



ACT
Government

Belconnen Block 1653 – Green waste recycling facility and bulk landscape supplies

Draft Plan Amendment 14 (DPA-14) Supporting Report

Rural Block 1653 Belconnen

Table of contents

Executive summary.....	3
1. Introduction.....	4
1.1 Background to the proposal.....	4
1.2 Site description	5
2. Proposed amendment.....	7
2.1 Need for the proposed amendment.....	7
2.2 Proposed amendments to the Territory Plan	7
2.3 Positive and negative impacts of the proposed amendment.....	7
3. ACT planning context.....	9
3.1 National Capital Plan.....	9
3.2 ACT Planning Strategy	9
3.3 Belconnen District Strategy.....	11
3.4 Statement of Planning Priorities	11
3.6 Territory Plan	12
3.5 Other government strategies and policies.....	12
4. Consultation.....	14
4.1 Public consultation.....	14
4.2 Government entity consultation including land custodian.....	14
5. Conclusion	15
Attachments	Error! Bookmark not defined.

List of figures

Figure 1: Location of the block subject to DPA-14 (outlined in red).	8
Figure 2: Current Territory Plan zoning of site and surrounds (Source: ACTMapi).....	9
Figure 3: Policy Plan (Source: ACT Planning Strategy 2018).....	15

Executive summary

This supporting report was prepared by the Territory Planning Authority (the Authority) to support Draft Major Plan Amendment (DPA-14). DPA-14 proposes to amend the Belconnen District Policy to formalise and expand the blocks where 'recycling facility' and 'bulk landscape supplies' uses are permitted within Block 1653 of Belconnen District. The proposed uses under this DPA are supported by the National Capital Authority (NCA), following the NCA Board's decision (9 February 2026) to exercise its powers under section 3.1.1 of the National Capital Plan (NCP) and agreed to the use of Block 1582 Belconnen for the purpose of a green waste facility and bulk landscape supplies.

This supporting report outlines the proposal, including the proposed changes to the provisions of the Territory Plan and provides a description of the applicable planning context.

DPA-14 is an Authority-initiated major plan amendment made under the section 60 of the *Planning Act 2023* (the Act).

This supporting report addresses the requirements as set out in section 55 of the Act, including:

- the need for the proposed amendment.
- the positive and negative impacts of the proposed amendment.
- a statement about how the proposed amendment would give effect to the planning strategy and any relevant district strategy.
- a statement about how the proposed amendment would be consistent or inconsistent with relevant planning outcomes contained in other government strategies and policies.
- any consultation undertaken by the interested person who proposed the amendment, including with relevant entities who may have an interest in the proposed amendment.

The proposed changes are not inconsistent with the ACT Planning Strategy 2018 or the Belconnen District Strategy. The Belconnen District Strategy also identifies the need for a green waste transfer facility as part of planned short-term infrastructure upgrades to support Belconnen's growth.

DPA-14 will formalise the addition of 'recycling facility' and 'bulk landscape supplies' uses as additional assessable development on Block 1653 Belconnen, to include within the Land Use Table of Belconnen District Policy.

This supporting report and the DPA are intended to be read together and complement each other. This report provides background, planning context and supports the DPA for consideration by the public, government entities and the ACT Government.

1. Introduction

This section of the report includes background to the proposal and a description of the site for the proposal.

1.1 Background to the proposal

An existing green waste facility is currently located at Parkwood Road on the West Belconnen landfill site, providing critical waste management functions that service a substantial proportion of North Canberra. The facility accepts green waste material including pruning, leaves, and grass clippings, which are processed and recycled on-site to produce forest litter, organic mulch, and compost soil. These recycled products are sold back to the community for landscaping and related uses. The operation of green waste recycling facilities and bulk landscape supplies require large land areas due to the size of stockpiles, the scale of processing activities and the movement of heavy vehicles and machinery. In order to manage impacts to surrounding land uses, sufficient environmental and safety buffers are required.

The current green waste facility is subject to two Environmental Clearance Zones (ECZ) of up to 1,000 metres. This applies to the composting function and up to 250 metres for landscaping supplies. This is currently constraining the surrounding land uses. This includes developable land at Ginninderry, which is a large residential estate within the Belconnen District. Development at Ginninderry is currently restricted by the ECZs, constraining the release of available residential sites to meet housing supply. In order to remove the ECZ encumbrances affecting Ginninderry, an alternative location for the green waste facility is therefore required to support essential green waste management services across the Belconnen district and North Canberra more broadly.

Informed by the 2022 Design Options Study provided (Attachment C), Block 1653 Belconnen has been identified as the only viable site within Belconnen for the proposed green waste facility. The subject site is located more than 1 kilometre from existing residential land, thereby providing sufficient separation to accommodate the required ECZs. Additionally, the block is considered to be of relatively low ecological, cultural, and heritage significance, reflecting its historical use as a vineyard (see Attachment D Ecological Advice and Attachment E Aboriginal Cultural Heritage Assessment).

The NUZ1 Broadacre zoned site is identified as unleased Territory Land and the Suburban Land Agency (SLA) are identified as the land custodian. While the site is not specifically identified in the District Strategy Plan as an area for future change, the NUZ1 Broadacre Zone is intended to accommodate a range of uses that require large land parcels or locations outside established urban areas. The inclusion of 'recycling facility' and 'bulk landscape supplies' as additional assessable development on the site within the Belconnen District Policy will facilitate the operation of the proposed facility.

The site is subject to an approved Development Application (DA Reconsideration 202240118) to facilitate the operation of a green waste facility as a temporary use for a three-year period. At the time the DA was approved, a permanent facility could not be considered as the uses were not permitted. DPA-14 would enable the permanent operation of the facility at the site. As part of DA202240118 further investigations including a Traffic Impact Assessment (TIA) were undertaken to support the proposal. This study also supports this DPA (see Attachment F).

1.2 Site description

Site location

For the purposes of the DPA, the location of the subject area is shown in Figure 1 below and includes Block 1653 Belconnen.

The current zoning for the subject area is Non-Urban NUZ1 Broadacre Zone and this is not proposed to be changed as part of this DPA.

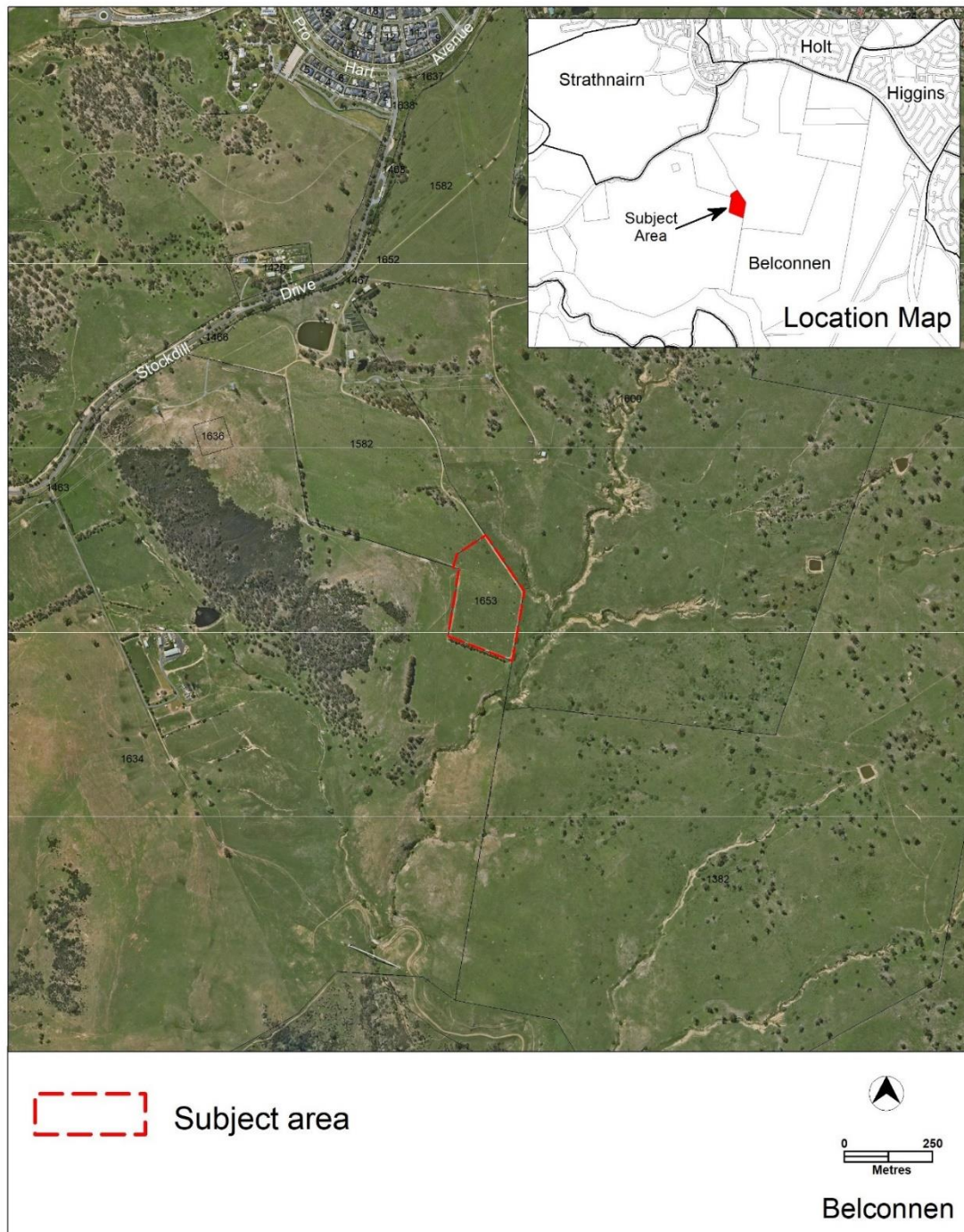


Figure 1: Location of the block subject to DPA-14 (outlined in red)

Site description

The subject block is located southwest of the Belconnen District, immediately south of the Strathnairn division.

The site is zoned NUZ1 Broadacre Zone and is predominantly surrounded by land zoned NUZ3 Hills and Ridges Zone. The Molonglo River is located south of the site, with adjoining lands to the south also zoned NUZ2 Rural and NUZ4 River Corridor. The area to the north is largely characterised by residential zoning, including greenfield land release areas such as Ginninderry.

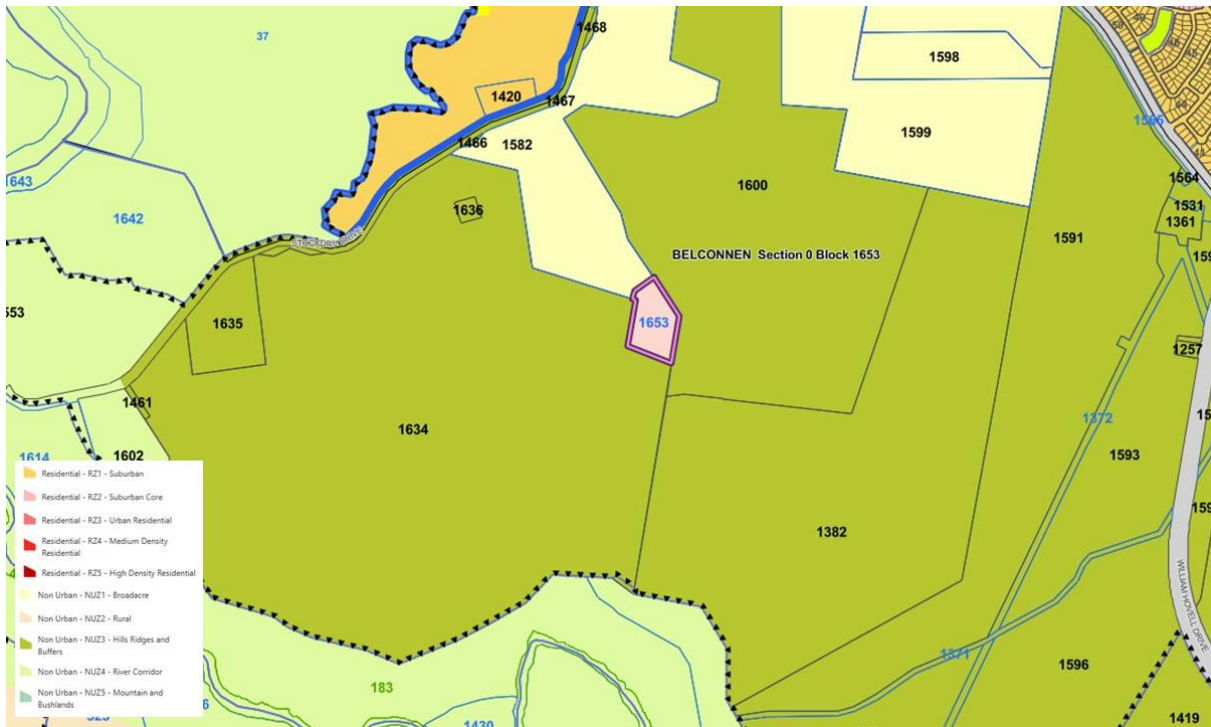


Figure 2: Current Territory Plan zoning of site and surrounds (Source: ACTMapi)

The site is currently vacant but was historically used as a vineyard and wine processing facility. The topography comprises undulating to rolling hills with long to moderate slopes, and natural drainage lines that flow southward toward the Molonglo River. The wider site contains areas of remnant vegetation, including mature Blakely's Red Gum (*Eucalyptus blakelyi*) and Apple Box (*Eucalyptus bridgesiana*). However, no remnant vegetation is present within the subject site that forms part of the proposed amendment to the Territory Plan (refer to map contained in Attachment D Ecological Advice).

The subject site has been subject to long-term and intensive land management and modification as result of the vineyard which involved vegetation removal, underground irrigation and above ground fencing. The site is accessed via Stockdill Drive to the north-west.

2. Proposed amendment

This section of the report includes the intent and details of the specific amendment proposed to the Territory Plan and why it is needed. The draft new provision to the Territory Plan is provided in the DPA document.

2.1 Need for the proposed amendment

Strategic planning context

The subject block is located within the NUZ1 – Broadacre Zone. The Territory Plan identifies this zone as providing for land uses that require larger allotments and are appropriately located outside the urban area. While Belconnen is predominantly characterised as a residential and employment hub, parts of the southern and south-western areas of the District retain a rural character and contribute to the broader blue-green network.

Both the Belconnen District Strategy and the Belconnen District Policy outline the strategic intent for the area. The land use is consistent with this strategic vision and supports the continuation of established land uses in the district.

The NCA recognises that the land use being conducted in this area is not inconsistent with the relevant principles and policies of the National Capital Plan.

The proposed changes will allow for continuity and formalisation of existing green waste recycling facility operations in this area and is consistent with the Belconnen District Strategy (2023) and the Belconnen District Policy.

2.2 Proposed amendments to the Territory Plan

DPA-14 proposes to amend the Land Use Table within the Belconnen District Policy in the Territory Plan to add 'recycling facility' and 'bulk landscape supplies' as additional assessable development to Block 1653 Belconnen.

2.3 Positive and negative impacts of the proposed amendment

Positive impacts

The proposal is anticipated to generate a wide range of direct and indirect benefits for the ACT community, including:

- **Strategic location:** the site is conveniently located away from sensitive land uses and makes best use of highly modified rural land to support the needs of Canberra's growing population. The subject block is also located within the NUZ1 zone, where one of the zone's policy outcomes is to provide for a range of uses which require larger sites/or a location outside urban area.
- **Facilitating housing supply:** the site has sufficient surrounding non-urban zoned land to ensure adequate environmental and safety buffers to protect residential-zoned land to the north, ultimately facilitating land release and housing supply across the Ginninderry area.
- **Amenity:** potential operational impacts including noise, dust and vibration are appropriately contained within the non-urban zone, ensuring the amenity of residential populations to the north are appropriately protected.
- **Circular economy and industry support benefits:** green waste can be processed into compost, mulch and other products for reuse or sale through the bulk landscape supply operation, while also providing convenient access to bulk materials for nearby residential, commercial and infrastructure developments, including the Ginninderry Project.

- Appropriate land use transition: acts as a buffer use between peri-urban/broadacre land uses and adjoining urban areas and urban land uses.
- Supports broader strategic objectives and targets: co-locating both uses on the same site minimises disposal to landfill, maximises resource recovery, and supports broader waste reduction and sustainability targets.

Potential negative impacts

While the amendments are not anticipated to generate significant negative impacts, the proposed changes are likely to be discussed with regard to the following:

- Traffic impacts: increased vehicle movements accessing the site via existing road networks will be appropriately managed in-line with the TIA included at Attachment F. Vehicular access to the proposed facility is via a private gravel road accessed from Stockdill Drive. Vehicular movements generated to/from the site will be contained within operational hours.
- Non-agricultural land use: By permitting uses such as a 'recycling facility' and 'bulk landscape supplies' on NUZ1 Broadacre zoned land, there may be a perception that the amendment encourages non-agricultural uses in the NUZ1 zone. However, the NUZ1 zone is intended to accommodate uses that require large sites outside urban areas and are not suited to urban locations, and is therefore consistent with the intent of the Territory Plan.
- Environmental impacts: potential runoff, erosion, and degradation of nearby waterway impacts as a result of stockpiling and material handling will be appropriately mitigated through ongoing environmental authorisation and agreement under the Environment Protection Act.

Policy work, in partnership with the development application process where many Government entities are engaged, provides an opportunity to assess individual development applications and consider any potential impacts they may have. Therefore, potential negative impacts are expected to be appropriately mitigated through alignment with key protections and requirements contained in the Territory Plan, the Planning Act and other relevant legislation.

3. ACT planning context

This section of the report addresses how the DPA would give effect to the Planning Strategy and the Belconnen District Strategy, and how it would be consistent or inconsistent with relevant planning outcomes contained in other government strategies and policies.

3.1 National Capital Plan

The NCP, administered by the NCA contains overarching principles and policies for designated parts of Canberra. The NCP takes precedence over the Territory Plan where any inconsistencies arise.

Under the NCP, the site is recognised as a Broadacre Area. The NCP permits a range of traditional non-urban and broadacre uses in their Broadacre Areas, however, recycling facility and/or bulk landscape supply establishment are not generally permitted in the Broadacre Area.

In order to ensure consistency with the NCP, the SLA wrote to the NCA (see Attachment A) seeking support to permit a permanent green waste facility and bulk landscape supplies at Block 1653 Belconnen (formerly part Block 1582) on the basis that the changes were reasonable, and that the subject site was the most suitable site to have a permanent green waste facility.

The NCA Board considered the matter at its meeting on 9 February 2026. The Board exercised their powers under section 3.1.1 of the NCP and agreed to the use of Block 1653 Belconnen for the purpose of a permanent green waste facility and bulk landscape supplies. The response provided by the NCA to the SLA is contained at Attachment B.

As the decision to recognise these uses was undertaken via the Board's powers under section 3.1.1 of the NCP rather than a full amendment to the NCP, the Authority are progressing the equivalent changes to the Territory Plan through this major plan amendment.

3.2 ACT Planning Strategy

The ACT Planning Strategy 2018 (the Planning Strategy) aims to recognise and incorporate the social, economic and environmental changes occurring in the city. The Planning Strategy reflects and integrates the vision and directions of the community and other ACT Government strategies, particularly housing, transport and climate change.

The Planning Strategy vision recognises the importance of a sustainable, competitive and equitable city that respects Canberra as a city in the landscape and the National Capital, while being responsive to the future and resilient to change.

This vision continues the original vision of Walter and Marion Mahoney Griffin of Canberra being a city within the landscape that celebrates its bushland setting. It protects and enhances the qualities that we value about Canberra while managing growth and change across the city.

The Planning Strategy provides the overarching policy framework that directly shapes and informs the nine district strategies by setting the Territory-wide vision, themes, and strategic directions that each district must interpret at a local scale. The Planning Strategy establishes core principles—such as creating a compact and efficient city, promoting diverse and sustainable development, and ensuring a liveable and accessible urban environment—which guide how growth should be distributed and managed across Canberra.

These principles translate into district-level guidance by defining expectations for containing urban expansion, directing up to 70% of new housing within the existing urban footprint, and supporting higher density around centres and major transport routes. The district strategies then apply these Territory-wide

objectives to the unique characteristics, needs, and growth opportunities of each district, ensuring local planning aligns with broader sustainability, transport, housing, and climate-resilience goals. Together, the Planning Strategy provides the strategic foundation, while the nine district strategies operationalise it to manage growth to 2038–2050 in a way that keeps Canberra sustainable, competitive, and liveable.

This DPA proposal is not inconsistent with the Planning Strategy in that it is within the Broadacre Areas identified in the Policy Plan.

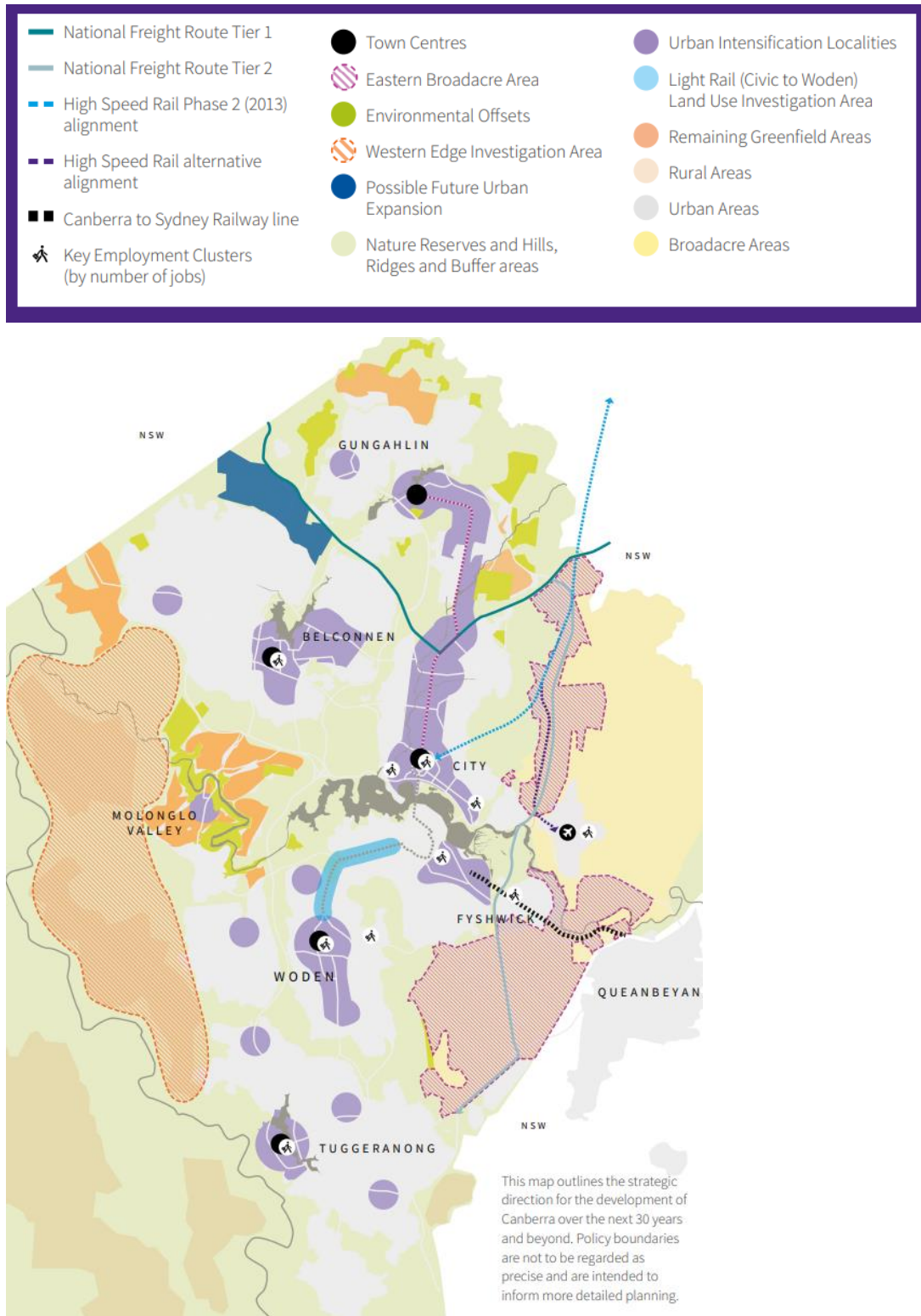


Figure 3: Policy Plan (Source: ACT Planning Strategy 2018)

3.3 Belconnen District Strategy

District strategies capture the distinctive character of each district and inform how the city will change and grow over time. The district strategies were released in 2023 as part of the ACT's new planning system and were prepared to provide strategic planning context and guidance for the 9 districts across Canberra. These documents help guide how Canberra will change and grow towards 2038 and beyond to 2050, in a way that will keep the territory sustainable, competitive and liveable.

The Belconnen District Strategy (District Strategy) sets out the future planning priorities to help manage growth and change in the district while protecting the things the community values most. The District Strategy identifies Belconnen as one of Canberra's most important established districts, which is expected to intake a large share of Canberra's population and employment growth through urban intensification.

The Belconnen District is relatively flat in terms of topography, with most areas having gradients of 10% or less. The west and southwestern parts of the district include important environments assets which are protected within Dunlop and Jarramlee West Macgregor grasslands and Woodstock, The Pinnacle, Mount Painter, Aranda bushland, Bruce Ridge and Gossan Hill nature reserves, providing habitats for native biodiversity and supports Ngunnawal culture.

The Belconnen District Strategy identifies key short-term infrastructure upgrades required to support the needs of a growing city, including a green waste transfer facility and landfill habitation works in West Belconnen. The proposed amendment to introduce a recycling facility as a permissible use on the subject block is consistent with this strategic direction and would assist the Authority in facilitating this identified and much needed infrastructure upgrade within the district. Additionally, the inclusion of bulk landscape supplies as a permissible use on the subject block supports the Belconnen District Strategy's five big drivers by strengthening local employment and economic diversity. Together, these uses encourage circular economy activities, and the efficient reuse of materials.

The District Strategy identifies potential future housing demand across Belconnen requiring an additional 21,200 dwellings by 2050 and specifically identifies Ginninderry as a key contributor to greenfield development and housing supply as a Category 1 Change Area. The proposed amendment will directly contribute to the provision of diverse housing typologies and increased residential densities by unlocking developable land and ensuring sufficient environmental and safety buffers to surrounding residential areas. The District Strategy identifies the area surrounding the site as ecologically significant to be retained to protect environmental and heritage values, as well as broader landscape character. Operation of the facility will be appropriately managed in-line with the Environment Protection Act to ensure surrounding ecological values are protected. It is noted that the subject site does not contain, nor does it form part of, any identified environmental asset areas (refer to Attachment D Ecological Advice).

3.4 Statement of Planning Priorities

The Minister for Planning and Sustainable Development's 2025-2028 Statement of Planning Priorities serves as a guiding document for the ACT Government's planning directorate for the coming period.

This Statement of Planning Priorities guides the work of the City and Environment Directorate by outlining a program that advances efforts to secure housing supply, foster a vibrant and sustainable city, and deliver high-quality infrastructure and services for both current and future residents.

The statement's key planning priorities focus on increasing housing supply including social and affordable housing, planning for Canberra's future employment areas, supporting community needs across the ACT, protecting the environment and enhancing the city's landscape and ensuring good design, quality and productivity.

The DPA indirectly supports the Government's target to deliver of 30,000 new homes by 2030 by enabling recycling facilities and bulk landscape supply uses at an appropriate location, in order to unencumber

developable land within the Ginninderry development. In-turn, the DPA supports the future remediation and redevelopment of the West Belconnen Landfill to facilitate the efficient delivery of housing and urban growth objectives within the district.

The proposed uses also strongly align with the broader intent of the Statement of Planning Priorities by supporting employment generation, promoting resource recovery and contributing to a more sustainable construction and landscaping sector within the ACT. The facilities would provide critical infrastructure to service industry, contractors and residents by ensuring ongoing access to recycled materials and landscaping products required for construction, landscaping works, maintenance and associated activities. In this way, the DPA is consistent with the Statement of Planning Priorities by actively supporting its implementation through enabling identified land use outcomes.

3.6 Territory Plan

This supporting report considers the provisions of the Territory Plan introduced in 2023 as related to the proposal. The Territory Plan guides planning and development in the ACT. It outlines what development can take place and where. It guides developers and gives the Authority the tools to approve or refuse applications for proposed development. The Territory Plan has District and Zone Policies to set out relevant considerations for development in Part D, Part E and Part F.

Part D – District Policies

District policies outline the key assessment outcomes and requirements for specific areas and sites within a district. District policies contain the considerations and requirements that are specific to a district or part of a district. These considerations and requirements override any relevant requirements in the zone or other policies.

The relevant district policy for the subject area (DPA-14) is the Belconnen District Policy.

D02 Belconnen District Policy

The Belconnen District Policy states policy outcomes for the district, derived from the Belconnen District Strategy.

Part E – Zone Policies

Zone policies list the types of developments that can be built in specific zones and lists the documentation required for assessment to occur.

E07 Non-Urban Zones Policy

The Non-Urban Zones Policy applies to all development in a non-urban zone. Recycling facility and bulk landscape supplies are not permitted uses in the non-urban zones (NUZ1-5). However as stated above, the district policies override the zones policies to the extent of the inconsistency.

3.5 Other government strategies and policies

ACT Circular Economy Strategy and Action Plan 2023-2030 (ACT Government)

The ACT Circular Economy Strategy and Action Plan sets out the ACT Government's strategic framework for reducing waste and emissions, promoting resource recovery, and supporting the transition to a more sustainable and resilient economy across Canberra. The Plan identifies six key themes to guide Canberra's transition to a circular city focused on long-term sustainability:

- Procurement, skills, innovation and governance
- Food and organics
- Built environment
- Consumer goods
- Emerging and problematic waste streams
- Creating space to showcase our commitment to the circular economy.

National Waste Policy Action Plan 2024 (Department of Climate Change, Energy, the Environment and Water (DCCEEW))

The National Waste Policy Action Plan (NWPAP) has 7 targets to reduce Australia’s waste and improve our recovery of resources:

- Ban on export of waste plastic, paper, glass and tyres, commencing in the second half of 2020.
- Reduce total waste generated in Australia by 10% per person by 2030.
- 80% average resource recovery rate from all waste streams following the waste hierarchy, by 2030.
- Significantly increase the use of recycled content by governments and industry.
- Continued phase out of problematic and unnecessary plastics.
- Halve the amount of organic waste sent to landfill for disposal by 2030
- Make comprehensive, economy-wide and timely data publicly available. This will support better consumer, investment and policy decisions.

The NWPAP ACT Implementation Plan 2025 sets out the initiatives being actioned by the ACT to support the NWPAP. This includes initiatives to divert organic waste from landfill.

ACT Waste Management Strategy 2011-2025

The ACT Waste Management Strategy (the Strategy) sets a clear direction for the management of waste in the ACT. It highlights that reducing waste requires a collective effort and that waste should be viewed as a resource. It provides a framework for sustainable resource management, with broad actions needed to achieve a waste-free society including:

- community commitment
- avoidance and reduction
- resource recovery
- residual waste management
- creative solutions.

The Strategy encompasses waste from the household, commercial and industrial, construction and demolition sectors, and biomass from wood and garden waste. It identifies that a range of strategies are needed to reduce the amount of waste going to landfill and to maximise recovery.

Government commitments

The ACT Government has committed to opening a new green waste facility for Canberra's northside within this term of Government.¹

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<https://www.act.gov.au/open/government-commitment-progress-reporting-for-the-11th-act-legislative-assembly>

4. Consultation

This section of the report outlines consultation undertaken with the local community and relevant entities who may have an interest in the DPA and how the outcomes were incorporated into the proposal.

4.1 Public consultation

Public consultation on DPA-14 will be undertaken as part of the statutory processes in accordance with the *Planning Act 2023* with respect to DPA-14.

Previous statutory consultation

As highlighted above, a DA was previously assessed and approved for the site being used temporarily for the green waste facility. DA 202240118 was publicly notified from 29 June 2022 to 20 July 2022. Fifty-one written representations were received during the public notification period. With one representation being received outside of the public notification period.

Key issues raised included:

- traffic impacts and site access arrangements;
- air quality (including pollution and odour), noise and health implications;
- site suitability and changes to the desired character of the area;
- suitability of temporary use definition;
- bushfire risk;
- environmental and water run-off impacts;
- light pollution from external lighting; and
- public notification processes.

The issues raised in the representations were considered in the assessment and making of the decision for DA 20224011 which was refused by the Authority in September 2022.

A subsequent Reconsideration application on this DA was submitted in December 2022. The Reconsideration DA was also publicly notified from 16 January 2023 to 6 February 2023. One hundred and six (106) written representations were received during the public notification period for this application raising generally the same concerns as the original DA.

The issues raised in the representations were considered in the assessment and making of the decision for the Reconsideration DA which was approved in August 2023 subject to conditions.

4.2 Government entity consultation including land custodian

Mandatory government entity consultation will be undertaken as part of the statutory processes in accordance with the *Planning Act 2023* with respect to DPA-14. This includes the National Capital Authority, the ACT Heritage Council, the Conservator of Flora and Fauna, the Environment Protection Authority and the land custodian where applicable. Other entities will be consulted where deemed relevant to the proposal. Comments received from mandatory referral entities will be published in the consultation report following the closing of the public consultation period.

The previous DAs were also referred to entities and comments were considered in the assessment and making of the respective decisions. Some entity concerns were also reflected as conditions of approval of the Reconsideration DA.

5. Conclusion

DPA-14 and this accompanying supporting report propose to recognise and formalise the use of recycling facility and bulk landscape supplies as a legitimate use on Block 1653 in Belconnen. Any unapproved or future use on the subject blocks for this purpose will require development approval in accordance with the *Planning Act 2023* by demonstrating compliance with the Territory Plan among other considerations.

The relative impacts of the proposed changes were assessed, and the proposal is considered to be consistent with the Planning Strategy and Belconnen District Strategy.

The subject site is considered suitable to support the operation of a green waste recycling facility and bulk landscape supply due to its strategic location within the Belconnen District, supported by the 2022 Design Options Study. The suitability of the subject site is supported by an approved Development Application for the temporary operation of a green waste recycling facility.

Ultimately, DPA-14 indirectly supports key planning priorities to regarding housing supply by enabling recycling facilities and bulk landscape supply uses at an appropriate location, in order to unencumber developable land within the Ginninderry development. In-turn, DPA-14 supports the future remediation and redevelopment of the West Belconnen Landfill to facilitate the efficient delivery of housing and urban growth objectives within the district.

The need for the proposed amendment is a result of the decision of the NCA Board to permit these uses in this location under the National Capital Plan, and the subsequent formalising of these uses under the Territory Plan.

List of Attachments

Attachment A: Cover Letter to NCA from SLA

Attachment B – Response Letter from NCA to SLA

Attachment C: Design Options Study

Attachment D: Ecological Advice

Attachment E: Aboriginal Cultural Heritage Assessment

Attachment F: Traffic Impact Assessment