors. It includes controlled environment agriculture and plantation forestry. on adjoining properties.

The proposal is not for a residential use, therefore it is not reliant on A4/P4.

Conclusion

As identified above, the proposal is for a Food Services use which is entirely complementary to the existing Resource Development use. Though it is not immediately clear whether the proposed scale of association of the Food Services use with the existing Resource Development use is of the type which the Use Table entertains as permissible by qualification as a permitted use; having regard for the performance criteria of the Discretionary Use standards as outlined above, it can be seen that the use is supportable in any event, as one which provides for diversification in support of an agricultural use, whilst being of a scale which does not without unnecessarily fetter or convert land to the point it cannot be used for agriculture.

Such a use is entirely consistent with the purpose of the Agriculture Zone.

If you have any questions or would like to discuss the contents of this letter, please contact me.



Regards, Peter Coney

Director, Land Use Planning and Development Tasmania

MIDSON
traffic
pty ltd

S & D Chaplin

232 Boyer Road, Bridgewater
Traffic Impact Statement

October 2026

CELEBRATING 18 YEARS
2008 - 2026

Contents

1. Introduction 4
   - 1.1 Background 4
   - 1.2 Traffic Impact Statement 4
   - 1.3 Statement of Qualification and Experience 4
   - 1.4 Subject Site 5
   - 1.5 Reference Resources 6
2. Existing Conditions 7
   - 2.1 Transport Network 7
   - 2.2 Road Safety Performance 7
3. Proposed Development 9
   - 3.1 Development Proposal 9
4. Traffic Impacts 11
   - 4.1 Trip Generation 11
   - 4.2 Access Impacts 12
   - 4.3 Sight Distance 15
   - 4.4 Road Safety Impacts 15
5. Parking Assessment 17
   - 5.1 Parking Provision 17
   - 5.2 Planning Scheme Requirements 18
   - 5.3 Car Parking Layout 23
   - 5.4 Construction of Parking Areas 24
6. Conclusions 25

Figure Index

Figure 1	Subject Site & Surrounding Road Network	6
Figure 2	Boyer Road Weekday Hourly Traffic Flow	7
Figure 3	Proposed Development Plans	10
Figure 4	Floor Plans	10
Figure 5	Car Parking Layout	17

Table Index

Table 1	Planning Scheme Parking Requirements	19

1. Introduction

1.1 Background

Midson Traffic were engaged to prepare a traffic impact statement (TIS) for a proposed change of use at 232 Boyer Road, Bridgewater. The application seeks retrospective approval for the conversion of an existing hay shed to accommodate the sale of fruit and vegetables grown on the property, together with coffee, cakes and scones, and an associated veranda addition.

Brighton Council has requested additional information addressing the Parking and Sustainable Transport Code and the Road and Railway Assets Code of the Tasmanian Planning Scheme – Brighton. The request relates to traffic generation, the number and design of car parking spaces, and pedestrian access within the parking area.

This TIS has been prepared to address Council's request. It assesses the traffic generation and parking demand associated with the proposed use, the suitability of the parking and access arrangements, and the implications for the safety and efficiency of the surrounding road network. Where the acceptable solutions are not satisfied, the assessment addresses the relevant performance criteria.

1.2 Traffic Impact Statement

A traffic impact statement (TIS) is a focused assessment of the traffic and parking issues associated with a proposed development. The scope and level of detail are tailored to the scale and nature of the proposal and the matters requiring assessment.

This TIS has been prepared with reference to Building Tasmania's *Traffic Impact Assessment Guidelines*, August 2020. It provides an impartial assessment of the traffic and parking implications of the proposed development to assist Council in determining the application.

The assessment addresses Council's request for additional information concerning traffic generation, parking provision and layout, and pedestrian access. It considers the requirements of the Parking and Sustainable Transport Code and the Road and Railway Assets Code of the Tasmanian Planning Scheme – Brighton, including the relevant performance criteria where the acceptable solutions are not satisfied.

A traffic impact assessment (TIA) is a broader investigation of the effects of a proposed development on the transport network. A TIS applies the same assessment principles but focuses on the particular issues relevant to the proposal, with a level of analysis proportionate to its likely impacts.

1.3 Statement of Qualification and Experience

This TIS has been prepared by an experienced and qualified traffic engineer in accordance with the requirements of Council's Planning Scheme and Building Tasmania's, *Traffic Impact Assessment Guidelines*, August 2020, as well as Council's requirements.

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

- 30 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); Engineering Executive (EngExec)

1.4 Subject Site

The subject site is located at 232 Boyer Road, Bridgewater, and comprises Certificate of Title 172452/2. The property has an area of approximately 42.25 hectares and is zoned Agriculture under the Tasmanian Planning Scheme – Brighton.

The site accommodates an existing dwelling, agricultural outbuildings and land used for growing fruit and vegetables. The proposed use is located within a former hay shed that has been adapted for produce sales and the sale and consumption of coffee, cakes and scones. A veranda has also been added to the building.

Vehicular access is provided via an existing crossover from Boyer Road. An internal gravel driveway connects the crossover to the former hay shed, dwelling and other outbuildings. An existing consolidated gravel area near the former hay shed provides customer parking, with 13 spaces proposed, comprising 12 standard spaces and one accessible space.

The subject site and surrounding road network is shown in Figure 1.

Figure 1 Subject Site & Surrounding Road Network



Image Source: LIST Map, DPIPWE

1.5 Reference Resources

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

- Tasmanian Planning Scheme – Brighton, 2021 (Planning Scheme)
- Austroads, *Guide to Traffic Management,* Part 12: *Integrated Transport Assessments for Developments*, 2020
- Austroads, Guide to Road Design, Part 4A: Unsignalised and Signalised Intersections, 2026
- Building Tasmania, *Traffic Impact Assessment Guidelines*, 2020
- Transport for NSW, *Guide to Transport Impact Assessment*, 2024 (TfNSW Guide)
- Australian Standards, AS2890.1, *Off-Street Parking*, 2004 (AS2890.1)

2. Existing Conditions

2.1 Transport Network

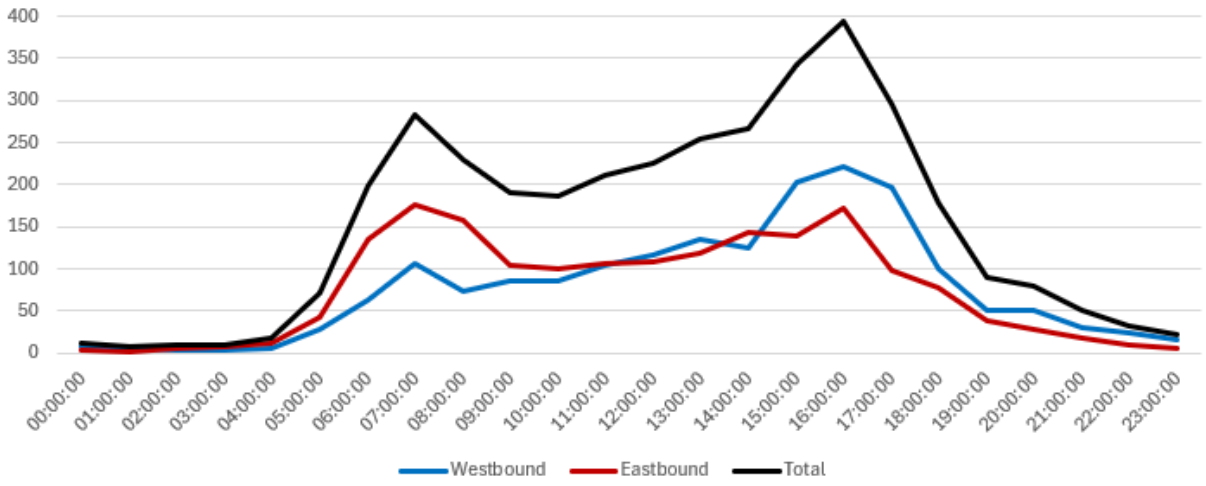
For the purposes of this report, the transport network consists of Boyer Road only.

Boyer Road is a State government owned road that connects between the Midland Highway in Bridgewater and Rocks Road in New Norfolk along the eastern shore of the Derwent River. It has a two-lane configuration with a sealed pavement width of 6-metres. Edge and centre lines are provided along its length near the subject site. Boyer Road is not proclaimed as a Limited Access Road.

Under the Tasmanian Road Hierarchy, Boyer Road is categorised as a category 5 road. Boyer Road currently carries 3,500 vehicles per day[1] near the subject site, with a peak flow of approximately 450 vehicles per hour (PM peak). The heavy vehicle proportion of traffic is 12.6%. The hourly distribution of traffic flow on Boyer Road west of Sorell Street is shown in Figure 2.

Boyer Road adjacent to the subject site is shown in **Error! Reference source not found.**.

Figure 2 Boyer Road Weekday Hourly Traffic Flow



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.

[1] Building Tasmania traffic data, 202

Crash data was obtained from the Building Tasmania between 1st January 2020 and 30th June 2025 for Boyer Road approximately 1-kilometre in both directions from the site.

Four crashes were reported during this period:

- 18 January 2020: A rear-end collision involving two light vehicles on Boyer Road. The crash resulted in property damage only, with inattentiveness recorded as a contributing factor.
- 25 July 2021: A single light vehicle departed the road on a right-hand bend and struck an object or parked vehicle. The crash severity was recorded as unknown. Alcohol and exceeding the speed limit were recorded as contributing factors.
- 21 June 2023: A single light vehicle crash classified as "other manoeuvring", recorded at an off-road location. The crash resulted in property damage only, with the contributing factor undetermined.
- 6 May 2024: A single light vehicle crash involving an animal on Boyer Road. The crash resulted in property damage only and occurred during darkness.

Three of the four crashes resulted in property damage only, while the severity of the remaining crash was unknown. The records comprise differing crash circumstances and do not demonstrate a recurring crash pattern associated with vehicles entering or leaving the subject site. The off-road manoeuvring crash has limited relevance to the safety performance of Boyer Road.

The available crash history does not identify a recurring access-related road safety issue near the subject site on Boyer Road.

3. Proposed Development

3.1 Development Proposal

The proposed development involves the retrospective change of use of an existing hay shed at 232 Boyer Road, Bridgewater, for the sale of fruit and vegetables grown on the property and the operation of a small café serving coffee, cakes and scones. Retrospective approval is also sought for an associated veranda addition.

The building accommodates a fruit and vegetable sales area with a dedicated counter and refrigerated display, together with a separate coffee preparation and sales counter. Customer seating occupies the adjoining internal area, with additional tables beneath the veranda. The produce sales and café operate within the same building and share the customer parking and access arrangements.

The customer seating area is nominated as accommodating no more than 20 people.

The business operates during the fruit season from December to March, seven days a week, generally between 8:00 am and 5:00 pm. Produce sales remain the principal activity, with coffee and cakes providing a supplementary service. A total of twenty customer seats will be provided within the building, with no seating on the veranda.

The business is normally operated by the two owners, with family assistance increasing staffing to four during the busy Christmas week. Family vehicles are generally parked at the existing dwelling, separate from the customer parking area.

No routine delivery vehicles attend the business. Supplies are purchased by the operators before the season, with supplementary collections undertaken as required.

The proposed development is shown in Figure 3 and Figure 3.

Figure 3 Proposed Development Plans

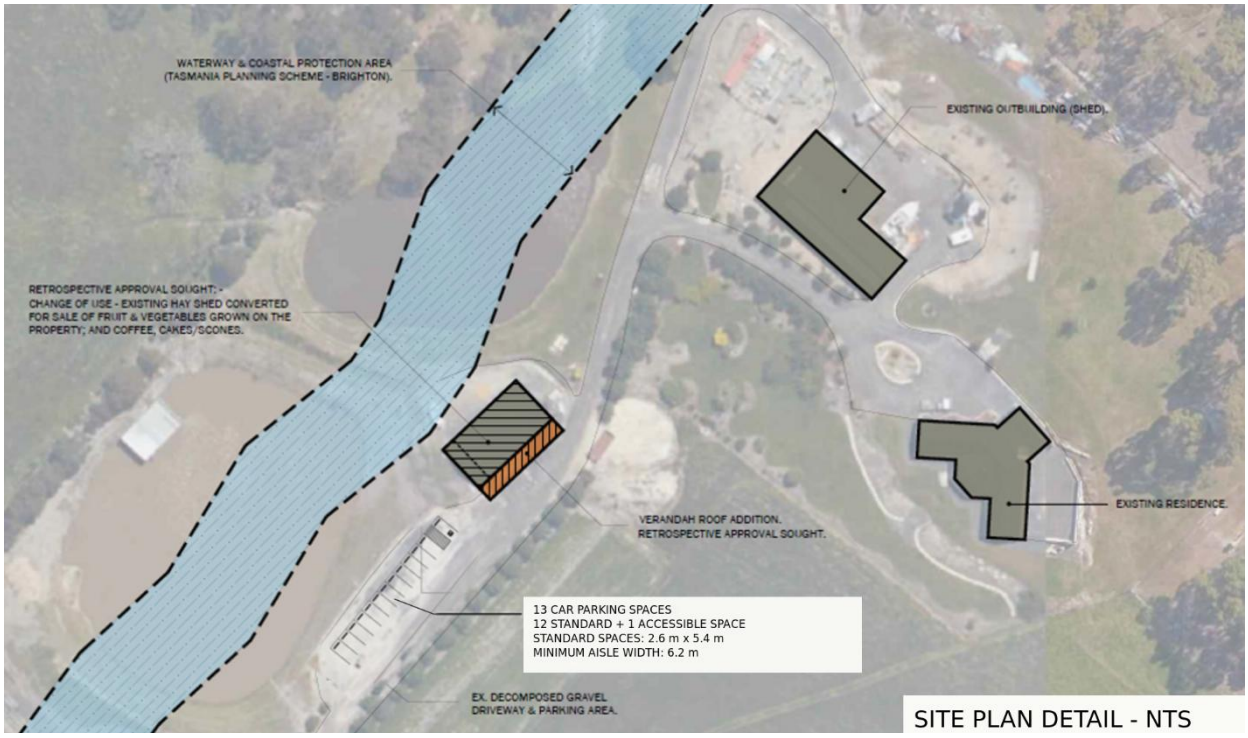
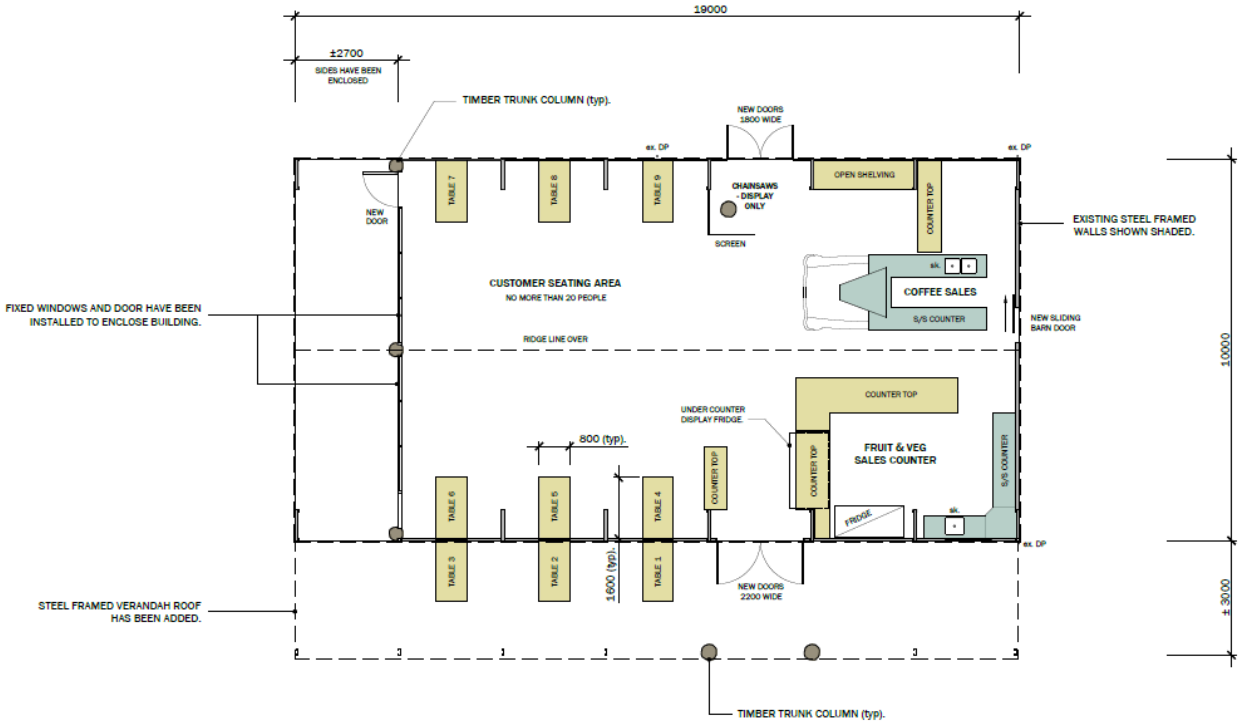


Figure 4 Floor Plans



4. Traffic Impacts

4.1 Trip Generation

The TfNSW Guide has been considered as a starting point for estimating traffic generation. The application of conventional restaurant or café floor-area rates requires consideration of the particular characteristics of the proposed use, including its rural location, seating capacity, seasonal operation and shared use with the produce outlet.

The business operates during the fruit season from December to March, seven days a week, generally between 8:00 am and 5:00 pm. Produce sales remain the principal activity, with coffee, cakes and refreshments providing a supplementary service. The rural location and nature of the operation are expected to result in substantially lower patronage than a conventional urban café occupying a similar floor area.

The total building floor area reflects the reuse of an existing agricultural shed. Approximately 32 m² is allocated to produce sales and 158 m² to the café. Customer seating is sparsely distributed within the building, with a maximum of twenty seats. The veranda will not accommodate seating. The building floor area is therefore not considered a reliable indicator of customer capacity or traffic generation.

The operators report approximately twenty customers on a typical trading day, thirty to forty customers on a busy day and more than fifty customers on the busiest days. These observations relate to the established produce sales activity, where customers generally purchase produce and leave. The proposed café is expected to extend the duration of some visits and may attract additional customers.

A proportion of customers will purchase coffee or refreshments during the same visit as purchasing fruit and vegetables. These combined visits generate a single vehicle arrival and departure. Applying separate traffic generation rates to the produce outlet and café without allowing for shared visits would consequently overestimate total traffic generation.

For the purposes of this assessment, a busy trading day is assumed to attract approximately sixty customers across the combined produce and café operation. Adopting an average occupancy of two customers per vehicle gives thirty customer vehicle visits over the nine-hour trading day. Each visit generates one arrival and one departure, resulting in sixty customer vehicle movements per trading day. This estimate includes customers purchasing produce, refreshments or both during the same visit.

The busiest hour is assumed to accommodate approximately one-third of daily customer vehicle arrivals, equivalent to ten arrivals. Allowing for a corresponding number of departures gives twenty customer vehicle movements during the peak trading hour. This allows for a concentration of customer activity within the trading day and represents an average of one customer vehicle arrival every six minutes.

The business is normally operated by the two owners, with family assistance increasing staffing to four during the busy Christmas week. Family vehicles generally park at the dwelling. No routine delivery vehicles attend the business, with supplies collected by the operators. An additional allowance of ten vehicle movements per trading day has been adopted for staff and family travel and supply collections, with up to four of these movements assumed to occur during the busiest hour.

The proposed use is therefore assessed as generating approximately seventy vehicle movements per trading day and twenty-four vehicle movements during the peak trading hour, comprising both entering and exiting traffic. These estimates represent a busy day during the operating season, rather than an annual average that includes the seasonal closure. The operating hours overlap the weekday commuter periods, and the assessment does not rely on customer traffic occurring outside road network peaks. Existing residential and agricultural traffic using the shared access is additional to these estimates.

4.2 Access Impacts

Acceptable Solution A1.4 of Clause C3.5.1 of the Planning Scheme requires that vehicular traffic using an existing vehicle crossing does not increase by more than the amounts specified in Table C3.1, or the amount allowed by an applicable limited access licence.

For vehicles up to 5.5 metres long, Table C3.1 specifies an acceptable increase in annual average daily traffic of 10% or 10 vehicle movements per day, whichever is greater, for crossings on major roads. For crossings on other roads, the corresponding threshold is 20% or 40 vehicle movements per day, whichever is greater.

The proposed development will utilise the existing vehicle crossing from Boyer Road and the internal gravel driveway serving the property. No additional vehicle crossing is proposed.

As outlined in Section 4.1, the proposed use is assessed as generating approximately 70 vehicle movements per trading day and 24 vehicle movements during the peak trading hour. These estimates represent the combined total of entering and exiting traffic and are additional to existing residential and agricultural traffic.

The trading-day estimate represents a busy day during the operating season, which extends from December to March, seven days a week. Annual average daily traffic will be lower because of the seasonal closure. For this assessment, compliance with Acceptable Solution A1.4 is not relied upon, and the full traffic generation of the proposed use is assessed against Performance Criterion P1, which states:

> *"Vehicular traffic to and from the site must minimise any adverse effects on the safety of a junction, vehicle crossing or level crossing or safety or efficiency of the road or rail network, having regard to:*
>
> *(a) any increase in traffic caused by the use;*
>
> *(b) the nature of the traffic generated by the use;*
>
> *(c) the nature of the road;*
>
> *(d) the speed limit and traffic flow of the road;*
>
> *(e) any alternative access to a road;*
>
> *(f) the need for the use;*
>
> *(g) any traffic impact assessment; and*
>
> *(h) any advice received from the rail or road authority."*

The following is relevant with respect to the proposed development:

(a) Any increase in traffic caused by the use

The proposed use is estimated to generate approximately 70 vehicle movements per trading day and 24 vehicle movements during the peak trading hour. The peak-hour estimate represents an average of one movement every 2.5 minutes, including both arrivals and departures.

For the purposes of assessing access impacts, the full traffic generation of the produce outlet and café has been considered, without deducting any existing customer traffic. This avoids understating the traffic associated with the retrospective application.

The estimated traffic generation is modest in absolute terms. Trading between 8:00 am and 5:00 pm overlaps the conventional weekday commuter periods. The assessment therefore allows for the development's peak traffic generation to coincide with peak traffic conditions on Boyer Road. The low frequency of access movements, suitable access geometry and available sight distance enable this traffic to be accommodated without material effects on the safety or efficiency of the road.

(b) The nature of the traffic generated by the use

Traffic will predominantly comprise passenger vehicles associated with customers, the operators and family members assisting with the business. No routine delivery vehicles attend the site. Supplies are purchased by the operators before the season, with supplementary collections undertaken as required.

A proportion of customers will purchase produce and refreshments during the same visit. These shared visits have been accounted for in the traffic estimate, with each customer vehicle generating one arrival and one departure regardless of whether its occupants purchase produce, refreshments or both.

The nature of the traffic is consistent with the existing access arrangements and the rural road environment. The proposed use does not introduce a regular heavy vehicle servicing requirement.

(c) The nature of the road

Boyer Road provides access to the subject property and other properties along the surrounding rural corridor, as well as accommodating through traffic. The proposed use retains the existing access location and does not introduce an additional vehicle crossing.

The existing crossover and internal driveway are suitable for the modest traffic volumes associated with the proposed use. Internal parking and manoeuvring areas accommodate vehicles entering and leaving Boyer Road in a forward direction. The access arrangements allow entering vehicles to move clear of the road without obstructing through traffic.

(d) The speed limit and traffic flow of the road

The existing road conditions and traffic flows provide suitable opportunities for vehicles to enter and leave the site. Available sight distance at the access is adequate for the approach speeds on Boyer Road, allowing

exiting drivers to identify approaching traffic and select suitable gaps. Through drivers also have adequate visibility of vehicles slowing to enter the property.

The estimated peak generation of 24 vehicle movements per hour represents an average of one entering or exiting movement every 2.5 minutes. This level of activity can be accommodated by the existing access without material queuing, delays or adverse effects on the safety and efficiency of Boyer Road.

The business operates between 8:00 am and 5:00 pm during the December–March fruit season. Even where customer activity coincides with weekday commuter traffic, the assessed peak generation remains low and can be accommodated by the existing access and surrounding road network.

(e) Any alternative access to a road

The proposal retains the established access from Boyer Road. No alternative road access forms part of the proposed development.

The existing crossing provides suitable sight distance and access geometry for the proposed use. Retaining this crossing avoids introducing an additional conflict point on Boyer Road. An alternative access is therefore not required.

(f) The need for the use

The proposed use provides an outlet for fruit and vegetables grown on the property, together with a small café serving customers visiting the site. It supports the agricultural operation through direct produce sales and makes use of an existing building.

Vehicular access is necessary to accommodate customers and servicing in the rural setting. The proposed arrangement consolidates this activity at the existing property access.

(g) Any traffic impact assessment

This TIS assesses the traffic generation, access arrangements and parking implications of the proposed use in response to Council's request for additional information.

The assessment identifies a modest level of traffic activity associated with the seasonal produce outlet and supplementary café. The existing access arrangements, adequate sight distance and provision for forward entry and exit enable this traffic to be accommodated without material effects on road safety or traffic efficiency, including where trading activity coincides with road network peak periods.

The crash records reviewed in Section 2.2 do not identify a recurring pattern associated with vehicles entering or leaving the subject site. The findings of this TIS support continued use of the existing access for the proposed development.

(h) Any advice received from the rail or road authority

Brighton Council has requested an assessment of traffic generation under Clause C3.5.1, together with the parking and access matters addressed elsewhere in this statement. This TIS responds to that request by assessing the traffic associated with the proposed use and its interaction with the surrounding road network.

The proposed development generates a modest volume of traffic that can be accommodated by the existing Boyer Road access. Adequate sight distance, suitable access geometry and internal manoeuvring arrangements minimise conflicts with through traffic. The proposal will not materially affect the safety or efficiency of Boyer Road and satisfies Performance Criterion P1 of Clause C3.5.1.

4.3 Sight Distance

Australian Standards, AS2890.1, provide the sight distance requirements for commercial driveways. Sight distance requirements are lower for driveways compared to road junctions.

The minimum sight distance requirements for a commercial driveway access in an 80-km/h frontage road is 105 metres (the desirable sight distance is 111 metres).

The available sight distance exceeds 150 metres in both directions from the access along Boyer Road, this satisfying AS2890.1 sight distance requirements.

4.4 Road Safety Impacts

The proposed development will not materially affect road safety on Boyer Road. The assessed traffic generation of 70 vehicle movements per trading day and 24 vehicle movements during the peak trading hour represents a modest level of activity that can be accommodated by the existing access arrangements.

The crash history reviewed in Section 2.2 does not identify a recurring pattern of crashes associated with vehicles entering or leaving the subject site. The recorded crashes involved differing circumstances and do not indicate an existing access-related safety issue that would be exacerbated by the proposed use.

As outlined in Section 4.3, available sight distance exceeds 150 metres in both directions along Boyer Road and satisfies the AS2890.1 requirements adopted for the assessment. This visibility enables drivers leaving the property to identify approaching traffic and select suitable gaps, while allowing approaching drivers to observe vehicles slowing to enter the site.

The existing crossover and internal manoeuvring areas accommodate vehicles entering and leaving Boyer Road in a forward direction. The proposed 13-space parking area accommodates customer parking within the property, clear of the road. The proposal retains the existing vehicle crossing and does not introduce an additional access conflict point.

The business operates between 8:00 am and 5:00 pm during the December–March fruit season. These hours overlap weekday commuter periods, and the assessment allows for peak customer activity to coincide with peak road traffic conditions. The low frequency of access movements, adequate sight distance and suitable access geometry enable these movements to occur safely under those conditions.

The combination of modest traffic generation, adequate sight distance, on-site parking and suitable access arrangements minimises potential conflicts between development traffic and other road users. The proposed development will not materially increase road safety risk on the surrounding road network.

5. Parking Assessment

5.1 Parking Provision

The proposed development provides 13 on-site car parking spaces, comprising 12 standard spaces and one accessible space, as shown in Figure 5 within the existing consolidated gravel parking area near the produce outlet and café. Access to the parking area is provided via the existing internal gravel driveway connecting to Boyer Road.

The parking spaces serve the combined produce and café operation. Customers purchasing both produce and refreshments during the same visit use a single parking space, with no separate parking allocation provided for each activity.

Figure 5 Car Parking Layout



5.2 Planning Scheme Requirements

The Acceptable Solution A1 of Clause C2.5.1 of the Planning Scheme states:

> *"The number of on-site car parking spaces must be no less than the number specified in Table C2.1, excluding if:*
>
> *(a) the site is subject to a parking plan for the area adopted by council, in which case parking provision (spaces or cash-in-lieu) must be in accordance with that plan;*
>
> *(b) the site is contained within a parking precinct plan and subject to Clause C2.7;*
>
> *(c) the site is subject to Clause C2.5.5; or*
>
> *(d) it relates to an intensification of an existing use or development or a change of use where:*
>
> *(i) the number of on-site car parking spaces for the existing use or development specified in Table C2.1 is greater than the number of car parking spaces specified in Table C2.1 for the proposed use or development, in which case no additional on-site car parking is required; or*
>
> *(ii) the number of on-site car parking spaces for the existing use or development specified in Table C2.1 is less than the number of car parking spaces specified in Table C2.1 for the proposed use or development, in which case on-site car parking must be calculated as follows:*
>
> *N = A + (C- B)*
>
> *N = Number of on-site car parking spaces required*
>
> *A = Number of existing on site car parking spaces*
>
> *B = Number of on-site car parking spaces required for the existing use or development specified in Table C2.1*
>
> *C= Number of on-site car parking spaces required for the proposed use or development specified in Table C2.1".*

Table C2.1 requires the following parking provision:

- General Retail and Hire – produce sales: One car parking space per 30 m² of floor area.
- Food Services – café: 15 car parking spaces per 100 m² of floor area or one space per three seats, whichever is greater.

The produce sales counter and serving area occupy approximately 25 m². Allowing for the adjoining customer area, an effective floor area of approximately 32 m² has been adopted for the produce sales component. The balance of the building, approximately 158 m², accommodates the café. For a conservative assessment, the full 57 m² veranda has also been included, giving a café assessment area of

approximately 215 m². A combined maximum of twenty customer seats applies across the internal and veranda areas.

The car parking requirement is calculated as summarised in Table 1.

Table 1 Planning Scheme Parking Requirements

Use Component	Assessment Basis	Required Parking
Produce sales	32 m² ÷ 30 m² per space = 1.07 spaces	1 space
Café – floor area	158 m² × 15 spaces per 100 m² = 23.7 spaces	24 spaces
Café – seating	20 seats ÷ 3 seats per space = 6.67 spaces	7 spaces
TOTAL (greater of café requirement)	1 + 24 spaces	25 spaces

The café floor-area calculation exceeds the seating-based calculation and therefore determines its parking requirement. In accordance with Table C2.1, the requirements for the two use components are added, with fractions rounded to the nearest whole number.

The proposed provision of 13 car parking spaces represents a shortfall of 12 spaces against the requirement of 25 spaces. Acceptable Solution A1 of Clause C2.5.1 is therefore not satisfied, and the parking provision is assessed against Performance Criterion P1.1, which states:

> *"The number of on-site car parking spaces for uses, excluding dwellings, must meet the reasonable needs of the use, having regard to:*
>
> *(a) the availability of off-street public car parking spaces within reasonable walking distance of the site;*
>
> *(b) the ability of multiple users to share spaces because of:*
>
> *(i) variations in car parking demand over time; or*
>
> *(ii) efficiencies gained by consolidation of car parking spaces;*
>
> *(c) the availability and frequency of public transport within reasonable walking distance of the site;*
>
> *(d) the availability and frequency of other transport alternatives;*
>
> *(e) any site constraints such as existing buildings, slope, drainage, vegetation and landscaping;*
>
> *(f) the availability, accessibility and safety of on-street parking, having regard to the nature of the roads, traffic management and other uses in the vicinity;*
>
> *(g) the effect on streetscape; and*

(h) any assessment by a suitably qualified person of the actual car parking demand determined having regard to the scale and nature of the use and development.".

The following is relevant with respect to the development proposal:

(a) The availability of off-street public car parking spaces within reasonable walking distance of the site

The assessment does not rely on off-street public parking. The proposed parking area accommodates the reasonable needs of the produce outlet and café within the property, providing convenient access for customers without reliance on parking elsewhere.

(b) The ability of multiple users to share spaces

The produce outlet and café operate as complementary activities within the same building and share a single parking area. Customers commonly purchase coffee or refreshments during a visit to purchase produce. These combined visits occupy one parking space for the duration of the visit.

Consolidation allows all ten spaces to serve either activity" with "The consolidated parking area serves both activities, with 12 standard spaces and one accessible space." Retain the explanation about shared visits.

The parking demand assessment below accounts for this interaction through a combined customer arrival rate and an average visit duration that includes both activities. No further numerical discount is applied for shared parking.

(c) The availability and frequency of public transport within reasonable walking distance of the site

No reduction in parking demand has been applied for public transport use. The assessment allows for customers to arrive by private vehicle and does not depend on the availability or frequency of nearby public transport services.

(d) The availability and frequency of other transport alternatives

The rural location means private vehicles are expected to be the principal means of customer access. Some customers may travel by bicycle or other modes, but no reduction in parking demand has been applied on this basis.

The adopted occupancy of two customers per vehicle recognises that customers may visit as couples or small groups. This assumption is applied consistently in the traffic generation and parking assessments.

(e) Any site constraints such as existing buildings, slope, drainage, vegetation and landscaping

The development reuses an existing agricultural building and an established consolidated gravel parking area. The parking arrangement responds to the location of the building and existing internal driveway.

Providing parking within the established gravel area limits additional disturbance to the surrounding agricultural land and avoids unnecessary expansion of the parking footprint. The reduced provision is justified by the reasonable parking needs of the use, rather than an assertion that the property cannot physically accommodate additional spaces.

(f) The availability, accessibility and safety of on-street parking

The assessment does not rely on roadside parking on Boyer Road. Given the rural road environment and passing traffic, customer parking is appropriately accommodated within the property.

The proposed 13 spaces meets the assessed parking demand, enabling customers to park clear of Boyer Road and avoiding the need for pedestrian movements between roadside vehicles and the business.

(g) The effect on streetscape

The proposed parking retains the existing gravel parking area within the rural property. Its scale and surface treatment are consistent with the agricultural setting and the reuse of the former hay shed.

Limiting parking to the number reasonably required avoids an unnecessarily extensive parking area and retains the rural character of the site. The proposed provision will not adversely affect the streetscape.

(h) An assessment of actual car parking demand having regard to the scale and nature of the use and development

The proposed development comprises a seasonal rural produce outlet with a supplementary café service. The operators report approximately 20 customers on a typical trading day, 30–40 customers on a busy day and more than 50 customers on the busiest days. These observations relate to the established produce sales activity, where customers generally purchase produce and leave.

The operators report that customer parking demand has generally been approximately five vehicles, occasionally increasing to six or seven. This provides evidence of the parking demand associated with produce sales. The proposed café will extend the duration of some visits, and this additional parking accumulation has been considered in the assessment.

The café accommodates a combined maximum of twenty seated customers across the internal and veranda areas. Seating is dispersed, with surplus internal tables used for displays. Outdoor seating provides customers with a choice of location during warmer weather without increasing the total seating capacity. The overall area available to the use therefore does not represent an intensive café operation.

Produce sales remain the principal purpose of the business. The operators anticipate that a proportion of produce customers will also purchase coffee and refreshments, with those choosing to sit down typically

staying for approximately 15–20 minutes. These combined visits occupy a single parking space and do not generate separate parking demands for each purchase.

Section 4.1 adopts an assessment allowance of 60 customers per busy trading day. At an average occupancy of two customers per vehicle, this equates to 30 customer vehicle visits. Ten customer vehicle arrivals are assumed during the busiest hour.

An average parking duration of 30 minutes has been adopted across the combined operation. This exceeds the anticipated 15–20-minute seated visit and allows additional time for purchasing produce. The resulting theoretical customer parking accumulation is:

10 vehicle arrivals per hour × 0.5 hours = 5 customer vehicles parked

Although the operators generally park family vehicles at the dwelling, an allowance for two staff vehicles within the customer parking area gives a theoretical accumulation of seven vehicles. Compared with the proposed supply of 13 spaces, this provides a nominal reserve of six spaces. Even with the accessible space reserved for eligible users, the 12 standard spaces provide capacity for five additional vehicles above this assessed demand.

A sensitivity check adopting a 45-minute average stay gives a theoretical customer accumulation of 7.5 vehicles. Including the two-space staff allowance gives 9.5 vehicles, equivalent to approximately ten occupied spaces. This demand can be accommodated within the 12 standard spaces, while retaining the accessible space for eligible users.

These calculations represent theoretical average accumulation at the adopted peak arrival rate, rather than an absolute maximum. They complement the reported produce-only parking demand of generally five vehicles and occasionally six or seven. The longer assessment durations allow for the additional time spent by customers purchasing and consuming refreshments.

The observed parking demand, supplementary nature of the café, limited seating capacity and theoretical accumulation assessment collectively support the provision of ten customer parking spaces. Regular staff parking at the dwelling provides further capacity within the customer parking area. The proposed provision meets the reasonable parking needs of the combined use.

Summary

The proposed 13-space parking supply meets the reasonable needs of the combined produce outlet and café without reliance on public or roadside parking. The rural setting, low density of seating and shared use characteristics result in demand substantially below the floor-area-based requirement. The proposal therefore satisfies Performance Criterion P1.1 of Clause C2.5.1.

5.3 Car Parking Layout

The Acceptable Solution A1.1 of Clause C2.6.2 of the Planning Scheme states:

"Parking, access ways, manoeuvring and circulation spaces must either:

(a) comply with the following:

(i) have a gradient in accordance with Australian Standard AS 2890 - Parking facilities, Parts 1-6;

(ii) provide for vehicles to enter and exit the site in a forward direction where providing for more than 4 parking spaces;

(iii) have an access width not less than the requirements in Table C2.2;

(iv) have car parking space dimensions which satisfy the requirements in Table C2.3;

(v) have a combined access and manoeuvring width adjacent to parking spaces not less than the requirements in Table C2.3 where there are 3 or more car parking spaces;

(vi) have a vertical clearance of not less than 2.1m above the parking surface level; and

(vii) excluding a single dwelling, be delineated by line marking or other clear physical means; or

(b) comply with Australian Standard AS 2890- Parking facilities, Parts 1-6".

The parking layout was assessed against the requirements of AS2890.1 (A1.1(b)).

The standard parking spaces have been assessed against the User Class 3 dimensional requirements of AS2890.1. This classification is appropriate for the short-stay customer parking associated with the produce outlet and café, having regard to the modest customer arrival rate and shared use characteristics.

For 90-degree parking, User Class 3 requires spaces measuring at least 2.6 metres wide and 5.4 metres long, with a minimum aisle width of 5.8 metres. The proposed standard spaces measure 2.6 metres wide and 5.4 metres long, with an aisle width of at least 6.2 metres. The proposed dimensions therefore satisfy the User Class 3 requirements, with additional aisle width available to assist manoeuvring.

The parking arrangement shown in Figure 5 provides 12 standard spaces and one accessible space. Internal manoeuvring allows vehicles to enter and leave the property in a forward direction. The standard parking spaces and aisle provide suitable dimensions for convenient and safe customer parking.

The Acceptable Solution A1.1 of Clause C2.6.2 of the Planning Scheme is therefore satisfied.

5.4 Construction of Parking Areas

The Acceptable Solution A1 of Clause C2.6.1 of the Planning Scheme states:

> *"All parking, access ways, manoeuvring and circulation spaces must:*
>
> *(a) be constructed with a durable all weather pavement;*
>
> *(b) be drained to the public stormwater system, or contain stormwater on the site; and*
>
> *(c) excluding all uses in the Rural Zone, Agriculture Zone, Landscape Conservation Zone, Environmental Management Zone, Recreation Zone and Open Space Zone, be surfaced by a spray seal, asphalt, concrete, pavers or equivalent material to restrict abrasion from traffic and minimise entry of water to the pavement."*

The proposed parking area utilises the existing consolidated gravel surface near the produce outlet and café. The site is within the Agriculture Zone and is therefore exempt from the sealed-surface requirement of A1(c). A gravel pavement is appropriate for the rural setting and modest traffic volumes associated with the proposed use.

The parking area, access and manoeuvring aisle are to comprise a compacted gravel pavement providing a durable surface suitable for use in all weather conditions. Localised grading and replenishment of gravel are to be undertaken where necessary to provide an even surface and prevent ponding. Stormwater runoff is to be contained and managed within the property, without discharge onto Boyer Road.

The parking spaces are to be clearly delineated using durable physical markers suitable for the gravel surface.

6. Conclusions

This Traffic Impact Statement has assessed the proposed change of use of the existing hay shed at 232 Boyer Road, Bridgewater, for the sale of produce grown on the property and an associated café serving coffee, cakes and refreshments.

The business operates seasonally from December to March, seven days a week between approximately 8:00 am and 5:00 pm. Produce sales remain the principal activity, with the café providing a supplementary service. Customer seating is limited to a combined maximum of twenty seats across the building and veranda.

The proposed use is assessed as generating approximately 70 vehicle movements per trading day and 24 vehicle movements during the peak trading hour. This modest traffic generation can be accommodated by the existing Boyer Road access and surrounding road network, including where customer activity coincides with road network peak periods.

The existing access provides suitable geometry and sight distance, with visibility exceeding 150 metres in both directions along Boyer Road. Internal manoeuvring enables vehicles to enter and leave the property in a forward direction. The crash history does not identify a recurring access-related safety issue. The proposal will not materially affect road safety or traffic efficiency and satisfies Performance Criterion P1 of Clause C3.5.1.

The proposed parking supply comprises 13 spaces, including one accessible space. Although this is below the calculated Acceptable Solution requirement of 25 spaces, the provision meets the reasonable needs of the combined use. The rural location, seasonal operation, limited seating capacity and shared customer visits result in parking demand substantially below that suggested by the building floor area. The theoretical accumulation assessment indicates demand for approximately seven vehicles, including an allowance for two staff vehicles, increasing to approximately ten vehicles under the longer-stay sensitivity scenario. The proposed parking provision therefore satisfies Performance Criterion P1.1 of Clause C2.5.1.

The standard parking spaces measure 2.6 metres wide and 5.4 metres long, with a minimum aisle width of 6.2 metres. These dimensions satisfy the User Class 3 requirements of AS2890.1. The consolidated gravel pavement is appropriate for the Agriculture Zone, with the construction, drainage and delineation measures specified in Section 5.4 providing suitable parking and access conditions. The accessible space, shared area and connecting accessible pedestrian route are to have a firm, even and slip-resistant surface suitable for wheelchair access.

Subject to incorporation of the parking and construction measures identified in this report, the proposed development can be accommodated without material adverse effects on the safety or efficiency of the surrounding road network. The proposal is supported on traffic and parking grounds.

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