

**A Proud Community
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**PLANNING PERMIT APPLICATION PA2016/5118 AND
WORKS APPROVAL APPLICATION 1002191 –
EXTENSION TO THE LANDFILL AT 408-546 HOPKINS ROAD,
TRUGANINA AND 1154-1198 CHRISTIES ROAD, RAVENHALL**
Submission by Melton City Council, 11 July 2016

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1. Introduction

The City of Melton (Council) welcomes the opportunity to comment on planning permit application no. PA2016/5118 (Permit Application) and EPA works approval application no. 1002191 (Works Approval Application) (collectively, the Applications).

Council has reviewed the documentation exhibited with the Applications and whilst acknowledging that the site has been identified as being of State significance for landfill operations, there are a number of concerns that don't appear to be adequately addressed in the exhibited documentation for the current applications. Of greatest concern is the absence of information regarding:

- identification, auditing and management of potential landfill gas migration;
- traffic modelling that demonstrates the proposed transport network will be able to accommodate the proposed increase in activity;
- mitigation and management of any offsite amenity impacts;
- scale of the proposed expansion;
- addressing of visual impacts; and
- provision of appropriate buffers to adjoining land.

Council considers that the above concerns require further investigation and resolution prior to decisions being made with respect to the Applications.

1.1 The Site and Surrounding Area

The Applications relate to land at 408-546 Hopkins Road, Truganina and 1154-1198 Christies Road, Ravenhall, which accommodates an existing quarry and landfill. The footprint of the Permit Application exceeds that of the Works Approval Application, with the Permit Application seeking an extension of 311ha and the Works Approval Application seeking an extension of 210ha.

The site is broadly bounded by Hopkins Road to the west, the Ballarat Railway Line to the north, Christies Road to the east and Middle Road to the south. Riding Boundary Road runs through the middle of the site in an east-west direction, however only a portion of this road has been constructed.

Two high voltage transmission lines traverse the site – one through the south-east part and the other through the north-west corner of the site. Further, a grassland reserve of about 95ha (known as Northern Grassland) is located within the north-east corner of the site.

The existing quarry has been in operation since 1964 and extracts basalt for use in the construction industry. The first stages of the quarry have already been filled by the existing landfill. The active area of the quarry is to the south of Riding Boundary Road. The remaining, future areas of the quarry will progress generally north across Riding Boundary Road along the western portion of the site. *Refer to Attachment 5.1 for a plan showing the extent of the approved quarry activity.*

The existing landfill is located in the south-east corner of the site, south of Riding Boundary Road. The landfill is a major commercial facility which receives waste from most parts of Melbourne. It does not currently accept waste from the general public but instead takes waste from commercial operators, municipalities etc. The landfill is licensed to accept the following waste:

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- Putrescible waste
- Non – putrescible (or solid inert) waste
- Contaminated soil (low level)
- Pneumatic tyres shredded into pieces of less than 250mm.

The landfill also collects biogas from completed cells and converts this into energy which currently serves the energy needs of about 4,000 dwellings. The power generated on site is fed into the national grid.

The site has been located within the Urban Growth Boundary (UGB) since 2010.

Land to the west of the site (opposite Hopkins Road) is currently rural in nature and accommodates a few existing dwellings. The Metropolitan Planning Authority (MPA) has exhibited a precinct structure plan for this area – known as the Mt Atkinson and Tarneit Plains Precinct Structure Plan (PSP). This PSP is bounded by Hopkins Road, the Western Freeway, the future Outer Metropolitan Ring Road (OMR) and the OMR connector road to the Deer Park Bypass. The PSP is expected to deliver a mix of land uses, including business, industrial and residential development, together with an activity centre and a possible new railway station.

Land to the south of the site (opposite Middle Road) is currently rural in nature and accommodates a number of existing dwellings. The area is also identified as a potential location for the Western Interstate Freight Terminal (WIFT).

The Regional Rail Link (RRL) runs along the eastern boundary of the site parallel with Christies Road. East of the RRL are two prisons, the Dame Phyllis Frost Centre for women and the Metropolitan Remand Centre for men, and a number of grassland reserves.

Land to the north of the site (between the railway line and the Western Freeway) currently contains a range of industrial / commercial and residential uses. This area is proposed for future industrial development (Warrawee PSP).

Refer to Attachment 5.2 for a locality plan.

1.2 Details of Existing Planning Approvals

The following planning approvals are considered most relevant to the quarry and landfill operations currently being conducted on the site:

Quarry / Extractive Industry		
Permit	Date issued	Details of what permit allows
61060	August 1972	Develop the south-east portion of the site for Extractive Industry (Quarry).
PA2000/231	November 2000	Develop a Concrete Batching Plant ancillary to the existing Extractive Industry.
PA2001/249	April 2002	Develop the remainder of the site for Extractive Industry, including the creation of the Northern Grassland Reserve.

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PA2001/288	February 2002	Develop a Concrete Paver Manufacturing facility ancillary to existing Extractive Industry.
PA2015/4807	November 2015	Use and development for the purpose of earth and energy resources (quarry processing plant)
Landfill / Recycling		
Permit	Date issued	Details
P2091/97	July 1998	Develop the south-east portion of the site as a Municipal Waste Landfill (in six stages). The permit was amended in June 2004 to allow for 24 hour landfill operation.
PA1999/79	November 1999	Buildings and works
PA2000/36	May 2000	Develop an Organics Recycling Facility – Pinegro Products.
PA2000/154	February 2001	Training Facility
P2005/454	September 2005	Develop facilities to convert landfill gas from completed cells to energy.
PA2009/2180	June 2009	Develop a Resource Recovery Facility to process dry commercial and industrial waste to minimise waste to landfill.
PA2013/4056	December 2013	Development of a Refuse Transfer Station.
PA2014/4499	September 2014	Building and works associated with an existing landfill by constructing a stairway and landing to the weighbridge entrance

1.3 The Proposal

The Applications are to extend the existing landfill operation within the approved area of the quarry.

The Applications differ from the application to amend planning permit no. PA2091/97, which was refused by Council on 27 May 2014, in the following ways:

- The footprint of the proposed extension to the landfill (in the Permit Application) has been reduced from 617ha to 311ha.
- A 1km buffer is proposed to future residential communities in the Mt Atkinson and Tarneit Plains PSP area based on the current draft PSP, with a 500m buffer being internal to the current quarry site, and a further 500m to future residential communities in the Mt. Atkinson and Tarneit Plains PSP area.
- Buffers to the surrounding communities of Burnside, Deer Park and Ravenhall have been increased.
- The Works Approval Application was lodged concurrently with the Permit Application, providing a greater level of technical information.

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Refer to Attachment 5.3 for a buffer plan.

The Works Approval Application seeks permission for 16 new landfill cells:

- seven cells south of Riding Boundary Road (Cells 1 to 7); and
- nine cells north of Riding Boundary Road (Cells 8 to 16).

The cells would be progressively capped in stages as each cell is completed, in accordance with the *Best Practice Environmental Management – Siting, Design, Operation and Rehabilitation of Landfills* (EPA Publication 788.3, August 2015) (Landfill BPEM).

The Planning Permit Application Report that accompanied the Permit Application states at section 3.6 in relation to staging and operation:

“...The specific staging of the landfill is dependent on the staging of the quarry, as it fills the next available airspace created by the quarry. The staging of the proposed landfill therefore generally follows the staging of the quarry.

The nature of quarrying means that its staging across the Planning Permit Application Area is difficult to determine with precision. When and where quarrying occurs is dependent on the demand for different products and resources over time and the location and quality of stone across the site.

Notwithstanding this, a conceptual Landfill Sequence Plan has been prepared by Golder and Associates as part of the Works Approval application and Planning Permit Application, based on the current quarry extraction plan.

At this stage, the conceptual staging of the landfill is to generally follow the following sequence:

1. *South of Riding Boundary Road, progressing from the existing landfill to the west*
2. *North of Riding Boundary Road, west of Clarke Road reserve...”*

At its highest point, the landfill would extend approximately 40 metres above the natural surface level. The Landscape and Visual Assessment that accompanied the Permit Application has the perceived height set at 70m from some angles due to the change in ground level from surrounding sites.

Each landfill cell would take approximately two years to fill. The Works Approval Application estimates that:

- the cells south of Riding Boundary Road would take approximately 13 years to fill with 23.3 million cubic metres of waste; and
- the cells north of Riding Boundary Road would take approximately 17 years to fill with 29.7 million cubic metres of waste.

This totals approximately 53 million cubic metres of waste over a 30 year period within the extension area.

Under its current EPA licence (no. 12160), the existing landfill has approximately seven to 10 years of capacity remaining. The extension is accordingly proposed to commence in approximately 2025 and be operational for approximately 30 years until 2055.

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The Works Approval Application does not seek any changes to the waste stream types currently accepted by the landfill.

1.4 Permit Application documentation

The Permit Application is accompanied by technical reports assessing:

- Needs
- Transport impact
- Noise
- Air quality
- Hydrogeology
- Landscape and visual impact
- Ecology.

A summary of the key points made by each report is provided below:

Needs Assessment

- The current landfill has a capacity of 7-10 years which is considered a very short period of time in landfilling terms.
- The *Statewide Waste and Resource Recovery Infrastructure Plan Victoria 2015-44* (SWRRIP) identifies 6 waste and resource recovery 'hubs' of state wide significance. Three of them are either closed, or due to close in the short to medium term.
- The three long term facilities to cater for Melbourne's waste needs are Wollert, Werribee and the landfill the subject of the Applications – the Melbourne Regional Landfill.
- To a significant extent, waste generation is driven by population, so long term population trends are a key factor in determining waste disposal needs. Based on a business as usual scenario, the total waste generation in Victoria will rise from the current level of 12.176 million tonnes (based on data from 2011-12) to more than 20 million by 2043-44.
- The landfill site currently accepts approximately 780,000 tonnes of waste per year (14/15), making this the largest landfill in Victoria. It is expected that this will increase to 1.4 million tonnes by 2020, 1.5 million by 2025 and 1.7 million by 2041.
- It is possible for the demand in airspace to precede the quarry operation creating the void. In this instance there will be a heavy reliance on other facilities to accommodate this waste, which could result in a shortage of landfill options. Alternatively, improvements in waste compaction could result in more tonnage capacity.

Transport Impact Assessment

- Data from March 2015 showed that a maximum of 47 vehicles per hour entered the site at the peak time which occurs around 10am – 12pm. On weekends the peak is much lower at approximately 19 and 10 per hour between 9am – 10am on Saturday and Sunday respectively.

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- The proposed Community Transfer Station on the site (approved under planning permit no. PA2013/4056) is designed to receive up to 20,000 tonnes of waste annually. The site is expected to have peak arrivals on the weekend of up to 400 smaller vehicles per day. This facility will be accessed via a separate, new access point.
- The current heavy vehicle movements will increase from 810 per weekday in 2015 to 1130 per weekday in 2035.
- Reference is made to both the PSP design guidelines and Clause 56.06 of the Melton Planning Scheme which indicate that the cross-section of Christies Road exhibits characteristics similar to that of a 'connector' road which can carry an indicative traffic volume of 7000 per day. This is much higher than the projected post development traffic volumes of approximately 3250.
- The report concludes that there is no reason on traffic and parking grounds why a permit for the development should not be issued.

Noise Assessment

- Noise modelling has been conducted based on current and future activity on the site by Marshall Day Acoustics.
- There are a number of mitigation measures that have been recommended within the report such as:
 - o Not accepting trucks with reversing beepers on site during the night time period. Third party trucks are to be fitted with broadband reverse alarms for night time.
 - o A different type of dozer is required to be used during the evening and night time to reduce noise.
 - o Additional silencing of mobile plant to be carried out by selecting equipment based mitigation packages (ie sound panels on compactors or exhaust attenuation on other plant).
 - o Additional mitigation includes the construction of 4m high earth berms in proposed cells 3 and 4 in the south western part of the site.
- These mitigation measures will ensure that the proposal complies with the State Environment Protection Policy (Control of Noise from Commerce, Industry and Trade) No. N-1.

Air quality assessment

- The key sources of odour are:
 - o Fresh waste as it is delivered and placed in an active cell. Intermediate cover material reduces this emission but does not eliminate it entirely.
 - o Landfill gas from capped cells. If not adequately controlled by appropriate gas capture systems it has the potential to be carried off site.
 - o Leachate, which drains internally through cells into leachate storage but contains odourous compounds that need to be managed.
- The key sources of dust are:
 - o Wheel-generated dust from vehicle movements
 - o Disturbance from earth moving machinery
 - o Wind erosion from dusty exposed surfaces.

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- A spike in the number of complaints received by the EPA in March 2014 correlates with the application to amend the existing permit to expand the landfilling area to the quarry extraction boundary, which was refused by Council in May 2014.
- The composting activity on the site which ceased in 2015 was a strong source of odour from the site.
- The current and proposed operations at the site are operated by Landfill Ops in line with current best practice methods.

Hydrogeological Assessment

- The landfill cell liners are more than 2m above the natural watertable level, in accordance with Landfill BPEM requirements. It is not clear to Council whether the groundwater elevations determined in section 5.3 of the Hydrogeological Assessment provide the appropriate measure for this Landfill BPEM requirement.
- The report indicates that the resultant groundwater salinity will increase, 50 years after the closure of the last cell but the extent and impact will be such that there will be no offsite impact on beneficial use.
- The assessment confirms that the current landfill operation has not adversely impacted on the beneficial uses of groundwater to date.
- The report concludes that the site is suitable for landfill activities.

Landscape and Visual Impact Assessment

- The flat surrounding terrain means that the extension would likely be seen from a large proportion of surrounding land but visibility may be reduced by vegetation and development.
- A photomontage of the proposed extension (post construction) shows that the city skyline and views across the plains would be interrupted by the mounds.
- The report makes the assertion that once the extension is completed and the site is successfully rehabilitated the visual impact of the site may be considered positive.
- The visual impact of the mounds can be reduced during the construction phase by replacing the white reflective geotextile covering with a light brown or sepia toned geotextile to reduce the visual impact.
- The assessment recommends the progressive planting of vegetation and the creation of stormwater ponds, however there are minimal details relating to the implementation of the rehabilitation plan.

Ecological Assessment Report

- The site has been the subject of previous ecological assessments which resulted in the creation of the Northern Grassland in the north-east corner of the site.
- The quarry has a 60m landscape buffer adjacent to the northern and southern boundary of Riding Boundary Road, the northern boundary of Middle Road, and

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the western boundary of Christies Road. The quarry also has a 100m landscape buffer adjacent to the east of Hopkins Road.

- No extraction or excavation can occur within these buffers.
- The site has approval under the *Environment Protection and Biodiversity conservation Act 1999* which provides conditions relating to the protection and management of Plains Rice-flower and the Striped Legless Lizard
- An offset for the removal of native vegetation will be required.

1.5 Works Approval Application documentation

The Works Approval application was accompanied by some additional reports that did not accompany the permit application. A summary of the key points made by these reports is provided below:

Greenhouse Gas Estimate

- The maximum efficiency assumed under the National Greenhouse and Energy Reporting scheme is 75%.
- The collection efficiency of the gas systems to be installed at the proposed MRL facility is expected to exceed 75%.
- It should be noted that this efficiency level is being achieved for the current landfill operations.

Leachate Management Plan

- The Extension design incorporates a leachate collection system over the base and side liner to capture and remove leachate from the landfill for storage and management.
- The system is designed to comply with the Victorian Environment Protection Authority (EPA) publication 788.3 'Best Practice Environmental Management for the Siting, Design, Operation and Rehabilitation of Landfills' (BPEM)
- Leachate storage ponds could be replaced by a leachate treatment plant. The construction of a leachate treatment plant would not be required for at least 10 years. Significant technical development in leachate treatment is expected during this time which would impact on the approach to leachate treatment on the site.

Landfill Gas Management Plan

- Based on the surrounding geology and subsurface infrastructure the following pathways were identified;
 - Gas migration through the sub-surface geology into buildings and structures.
 - Gas migration through the sub-surface geology into underground service trenches and pits and then into buildings.
 - Direct release to atmosphere
- The landfill gas collection, management and treatment options were evaluated in accordance with the estimated LFG generation rates projected for the proposed

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site. Provided that Landfill Ops implements the outcomes from this Landfill Gas Management Plan it is considered that landfill gas control measures proposed for the Extension are in accordance with the BPEM objectives and required outcomes and relevant legislation.

Stormwater Management Plan

- Skeleton Creek is located to the south west of the site and designated as Land Subject to Inundation by the Melton Planning Scheme. There is no defined creek bed or bank, and stream flow only occurs after heavy rainfall events. This intermittent flow is referred to as an ephemeral stream, often dry with periods when it is wet during heavy rainfall events.
- It is proposed the Discharge Ponds will discharge to external stormwater systems on Riding Boundary Road, Middle Road and Hopkins Road.
- The Plan recommends, the operator undertake a detailed stormwater design for each of the new cells in order to implement the design measures outlined in this SMP.

Monitoring Program

- The monitoring program aims to ensure potential environmental impacts are monitored and demonstrate compliance with relevant policies and regulations.
- To assist the monitoring program, Landfill Ops will be required to maintain the following records:
 - Waste inspection register;
 - Site incident register;
 - Site inspection sheets;
 - Landfill complaints register;
 - Landfill rectification requests and instructions;
 - Landfill employee and contractor induction checklist;
 - Training records;
 - Groundwater management records;
 - Leachate management records;
 - Surface water management records; Landfill gas management records;
 - Dust, noise and odour management records; and
 - Plant and equipment management and maintenance records.Timing/frequency for monitoring the above have not been provided within this report.
- The operator will be required to submit an Annual Performance Statement (APS). Audits of operational performance will be conducted by an independent Environmental Auditor subject to periodic risk assessment review. The APS will be accompanied by monitoring results, the monitoring program and an analysis of performance against each licence condition for the previous financial year.

Aftercare Management Plan

- All aftercare management activities will be conducted in accordance with the EPA Licence or Post Closure PAN that is in-place at the time of closure.

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- The aftercare management period begins once the landfill cap, vegetation and rehabilitation works are complete.
- The operator will need to ensure that the Landfill Aftercare Management Plan is implemented until an Environmental Audit demonstrates that the site no longer poses a risk to the environment, or for at least 30 years after the site has stopped receiving waste.
- EPA may serve a pollution abatement notice on the site to ensure ongoing management of the site and place the site on a Priority Sites Register to ensure that all potential future stakeholders are aware of the ongoing management requirements of the site.

1.6 Policy Assessment

State Planning Policy Framework

The following State planning policies are considered relevant to Council's assessment of the proposal:

Clause 13.04-1 refers to 'Noise Abatement' and seeks to ensure that community amenity is not reduced by noise emissions by using a range of building design, urban design and land use separation techniques as appropriate to the land use functions and character of the area.

Clause 13.04-2 refers to 'Air Quality' and seeks to ensure, wherever possible, that there is suitable separation between land uses that reduce amenity and sensitive land uses.

Clause 14.02-2 refers to 'Water Quality' and includes a strategy to *'Encourage the siting, design, operation and rehabilitation of landfills to reduce impact on groundwater and surface water.'*

Clause 17.02-2 refers to 'Design of industrial development' and seeks to provide adequate separation and buffer areas between sensitive uses and offensive or dangerous industries and quarries to ensure that residents are not affected by adverse environmental effects, nuisance or exposure to hazards.

Clause 19.03-5 refers to 'Waste and resource recovery' and includes strategies to maximise resource recovery and ensure buffers for waste and resource recovery facilities are defined, protected and maintained.

West Growth Corridor Plan

In August 2010, Amendment VC68 expanded the Urban Growth Boundary (UGB) to include the site and surrounding area. Much of the surrounding area was rezoned to Urban Growth Zone; however, areas immediately abutting the site were included in the Farming Zone in recognition that appropriate buffers would be required between the quarry and any future sensitive uses.

The West Growth Corridor Plan prepared by the then Growth Areas Authority was released in June 2012, to provide a broad strategic framework for future PSPs and subsequent development of the growth corridor.

The West Growth Corridor Plan identifies the site as a 'Quarry' and designates the future use of most of the surrounding land as 'Industrial'. The area affected by the Mt Atkinson and

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Tarneit Plains PSP is identified as 'Business and Industrial', with the inclusion of a Specialised Town Centre.

The growth corridor plans attempt to ensure:¹

"... approved and operational landfills referred to in The Metropolitan Waste and Resource Recovery Strategic Plan and potential organic waste treatment/recovery are protected from encroachment by sensitive uses. Any development within 500m of putrescible landfill sites will be subject to an environmental audit to ensure that any potential landfill gas migration is mitigated. Some existing quarries may also have the potential to be utilized for landfill purposes in the future upon completion of extraction of the resource at the site. In this case buffer requirements will also need to be taken into account when planning these PSPs to ensure appropriate land uses and separation distances are maintained."

Specifically, the West Growth Corridor Plan seeks to ensure:²

"... approved and operational quarries are protected from encroachment by sensitive land uses and identifies industrial or commercial development activities adjacent to the existing Holcim and Boral quarry sites within/adjacent the UGB... The Plan ensures that approved and operational landfills referred to in the Metropolitan Waste and Resource Recovery Strategic Plan and potential organic waste treatment/ recovery are protected from encroachment by sensitive uses. Any development within 500m of the putrescible landfill sites at Werribee and Deer Park will be subject to an environmental audit to ensure that any potential landfill gas is mitigated."

The West Growth Corridor Plan does not specify who is responsible for such audits.

Local Planning Policy Framework

The following local planning policies are considered relevant to Council's assessment of the proposal:

Clause 21.03 – Municipal Strategic Statement

In support of the overarching vision, one of Melton City Council's key land use planning objectives is to create an environment conducive to economic growth and wealth generation.

Clause 22.02 – A Sustainable Environment Policy seeks to Protect and conserve the environmental resources and assets of the City for the benefit of current and future communities.

Clause 22.05 – Employment Policy seeks to create an environment conducive to economic growth and wealth generation. It recognises the expansion of local employment opportunities in the municipality is necessary to ensure the development of a viable and sustainable community in the long term.

Zone and Overlays

The site is zoned Special Use – Schedule 1 which relates to 'Earth and Energy Resources Industry'.

A permit is required for the proposed use (Refuse Disposal) and associated buildings and

¹ Chapter 3, section 3.7.5 'Planning for Landfills', page 34.

² Chapter 4, section 4.7 'Other Infrastructure', page 55.

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works.

Small portions of the site are also affected by the Urban Floodway Zone, Environmental Significance and Land Subject to Inundation Overlays. The proposal does not apply to those areas.

Particular Provisions

Landfill is a listed use under Clause 52.10 of the Melton Planning Scheme, which defines types of industries and warehouses which if not appropriately designed and located may cause offence or unacceptable risk to the neighbourhood.

There is no threshold distance prescribed under this Clause for a landfill. Instead, Note 1 applies, which means 'The threshold distance is variable, dependent on the processes to be used and the materials to be processed or stored'. Pursuant to Clause 66.02-7, the Environment Protection Authority is a determining referral authority for applications to use land for an industry or warehouse for a use shown with a Note 1 in Clause 52.10.

A permit is also required for the removal of native vegetation under Clause 52.17. This Clause seeks to broadly ensure the clearing of native vegetation results in no net loss in the contribution made by native vegetation to Victoria's biodiversity by appropriately managing its removal.

Statewide Waste and Resource Recovery Infrastructure Plan Victoria 2015-44

The SWRRIP sets out Victoria's long term vision and roadmap to guide future planning for waste and resource recovery infrastructure to achieve an integrated system that:³

- *effectively manages the expected mix and volumes of waste*
- *reflects the principles of environmental justice to ensure that impacts on the community, environment and public health are not disproportionately felt*
- *supports a viable resource recovery industry*
- *reduces the amount of valuable materials going to landfill.*

The SWRRIP identifies this site (described as the Deer Park Precinct, TPI Landfill and Boral Quarry) as an 'existing hub of state significance' for the following reasons:⁴

- *This site is the largest MSW [Municipal Solid Waste] landfill in the state and reprocesses significant tonnes of C&D [construction and demolition] materials and organics.*
- *It is well located close to the metropolitan Melbourne area and major transport routes.*
- *There is potential to expand all activities onsite, including organics reprocessing, using existing buffers subject to meeting planning requirements and EPA approval.*
- *Urban encroachment and balancing community expectations in relation to the operation of the site is a future risk to the functionality of the site. If the site is to be maintained in the long term as a hub then planning needs to ensure the preservation of adequate buffer distances and that incompatible land uses are not established in proximity to the hub and activities on the site are conducted in a manner that does*

³ Page 11.

⁴ Page 36.

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not impact on the community, environment and public health of surrounding land users.

Community engagement is needed to determine the outcomes for this hub including potential benefits to the community of this site remaining available for resource recovery activities, and to reassure the community that activities will have minimal impact on local amenity.

With respect to 'existing hubs of state significance', the SWRRIP notes that:⁵

Any impact on the functionality of these sites is likely to affect the waste and resource recovery system at the state level, which needs to be recognised when making local and regional planning decisions.

Metropolitan Waste and Resource Recovery Strategic Plan and Implementation Plan

The Metropolitan Waste and Resource Recovery Strategic Plan (2009) precedes the SWRRIP. The draft Metropolitan Waste and Resource Recovery Implementation Plan (2015) (MWRRIP) supersedes the 2009 Plan and aligns with the SWRRIP timeframes and initiatives. It more specifically sets out how the waste and resource recovery infrastructure needs of metropolitan Melbourne will be met over at least the next 10 years.

While the focus of the MWRRIP is on resource recovery, it is also recognised that landfills will continue to have a role for the foreseeable future but that it is desirable to have fewer landfills that are well located and managed in accordance with best practice.

The MWRRIP specifically highlights the subject facility as a 'waste and resource recovery hub'. It notes:⁶

"If this site does not continue its landfill operations in the medium term (beyond the current 5-10 years of approved airspace), Melbourne is at risk of having inadequate landfill capacity to manage waste for which there is no current resource recovery alternative.

The Deer Park precinct has potential capacity to operate beyond 2026. The site also has the potential to accommodate resource recovery operations over the long term..."

Waste Management Policy (Siting, Design and Management of Landfills) and Landfill BPEM

All landfills in Victoria must comply with the *Environment Protection Act 1970*, its regulations, and relevant Waste Management Policies and State environment protection policies (SEPPs).

The Waste Management Policy (Siting, Design and Management of Landfills) applies to all landfills receiving solid non-putrescible waste and/or Category C prescribed industrial waste.

A critical element of this policy is the implementation of best practice. The Landfill BPEM is the source document for best practice environmental management measures for landfills. Landfill owners and operators must have regard to this document in planning for works approval or licensing of future landfill sites and design of new landfill cells. The Landfill BPEM additionally advises planning and responsible authorities on landfill

⁵ Page 94.

⁶ Page 65.

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buffers. For landfills such as the one in question that accept municipal (putrescible) waste, the Landfill BPEM advises that a default buffer of 500 metres should be provided between the landfill and any buildings and structures.⁷ This buffer is stated to be 'required for landfill gas migration, safety and amenity impacts'.

The Landfill BPEM allows for the default buffer distance to be reduced based on a risk assessment that considers design and operation measures and evaluation demonstrating the environment would be protected and amenity not adversely affected.⁸

The Landfill BPEM advises responsible authorities considering a planning permit application for development within a landfill buffer to either require an environmental audit to be conducted under section 53V of the *Planning and Environment Act 1970* that assesses the risk of harm to the proposed development or use relevant information, where sufficient, from a previous assessment or audit.⁹

⁷ Page 13.

⁸ Page 13.

⁹ Page 14.

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2. Key Issues

There are a number of key issues which Council submits should be addressed prior to any decision being made on the Applications. These issues could potentially have a significant impact on existing and future residential communities, the viability of industries, investment and the ability to implement the objectives of the Mt Atkinson and Tarneit Plains PSP.

2.1 Environmental sustainability

The Application materials state that the existing landfill is currently operating within the relevant legislative requirements and guidelines. Whilst this is the view expressed in the materials accompanying the application, Council is aware that there have been complaints received, particularly with regard to odour and litter escape from the site, which must be appropriately addressed before any decision is made to expand landfill operations on the site. Council also submits that alternative technologies should be investigated for this site, which would reduce the reliance on the current practices being dependent on such a large land supply.

Council's submission to the draft MWRRIP stated:

"Council strongly supports implementation of alternate waste technologies that will reduce our reliance on landfill. Our community does not wish for the City of Melton, and in particular the Ravenhall hub to be turned into the primary disposal location for all of Melbourne's waste....we must move to a system where pre-sorting or alternate technologies are used first, with only residual inert waste requiring landfill".

Council supports the expansion of the renewable energy production on site.

Council has voiced concern in previous submissions to the State government in relation to waste and resource recovery about this site being identified as one of three of the most important landfill sites for Melbourne with waste expected to come from all over Melbourne. Council acknowledges the site has been identified as a State significant resource and recovery site, is currently being quarried and is already operating as a landfill. However, reliance on so few sites for Melbourne's future waste and resource recovery needs may result in a landfill operation at this site which is larger than what may be required if other sites were sourced.

There are also environmental impacts and inefficiencies in adopting a single point of landfill for a metropolitan area that extends an approximate 80 kilometres in width.

2.2 Timing of the planning permit compared with the works approval

The *Planning and Environment Act 1987* provides that permits expire if development or specified stages are not completed within the specified period of time. The default period is two years but this will be longer for landfills which often have a longer life. The purpose behind this provision is to allow stale proposals to be reassessed against changes in planning policy over time.

A proposal such as this makes it difficult to estimate reasonable timeframes for particular stages, or the development as a whole. The life of the facility is estimated to provide airspace for over 50 years.

There may be major changes to the way waste is managed across regions over time, and as such it is desirable that there are periodic opportunities to review the future development of

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landfill stages having regard to the manner in which policy changes and in which the surrounding area develops over time.

Council submits that if an expansion is approved, the expiry of the planning permit should be no longer than 10 years to provide an opportunity to review the continued expansion of the site to ensure it is consistent with current day best practice.

The strategic directions developed through the consultative process for the SWRRIP will guide strategic planning to meet the infrastructure needs of Victoria and provide certainty to industry on the Victorian Government's plan for the next 30 years. Within the SWRRIP it is acknowledged that during this 30 year timeframe it is expected that the type and volume of waste generation will change.

As a result it is difficult to plan strategically beyond that horizon and that flexibility should be maintained for changes in technology, population growth, development patterns etc.

2.3 Rehabilitation of the landfill and landscaping of the site

The landfill would be progressively rehabilitated as each stage is completed. The applicant advises that there are opportunities for a number of new uses on the rehabilitated landfill site but these uses would be determined at the time of the landfill closure.

The Applications are accompanied by a future rehabilitation plan prepared by ERM.

The future rehabilitation of landfills and their after use is an important consideration in landfill planning. On a site of this scale, it is desirable that the future use and development of particular areas of the landfill is planned and staged in an orderly and coordinated manner, whilst providing an appropriate degree of flexibility. Some areas may be developable and other areas may be proposed as public open space, or for other uses but this is unknown at this stage.

Further detail regarding the future rehabilitation and use of the landfill is required, but given the life of the proposal, it is difficult to know with any certainty how the future rehabilitation of the landfill is likely to evolve.

Due to the lifespan of the quarry, Council submits that detailed landscaping plans be required to be submitted a short time after the closure of each cell to allow for a more progressive landscape approach across the entire site. The detailed plans would respond to the particular dimensions and slope of the cell.

The ERM report offers broad guidance on species and location, however it is submitted that any detailed plans should be approved by the EPA to ensure that the location, species and density of planting will not adversely impact on the operation of the capped cell.

The timing of completion for the landscaping should occur within 6 months of a cell being capped.

The Applications also propose to apply shared paths on the landfill site, including along Hopkins Road with a view to connecting to the path network proposed in the Mt Atkinson and Tarneit Plains PSP area. There are no details regarding the timing, delivery and cost of establishing this network on the landfill site. The provision of open space is determined by demand, which could create concerns if the rehabilitated landfill is expected to be taken over by Council. This could be surplus to Council's requirements and create a resource burden.

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Considering this, Council submits that alternative plans should be identified for use and/or ownership of these areas, with consideration given to retaining these areas in private ownership or, given the landfill site is considered to be of State significance, it may be more appropriate for the State to take control in the long term (ie. Parks Victoria). It is noted that Parks Victoria is managing former landfills in the south-east of Melbourne.

Council recently adopted the *Significant Landscape Features Strategy* which identified a number of key views and landscapes that should be protected under the Significant Landscape Overlay. A number of volcanic cones and waterways were identified for protection.

Council submits that an assessment of the expected future impacts of these key features, particularly Mt Atkinson and Mt Cottrell, should be provided as part of the Planning Permit Application. Council would be concerned if views identified for protection are compromised as part of the final mounding, should the landfill expansion be approved.

The proposal to vegetate the mounding should be carefully considered given the area in which the landfill is located is the Western Plains Grassland where trees are scarce, particularly given elevated areas are volcanic.

The landscape and visual impact assessment identifies the need for use of a light brown / sepia toned geotextile over the cells, rather than standard white material. This should form a requirement as part of a permit condition, should the Applications be approved.

It is acknowledged that there is established landscaping along the Hopkins Road frontage which also includes an earth mound that provides a visual barrier to the site from Hopkins Road. Council submits that the quality of landscaping and the maintenance of this area should be improved given the interface between this site and land uses to the west.

2.4 Buffers within the site's boundaries

Council is concerned that the proposed expansion provides buffers that extend beyond the site's boundaries and impact adjoining land parcels.

The site is located directly adjacent (east) of the Mt Atkinson and Tarneit Plains PSP, with Hopkins Road separating the two areas.

The PSP land was brought into the UGB in 2010 by the Minister for Planning and was identified for business and residential uses in the West Growth Corridor Plan in August 2012. Considering the land has been identified for urban uses for over six years, Council disputes the background analysis in the Application documents that assumes the PSP area to be a rural area. This incorrect assumption may have resulted in inaccurate modelling and recommendations which support the proposed use, and implications on surrounding land uses that weren't taken into consideration.

The Mt Atkinson and Tarneit Plains PSP has been prepared by the Metropolitan Planning Authority (MPA), with public exhibition concluding on 30 May 2016 (as part of Planning Scheme Amendment C162 to the Melton Planning Scheme).

Council approved a submission in response to the PSP at its Ordinary Meeting of Council on 27 June 2016. This submission has been sent to MPA with unresolved PSP matters expected to be heard at a Planning Panel hearing scheduled to commence on 12 September 2016.

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The draft PSP proposes mixed residential and employment uses with a future population of around 19,000 people and delivery of approximately 18,000 jobs. The PSP area will be supported by a future Specialised Activity Centre, local town centres, Government and non-Government schools, community centres, and open space areas, and has been recognised as a State Significant Industrial Precinct.

Within the PSP documentation, the MPA acknowledges the possibility of a landfill expansion and proposes to mitigate odour impacts of any future approved landfill, should the permit application be approved. To achieve this the PSP applies business and commercial uses in the northern portion of the precinct to ensure sensitive uses and residential areas will be located over 1km from the proposed landfill edge.

Given the complexities of the proposal, it is Council's view that the buffers which affect the PSP area should be moved to be located entirely on the landfill site. This would require a boundary change to the cells proposed as part of the Applications.

It is acknowledged that placing the buffers solely within the boundaries of the subject site would limit the amount of landfill space available, however it is recommended that further consideration be given to avoiding the spill of landfill buffers onto adjoining land, where practicable.

If this is not supported, Council submits that an audit under section 53V of the *Environment Protection Act 1970* should be required to determine the mechanisms which would facilitate a reduction in the default 500m buffer to allow development to occur in the PSP area. The application as it currently stands will unfairly impact on the development potential of the land within the PSP.

2.5 Landfill gas migration

The issue of landfill gas migration and its potential offsite impacts does not appear to have been given sufficient consideration. This is considered to be a potentially significant risk if not identified and managed correctly.

In considering any planning scheme amendment or planning permit application, in accordance with the *Planning and Environment Act 1987*, the planning or responsible authority must have regard for the effects of the environment, including landfill gas, on the development.¹⁰

The Landfill BPEM states relevantly as follows:¹¹

“Proposed developments and any works within the recommended landfill buffer can pose a safety risk by potentially providing preferential pathways for landfill gas migration, or providing an environment where landfill gases can accumulate to dangerous levels.

All buildings and structures should be considered, including:

- buildings and structures used for sensitive or non sensitive uses*
- change of use*
- infrastructure installation*
- installation of pipelines’*

It further states:¹²

¹⁰ Sections 12(2)(b) and 60(1)(e).

¹¹ Page 14.

¹² Page 14.

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“Responsible planning authorities need to be provided with sufficient information by the proponent to satisfy them that the proposed new development or rezoning will not be adversely impacted by its proximity to the landfill site.

Where the proposed development (or planning scheme amendment that would have the effect of allowing development) encroaches into the recommended landfill buffer area or increases the extent of development within the already encroached buffer area, EPA recommends that the planning or responsible authority require an environmental audit be conducted under Section 53V of the Environment Protection Act. The audit must assess the risk of harm to the proposed development posed by the potential offsite migration of landfill gas and amenity impacts resulting from the landfill”.

To this end, Council submits that an audit under Section 53V should be required to determine the impact that landfill gas migration is likely to have outside the boundaries of the subject site. This should be an obligation on the landfill operators as any mitigation measures required to be implemented should be at a cost and responsibility of the operator rather than affected land owners/occupiers.

It is understood that landfill gas will travel along the path of least resistance where the pathways lead to migration of the gas off-site to surrounding land and a build-up of methane gases in enclosed spaces, such as service conduits, sub-floor voids, basements and wall cavities.

The subject site is located within an area close to major gas transmission lines running north-south along the western side of Hopkins Road and east-west along Middle Road. There is also major water infrastructure running north-south on the southern side of Middle Road. These trenches may be capable of being a conduit for landfill gas up to 30 years beyond the life of the landfill.

Council is very concerned that its residents and business owners/investors not be exposed to the risk of landfill gas migration.

Any mitigation measures required to contain landfill gas onsite should be at the cost and responsibility of the applicant, and not any existing or future land owners surrounding the site.

The 500m buffer required for this type of facility in accordance with the Landfill BPEM effectively sterilises land outside of the property boundary and could significantly impact on the ability to implement the proposed Mt Atkinson and Tarneit Plains PSP. It may also impact on the State significant Western Interstate Freight Terminal (WIFT).

The draft Mt Atkinson PSP has been prepared on the basis that all landfill gas migration will be managed entirely on the landfill site. Conversely, the Applications identify the need for a 500m buffer as detailed above. A large portion of this 500m buffer will directly affect the PSP area. The applicant recognises that this buffer distance could be reduced following an audit, but has not committed to undertaking this audit.

Council does not agree with the MPA's assumptions regarding landfill gas migration within the PSP. MPA has formed the opinion that landfill gas migration will be managed entirely on the landfill site. Given no decision has been made on the Permit Application, and given the Applications have not been through a consultation process, Council submits the MPA should not assume that this is the case and should at least recognise the potential for landfill gas within the PSP, and put in place planning controls to manage the associated risk.

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Although land has not yet been specifically identified for the WIFT, it is nominated in the West Growth Corridor Plan as being in a location south of the site. This is a significant piece of infrastructure that has funding of \$5 million (from Federal and State government) for a pre-feasibility study. If given the final go-ahead, the project would include the construction of an interstate terminal and freight precinct at Truganina in Melbourne's west, as well as a rail link to the Interstate Rail Freight Network.

Council additionally notes the Landfill BPEM requires a buffer of 100 metres between a landfill of this type and surface water.

The Skeleton Creek corridor, covered by the Environmental Significant Overlay, is located within 100m of the proposed landfill area. The applicant has advised that the creek is in fact devoid of water and the physical alignment of the creek isn't very clear. There is a slight depression on the western side of Hopkins Road and a culvert that provides a path for water underneath the road. The eastern extension of Skeleton Creek as depicted by the Overlay is much harder to identify. This is possibly due in part to the natural shallow nature of the creek in this section or possibly the earthworks undertaken to create the landscape mounds forming part of the site, or a combination of the two.

Council submits that further investigation is required in regards to the compliance with the Landfill BPEM relating to the minimum 100m buffer from surface water.

2.6 Native Flora and Fauna

Council has concerns regarding the data that has been used to assess whether the Striped Legless Lizard is found on site.

Council considered this report to be unsatisfactory in assessing the aspects of the proposal relating to native vegetation removal. Subsequent reports were provided, however Council retains some concerns regarding the data that has been used to assess whether the Striped Legless Lizard is found on site.

Council agrees that the flora is predominately exotic and the vegetation quality poor, however past surveys of the land have revealed that the Striped Legless Lizard was widely and abundantly found on the site during survey work between 2004-2007.

The contention that areas outside the current *Environment Protection and Biodiversity Act* (EPBC) approval are insignificant for flora or fauna has not been proved to the satisfaction of Council officers and requires additional investigation.

Council agrees that the flora is predominately exotic and the vegetation quality poor, however past surveys of the land have revealed that the Striped Legless Lizard was widely and abundantly found on the site during survey work between 2004-2007.

There are two consultants' reports (Conole & Barlow 2004; Quin et al. 2007), that don't appear to be referenced in the response to Council's request for further information, or in any material pertaining to the EPBC approval 2002/862 on which the applicant relies. Data contained in the reports was available when the EPBC referral was made, but not included.

Final EPBC approval came in 2005, after the 2004 report was available, but not supplied. These reports were part of ecological assessment work commissioned by Boral Resources. Amongst other matters these reports show the results of surveys for Striped Legless Lizards (*Delma impar*) (SLLs) within the EPBC approval area and proposed landfill expansion area, which contradict assertions made in the Ecology & Heritage Partners May 2016 report (#8024). It appears that the information contained in the Ecology Australia reports by not

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being referenced by Ecology & Heritage Partners has led to incorrect assertions being made about distribution and habitat use by SLLs within the area of interest.

The contention that areas outside the current EPBC approval are insignificant for flora or fauna has not been adequately addressed to Council's satisfaction and as such Council submits that additional work should be required to be undertaken in this regard.

2.7 Amenity Impacts

The current landfill has resulted in complaints from surrounding residents, particularly in relation to the escape of odour and litter from the site. Council acknowledges attempts by the landfill operator to mitigate these issues, most recently with the removal of the composting activity and other measures to address both the odour and litter issue. Council would be concerned if there were ongoing off-site amenity issues as a result of odour emission and litter escape, particularly impacting on sensitive land uses in the vicinity of the site and adjoining residential communities of Caroline Springs, Deer Park, Derrimut and the future communities proposed by the Mount Atkinson and Tarneit Plains Precinct Structure Plan area. The landfill operator has much work to do in order to sufficiently address these issues.

The Applications do not clearly demonstrate how the operator will manage roads surrounding the proposed expansion on an ongoing basis. Dust and mud, litter, noise and pollution will increase as landfill traffic increases. The Applications should clearly detail how the operator will ensure localised road networks are not negatively impacted by truck movements and associated management issues on an ongoing basis, including the party who will be responsible for ongoing roadside management and how they will perform that role.

The Hydrogeological Assessment submitted does not provide any assessment on the impact that stormwater runoff may have external to the site. The site shares drainage channels and tributaries with surrounding areas, including the PSP area to the west. It is unclear in the plans if the draft Drainage Service Schemes for the PSP area to the west of the site have been considered, in particular the draft Truganina DSS. Comments from Melbourne Water will be required in this regard.

Given the strategic context, the Applications need to clearly identify if there will be any increased impacts/threats to surrounding land as a result of drainage and stormwater management of the landfill use. It is noted that rainfall from external catchments will be diverted around the landfill site and there may be discharge of stormwater to surrounding infrastructure and landholdings. This raises concerns around a possible increase in flows, impacts on drainage infrastructure, stormwater runoff quality or impacts to drainage within surrounding area. The stormwater Management Plan submitted with the Works Approval suggests further detailed design is required to be prepared at the appropriate time for approval by Council.

Council can provide draft conditions for the consideration of the Panel to assist if requested.

2.8 Traffic and Transport

The proposed use will result in increases in traffic, particularly within the City of Melton's road network. The Transport Impact Assessment notes the increase in traffic along Christies Road to enter the site at Riding Boundary Road and highlights the expected increase in traffic in relation to the Caroline Springs train station and transfer station.

The Assessment also notes that current heavy vehicle movements will increase from 810 per weekday in 2015 to 1130 per weekday in 2035, but does not appear to consider a

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number of other traffic generating uses within the surrounding area. This includes the development of land in Palm Springs, Warrawee PSP and the growth of any other future PSPs in the local area. Consideration also needs to be given to the Western Interstate Freight Terminal (WIFT) and likely additional traffic to be generated from this particular project. If these were not considered as part of the traffic modelling, they may result in annual traffic generation greater than the 2% adopted within the Transport Impact Assessment.

Any resultant congestion around the Christies Road interchange may lead to truck traffic seeking alternative routes to get to the site and could impact other roads including Middle Road, the Hopkins Road interchange and Hopkins Road. Combined with PSP development, the impacts on localised roads may not have been adequately captured.

Clarification is required regarding access arrangements. Council believes that the current arrangement will need some modification to accommodate both the quarry and the landfill activities in a safe manner. There is no plan that has been provided with the Application documentation that demonstrates the existing access will function appropriately.

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3. Comments and Recommended Changes

The following table provides a summary of Council officers' comments on the proposal and any subsequent recommendations:

Issue/Comment	Recommendation
Alternative/additional sites and alternative technologies need to be considered for waste management	<ol style="list-style-type: none"> 1. State government to investigate additional landfill site options to respond to Melbourne and Victoria's growth. 2. Investigate better technologies to manage waste so that traditional landfilling is not relied upon into the future.
Traffic and transport impacts	<ol style="list-style-type: none"> 1. The applicant to demonstrate that the current access arrangements will safely accommodate both the quarry and landfill activities or provide a proposal that outlines any proposed changes to access. 2. Traffic modelling, taking into account future end uses and traffic demand, to be undertaken prior to any decision being made. This modelling needs to consider the cumulative effect of the various surrounding land uses.
Impact of stormwater, overland flows and drainage on adjoining sites.	<ol style="list-style-type: none"> 1. Additional information to be provided to demonstrate that the proposal will not adversely impact on stormwater, overland flows or drainage infrastructure. This also needs to take into account any potential for localised flooding on surrounding land or roads.
Landscaping of the mounds and reducing visual impact	<ol style="list-style-type: none"> 1. Light brown or sepia coloured geotextile to be used in the construction phase of mounds to reduce the visual impact. 2. Mounds to be smaller to preserve any significant view lines of Mt Atkinson, Mt Cottrell and the Melbourne CBD. 3. Detailed landscape plans to be submitted and implemented within 3 months of a cell being completed to allow for the progressive landscaping/rehabilitation of the site. 4. Landscaping, rehabilitation and any other embellishments such as lookouts, paths etc over the closed landfill are to be undertaken by the operator not Council. 5. Additional landscaping and an increased maintenance regime to be undertaken within the existing landscaping area along Hopkins Road to improve the interface with the proposed land uses to the west of the site.
Native flora and fauna	<ol style="list-style-type: none"> 1. Further studies to be undertaken for the Striped Legless Lizard and any recommendations regarding translocation or preservation of areas to be adopted. 2. Evidence to be provided that the applicant has satisfied any native vegetation offset obligations.

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Timing of the planning permit v the works approval	<ol style="list-style-type: none"> 1. The expiry of the planning should be no more than 10 years, if an expansion is given. 2. A condition requiring a review of the relevant management plans to Council and/or EPA's satisfaction after 10 years to ensure best practice is maintained in line with contemporary technologies.
Buffers applied to the landfill	<ol style="list-style-type: none"> 1. Landfill buffers to be contained wholly within the boundaries of the site.
Landfill gas migration	<ol style="list-style-type: none"> 1. An audit under Section 53V of the <i>Environment Protection Act</i> to be undertaken prior to any decision being made on the Applications. 2. Any recommendations of the resulting audit report to be complied. The responsibility for this to rest with the landfill operator. 3. The views of APA (gas pipeline) and Melbourne Water to be sought. 4. The landfill operator to confirm that the proposal complies with the buffers in Landfill BPEM, specifically the 100m from surface water in relation to Skeleton Creek.
Amenity impacts	<ol style="list-style-type: none"> 1. The operator to adhere to all conditions on the Works Approval issued by the EPA. 2. The landfill operator to use best endeavours to rectify any amenity impacts as soon as practicable. Any matters presenting a safety risk to be rectified immediately. 3. The operator to provide a maintenance plan which outlines the proactive management of windblown litter, mud on roads, dust, emissions etc. 4. Mitigation measures recommended in the Noise Assessment to be implemented. 5. Appropriate measures need to be implemented to control odour emissions from the site so that they don't adversely impact surrounding communities.
Timing of the Panel in relation to the PSP Panel	<ol style="list-style-type: none"> 1. It is requested that the Panel Hearing for the Applications be heard before the Panel Hearing for the Mt Atkinson and Tarneit Plains PSP. The landfill activities have the potential to impact on the viability of the land within the PSP and jeopardise the future implementation of the plan.

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4. Conclusion

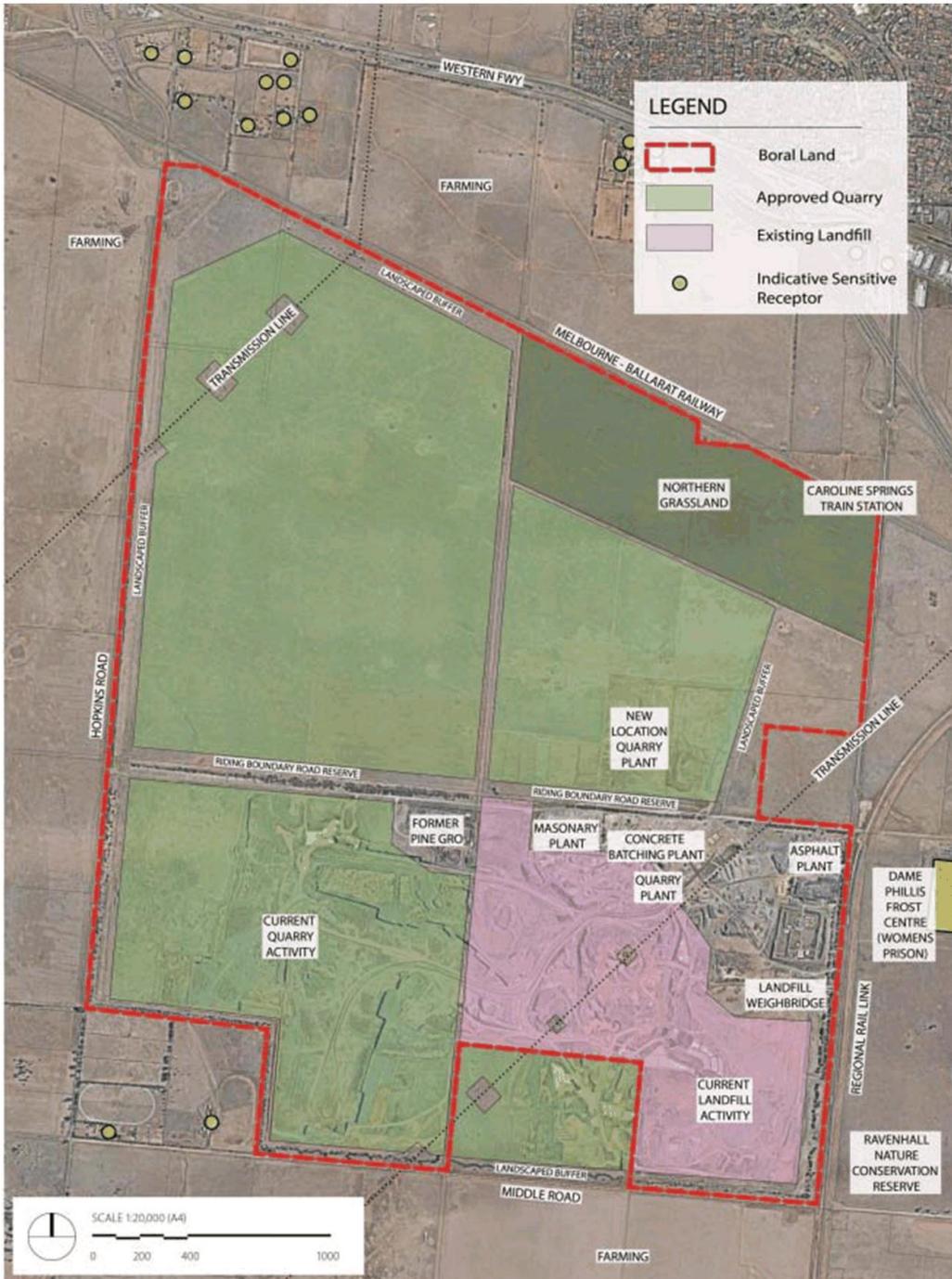
In conclusion, whilst Council acknowledges that the site is identified as a State significant site for waste resource and recovery, there a number of aspects of the proposal that require further work before any expansion is contemplated.

Council cannot provide support for the proposal until the matters set out in the table above have been appropriately resolved.

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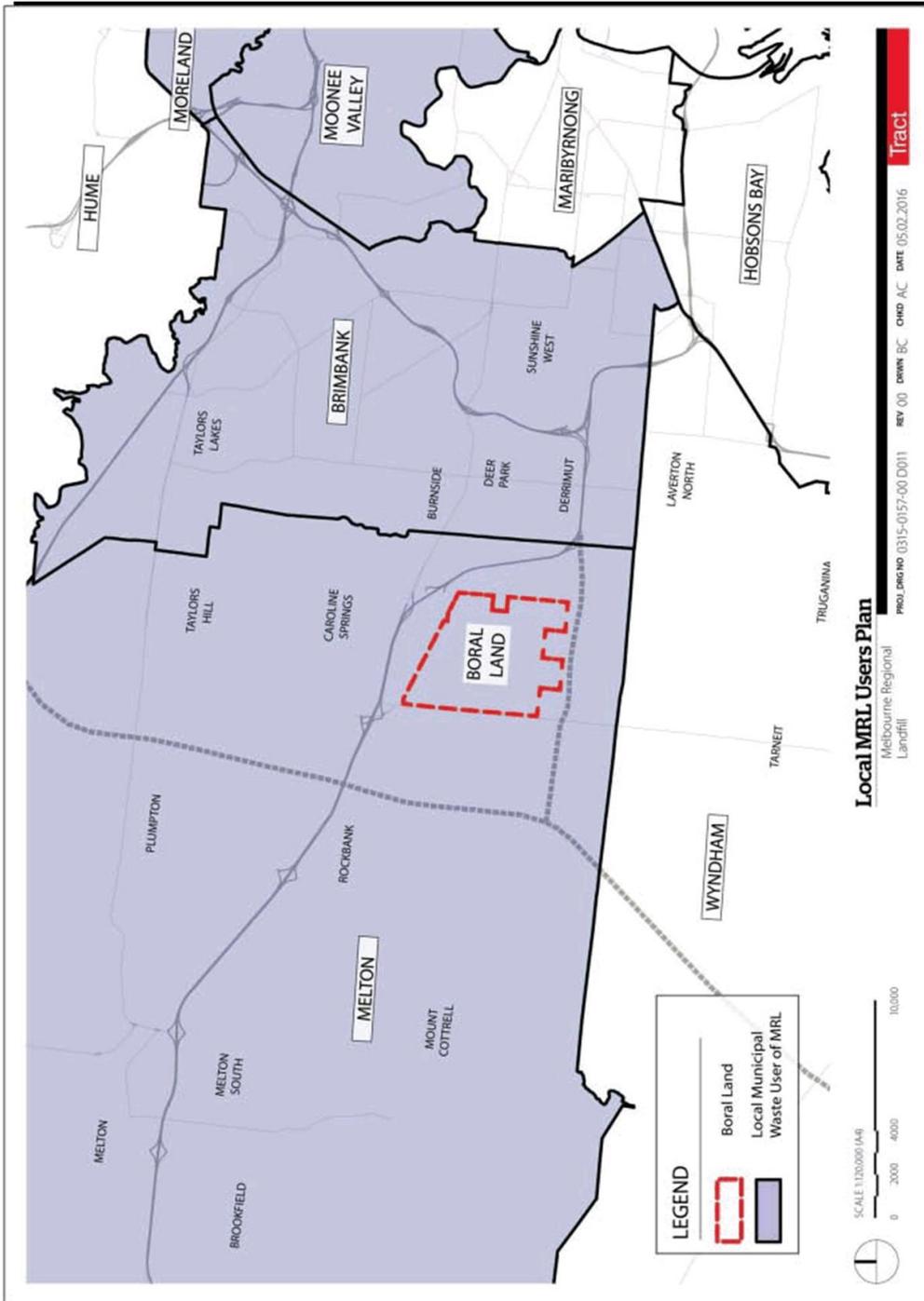
5. Attachments

5.1 Approved quarry buffer activity (in green)



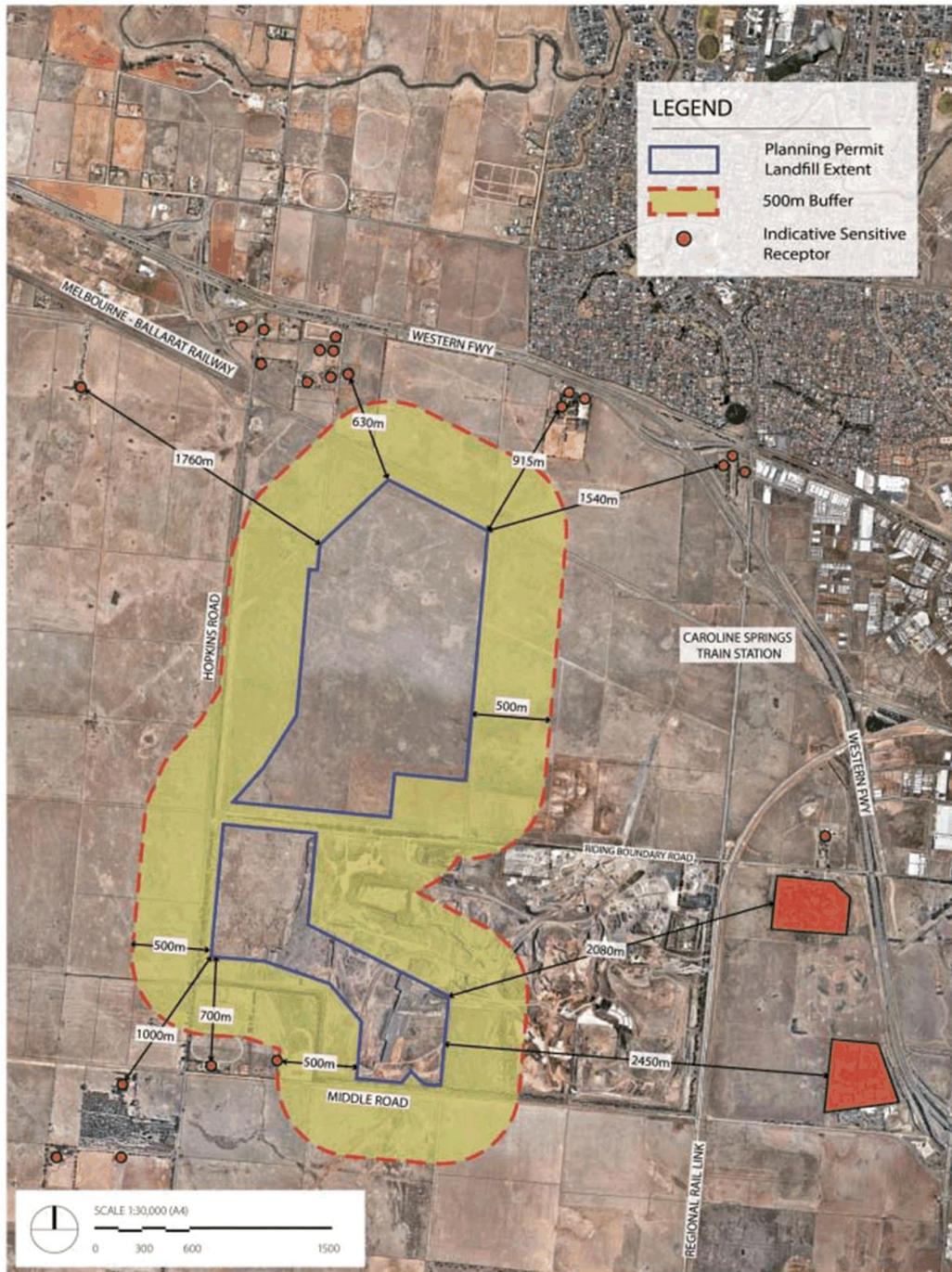
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5.2 Locality Plan



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5.3 Buffer Plan



Buffer Plan