Amendment Report

Application for Licence Amendment

Part V Division 3 of the Environmental Protection Act 1986

Licence Number L9167/2018/1

Licence Holder City of Busselton

File Number 2011/007003~2

Premises Vidler Rd Putrescibles Landfill Site

Western Cape Drive, NATURALISTE WA 6281

Legal description -

Lot 8 on Diagram 66799 As depicted in Schedule 1.

Date of Report 28 August 2023

Decision Revised licence granted

an officer delegated under section 20 of the Environmental Protection Act 1986 (WA)

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1. Decision summary

Licence L9167/2018/1 (L9167) is held by City of Busselton (Licence Holder) for the Vidler Rd Putrescibles Landfill Site (the Premises), located at Western Cape Drive, Naturaliste.

This Amendment Report documents the assessment of potential risks to the environment and public health from proposed changes to the emissions and discharges during the operation of the Premises. As a result of this assessment, Revised Licence L9167 has been granted.

The Revised Licence issued as a result of this amendment consolidates and supersedes the existing Licence previously granted in relation to the Premises. The Revised Licence has been granted in a new format with existing conditions being transferred, but not reassessed, to the new format.

2. Scope of assessment

2.1 Regulatory framework

In completing the assessment documented in this Amendment Report, the department has considered and given due regard to its Regulatory Framework and relevant policy documents which are available at https://dwer.wa.gov.au/regulatory-documents.

2.2 Application summary

On 30 May 2023, the Licence Holder submitted an application to the department to amend Licence L9167 under section 59 and 59B of the *Environmental Protection Act 1986* (EP Act). The following amendments are being sought:

 Operation of Cell 2 at the Premises. Cell 2 has now been constructed and the Licence Holder has submitted the required Construction Compliance documents as required under conditions 1 to 11 on the Existing Licence.

It is noted that Cell 2, as constructed and named under Existing Licence condition 1 to 11, effectively continues to expand over the top of Cell 1 and thus enlarges existing Cell 1 – refer to Figure 3 and particularly Figure 4 of the Existing Licence. Effectively this means any waste disposed of into 'Cell 2' will be on top of Cell 1 with no delineation of cells i.e. Cell 2 is not a distinct separate cell but essentially a continuation of Cell 1. Given this situation, to avoid confusion moving forward with the Licence Amendment, Cell 2 will be referenced as Cell 1 Phase 2 for ease noting the amendment will require slight wording changes on the Proposed Licence from the Existing Licence licence conditions. All the references to construction of Cell 2 under Existing Licence condition 1 to 11 will be deleted from the licence as per Table 5 below. Any future lined putrescible Cells post completion of waste disposal into Cell 1 (including Cell 1 Phase 2) will be separate distinct Cells.

This amendment is limited only to changes to Category 64 activities from the Existing Licence. No changes to the aspects of the existing Licence relating to Category 13. 61 and 62 have been requested by the Licence Holder. The operation of Cell 1 Phase 2 at the Premises will not alter any existing landfill practices, emissions or discharges – the request to amend the Licence is solely to allow operation of Cell 1 Phase 2 post construction of Cell 1 Phase 2 which concluded in May 2023.

3. Risk assessment

The department assesses the risks of emissions from prescribed premises and identifies the potential source, pathway and impact to receptors in accordance with the *Guideline: Risk assessments* (DWER 2020).

To establish a Risk Event there must be an emission, a receptor which may be exposed to that emission through an identified actual or likely pathway, and a potential adverse effect to the receptor from exposure to that emission.

3.1 Source-pathways and receptors

3.1.1 Emissions and controls

The key emissions and associated actual or likely pathway during premises operation which have been considered in this Amendment Report are detailed in Table 1 below. Table 1 also details the proposed control measures the Licence Holder has proposed to assist in controlling these emissions, where necessary.

Table 1: Licence Holder controls

Emission	Sources	Potential pathways	Proposed controls
Dust	Operation of landfill, heavy and light vehicles	Air/windborne pathway	Siting. Construction and Demolition (C&D) Waste are wetted prior to unloading. Crushing only occurs during May to September during the year. Water cart is employed on site. Crushing must only occur between 7am and 4pm, Monday to Friday. Waste is buried and covered regularly within a Cell.
Noise	Operation of landfill, heavy and light vehicles	Air/windborne pathway	Siting. No crushing of building rubble, bricks or concrete is to occur until a bund wall of clean sand (5m high x 30m long) has been installed at the location shown in Schedule 1 and maintained to ensure noise emissions do not impact on sensitive receptors. Crushing must only occur between 7am and 4pm, Monday to Friday. Waste is buried and covered regularly within a Cell.
Odour	Burial of putrescible waste.	Air/windborne pathway	Siting. Waste is buried and covered regularly within a Cell.

Emission	Sources	Potential pathways	Proposed controls		
Fire	,		Siting.		
	waste. Greenwaste.	pathway	Putrescible and Greenwaste is not authorised to be burnt.		
	Storage of waste.		Procedures required to extinguish fire.		
			Cover material requirements.		
Leachate	Burial of putrescible	Seepage to	Siting.		
	waste.	soils and groundwater	Cover material requirements.		
		granamater	Waste is buried within a Lined Cell and the Liner is to achieve a permeability of less than 1x10 ⁻⁹ metres per second or equivalent.		
			Premises operates a leachate collection system for the lined cells and operates two (2) lined leachate ponds. Lined ponds to achieve a permeability of less than 1x10 ⁻⁹ metres per second or equivalent.		
			Leachate pond Capacity of 1:100 year storm event and freeboard of 500mm.		
			Freeboard limits (500mm) on liquid waste ponds to mitigate overflow.		
			Groundwater monitoring requirements.		
			Annual Reporting requirements.		
Contaminated	Burial of putrescible waste.	Seepage to soils and groundwater Direct discharge into Surface waters	Siting.		
Stormwater			Areas are graded to drain stormwater away.		
			Hardstand bunded areas are employed divert stormwater away from waste.		
		Curiaco watero	Use of bunded pellet to store waste.		
Asbestos	Burial of asbestos	Air/windborne	Siting.		
Fibres	waste.	pathway	Acceptance criteria.		
			Visual inspection requirements.		
			Testing requirements.		
			Only cement bonded asbestos is authorised to be accepted at the Premises. No friable asbestos is to be accepted.		
			Waste is buried and covered regularly within a dedicated burial area.		
			No works shall be carried out on the landfill that could lead to a release of asbestos fibres.		
			Accept only Asbestos Waste and material containing asbestos which is sealed in double-lined or double-bagged, heavy duty		

Emission	Sources	Potential pathways	Proposed controls
			plastic sheeting of at least 0.2 millimetres thickness.
			Accept only wrapped or otherwise contained Asbestos or Material containing asbestos, which is labelled or marked with the words "CAUTION – ASBESTOS" in letters not less than fifty (50) millimetres high.
			Record using GPS or a grid reference on a premises plan all locations used for the disposal of Asbestos or material containing asbestos and keep this plan as a permanent record.
			Keep a permanent register of each load of Asbestos or Material containing asbestos deposited at the premises, including the date, the name of person that deposited the Asbestos or Material containing asbestos and the vehicle registration number.
			Witness the covering of Asbestos or Material containing asbestos and sign the register referred to in Item (s) of this table, within two (2) hours of the covering taking place.
			Not deposit any Asbestos or Material containing asbestos within two (2) metres of the final tipping surface of the landfill.
			Operate the landfill such that any existing Asbestos or Material containing asbestos deposited on the premises remains undisturbed.
			Records available for viewing by an Inspector upon request.

3.1.2 Receptors

In accordance with the *Guideline: Risk assessments* (DWER 2020), the Delegated Officer has excluded employees, visitors and contractors of the Licence Holder's from its assessment. Protection of these parties often involves different exposure risks and prevention strategies, and is provided for under other state legislation.

Table 2 below provides a summary of potential human and environmental receptors that may be impacted as a result of activities upon or emission and discharges from the prescribed premises (*Guideline: Environmental siting* (DWER 2020)).

Table 2: Sensitive human and environmental receptors and distance from prescribed activity

Human receptors	Distance from prescribed activity
Residential Premises	~ 529 m south west;
	~ 572 m south west;

	~ 751 m west;
	~ 773 m south east;
	~ 842 m south southwest;
	~ 899 m southwest; and
	~ 955 m southwest of the crushing activities.
Solitaire Homestead – Holiday accommodation and wedding venue	~ 1 km east, south-east of the proposed crushing activities
Environmental receptors	Distance from prescribed activity
Native Vegetation	Immediately to the north and west of the premises boundary
National Park	~ 900 m west of the premises boundary
Threatened Fauna	17 recorded sightings within 1.5 km of the premises
 -Forest red-tailed black cockatoo; -Baudin's Cockatoo; -Western Ringtail Possum; -Carnaby's Cockatoo; -South-western Brush-tailed Phascogale 	boundary
Threatened and priority flora	5 recorded sightings within 1.5 km of the premises boundary
Threatened Ecological Communities (TEC) Buffer Zones	
- Melaleuca lanceolata forests (P2)	~ 1.44 km southwest of the premises boundary
- Meelup Granites (Vulnerable)	~ 1.69 km east south-east of the premises boundary
- Swan Coastal Plain Paluslope Wetlands	~ 2.05 km southeast of the premises boundary
(P1)	~ 2.73 km east of the premises boundary
- Banksia Dominated Woodlands of the Swan Coastal Plain IBRA Region (P3)	
Surface water lines -minor	~ 1.01 km southeast of the premises boundary; and
	~ 1.6 km south of the premises boundary
RIWI Act 1914 – Surface Water Area	Within the Cape to Cape North Proclaimed Surface Water Area
RIWI Act 1914 – Groundwater Area	Within the Busselton – Capel Proclaimed Groundwater Area
Groundwater	Existing Premises groundwater bores Bore B: 3.95mbgl

3.2 Risk ratings

Risk ratings have been assessed in accordance with the *Guideline: Risk Assessments* (DWER 2020) for those emission sources which are proposed to change and takes into account potential source-pathway and receptor linkages as identified in Section 3.1. Where linkages are incomplete they have not been considered further in the risk assessment.

Where the Licence Holder has proposed mitigation measures/controls (as detailed in Section 3.1), these have been considered when determining the final risk rating. Where the Delegated Officer considers the Licence Holder's proposed controls to be critical to maintaining an acceptable level of risk, these will be incorporated into the licence as regulatory controls.

Additional regulatory controls may be imposed where the Licence Holder's controls are not deemed sufficient. Where this is the case the need for additional controls will be documented and justified in Table 3.

The Revised Licence L9167 that accompanies this Amendment Report authorises emissions associated with the operation of the Premises activities.

The conditions in the Revised Licence have been determined in accordance with *Guidance Statement: Setting Conditions* (DER 2015).

Table 3. Risk assessment of potential emissions and discharges from the Premises during operation

Risk Event					Risk rating ¹	Licence Holden's		Justification for
Source/Activities	Potential emission	Potential pathways and impact	Receptors	Licence Holder's controls	C = consequence L = likelihood	Licence Holder's controls sufficient?	Conditions ² of licence	additional regulatory controls
Operation	Operation							
	Dust	Air/windborne pathway causing impacts to health and amenity	529m, 572m 842m and	Refer to Section 3.1	C = Minor L = Unlikely Low Risk	Y	Condition 28	N/A
Storage and burial of waste Vehicle movements	Noise	Air/windborne pathway causing impacts to health and amenity	899m, southwest. 751 m west. 773m southeast.	Refer to Section 3.1	C = Minor L = Unlikely Low Risk	Y	N/A	N/A
	Odour	Air/windborne pathway causing impacts to health	Southeast.	Refer to Section 3.1	C = Minor	Y	Condition 1, 6, 7 and 9	N/A

Risk Event					Risk rating ¹	Licence Holder's		Justification for additional regulatory controls
Source/Activities	Potential emission	Potential pathways and impact	Receptors	Licence Holder's controls	C = consequence L = likelihood	controls sufficient?	Conditions ² of licence	
		and amenity			L = Unlikely Low Risk			
	Fire	Air/windborne pathway causing impacts to health and amenity		Refer to Section 3.1	C = Moderate L = Unlikely Medium Risk	Y	Condition 6, 8, 9. 11, 12, 13, 36, 37, and 48	N/A
	Asbestos Fibres	Air/windborne pathway causing impacts to health and amenity	529m, 572m 842m and 899m, southwest. 751 m west. 773m southeast.	Refer to Section 3.1	C = Severe L = Rare High Risk	Y	Condition 1, 4, 5, 6, 15, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25, 26, 28, 29, 30, 31, and 32	N/A
	Leachate	Groundwater and soil contamination	Bore B 3.95mbgl	Refer to Section 3.1	C = Moderate L = Unlikely Medium Risk	Y Refer to section 3.3 for a detailed risk assessment	Condition 7	N/A
	Sediment laden stormwater	Overland runoff potentially causing ecosystem disturbance or impacting surface water quality	1.01 km southeast	Refer to Section 3.1	C = Slight L = Unlikely Low Risk	Y	Condition 33	N/A

Note 1: Consequence ratings, likelihood ratings and risk descriptions are detailed in the Guideline: Risk assessments (DWER 2020).

Note 2: Proposed Licence Holder's controls are depicted by standard text. **Bold and underline text** depicts additional regulatory controls imposed by department.

3.3 Detailed risk assessment for Leachate

3.3.1 Leachate

Licence condition 1 to 11 required the construction of the Lined Cell 2 (Cell 1 Phase 2). The cell included:

- Subgrade surface
- Impermeable GCL layer
- Impermeable 2mm thick HDPE layer
- Protection Geotextile overlying the HDPE liner
- Anchor trench and tie into Cell 1 Liner.

Licence conditions also required the licence holder to undertake visual quality assurance assessment processes (conformance, welding testing etc) to ensure the integrity of the Liner systems. All construction testing was required to be performed at a NATA accredited geosynthetics laboratory.

The licence holder was required by licence conditions to submit a CQA Report within 30 days following completion of Cell 2 and be certified by a suitably qualified engineer. The CQA Report was submitted 30 May 2023 after completion of Cell 2 in May 2023.

3.3.2 Leachate collection system

Cell 1 has an existing lined leachate pond (Leachate Pond 1) and now with the finalisation of Cell 1 Phase 2, Leachate Pond 2 can be added to the leachate pond system to capture landfill leachate. Works Approval W6357/2020/1 (W6357) was granted on 8 April 2020 to allow construction of the Lined Leachate Pond 2 for Cell 1 Phase 2. Leachate Pond 2 for Cell 1 Phase 2 was constructed and completed on 22 January 2022. The Construction Quality Assurance Validation Report was submitted to DWER on 8 February 2022.

The leachate ponds comprise:

- a lining system that achieve a permeability of less than 1x10⁻⁹ metres per second or equivalent:
- are designed to contain leachate and stormwater produced as a result of a 1:100 year storm event; and
- are designed to maintain a freeboard of no less than 500mm.

3.3.3 Consequence

If Leachate occurs, then the Delegated Officer has determined that the impact of soil and groundwater contamination will be on site mid-level, off site low-level and off site wider scale minimal and Specific Consequence Criteria (for environment) are at risk of not being met. Therefore, the Delegated Officer considers the consequence of Leachate to be **Moderate**.

3.3.4 Likelihood of Risk Event

The Delegated Officer has determined that the likelihood of Leachate occurring will probably not occur in most circumstances. Therefore, the Delegated Officer considers the likelihood of Risk Event 1 to be **Unlikely**.

3.3.5 Overall rating of Leachate

The Delegated Officer has compared the consequence and likelihood ratings described above with the risk rating matrix and determined that the overall rating for the risk of Leachate is **Medium.**

4. Consultation

Table 4 provides a summary of the consultation undertaken by the department.

Table 4: Consultation

Consultation method	Comments received	Department response
Licence Holder was provided with draft amendment on 25 August 2023	Licence Holder provided a response on 25 Augst 2023 that they had no comments and requested to waive the consultation period.	Noted.

5. Conclusion

Based on the assessment in this Amendment Report, the Delegated Officer has determined that a Revised Licence will be granted, subject to conditions commensurate with the determined controls and necessary for administration and reporting requirements.

5.1 Summary of amendments

Table 5 provides a summary of the proposed amendments and will act as record of implemented changes. All proposed changes have been incorporated into the Revised Licence as part of the amendment process.

Table 5: Summary of licence amendments

Condition no.	Proposed amendments					
Existing Licence						
Condition 1-11 Deleted from Licence as these conditions authorised construction of Cell 2 while is now complete.						
Condition 13 Deleted from Licence as condition required submission in 2017 and has been completed.						
Condition 18 Deleted reference to disposal within Cell 1 ceases 30 April 2019 as that is a historic compliance date.						
Condition 57	Deleted Notification requirements under Table 11 for Part A and B Breach of any limit as per redundant conditions.					
Proposed Licence	ce					
Conditions have been restarted at Condition 1 for ease. It was noted in the 21-day package sent to the Licence Holder for comment there was some errors in the template licence condition numbers. This has rectified in the Grant package – no changes to conditions themselves has occurred, only the numbers.						
Condition 3 Condition 14 of the Existing Licence has been renumbered to condition 3 on the Proposed Licence. No changes to the condition itself.						

Condition 5	Allows operations of Lined Cell 1 Phase 2.
Table 2 (a)	Active Area which identifies Cell 1 and Cell 1 Phase 2 in depicted in Schedule 1 Premises Activity Map. The Map has been changed to 'Active Area' to avoid any confusion with Cell numbering considering 'Cell 2' is on top of Cell 1 and essentially a continuation of waste disposal from Cell 1.
Condition 6 Table 3	Addition of Leachate Pond 2 to the Containment Infrastructure. Leachate Pond was constructed under W6357 and completed on 22 January 2022. It can now be added to the Licence to allow collection of leachate from Cell 1 Phase 2.
Condition 6 Table 3	Amended the Table slightly for Liquid waste K210. K110 and N140 accepted under condition 1 on the Proposed Licence that must be processed at the Septage Ponds as identified in the new Premises Activity Map. There is no changes to authorised liquid wastes, just conformity in wording and other Tables.
Condition 36 Table 5	New format monitoring of waste acceptance inputs – complement Existing Licence AER monitoring and reporting condition 56 and Proposed Amended Licence condition 47.
Condition 37 Table 6	New format monitoring of waste acceptance inputs – complement Existing Licence AER monitoring and reporting condition 56 and reporting condition 56 and Proposed Amended Licence condition 47.
Condition 40 Table 7	Addition of Bore I to compliment Groundwater Bore monitoring location Map in Schedule 1. Bore I has been on the Licence Schedule 1 Map for many years.
Condition 45 Table 8	Annual Environmental Report has been redrafted to biennial submission timeframes.
Schedule 1 Maps	New Maps to align with licence conditions.
Schedule 2	Schedule 2 has changed from Schedule 3 on the Existing Licence – there are no changes proposed apart from the new Schedule 2 number.

References

- 1. Department of Environment Regulation (DER) 2015, *Guidance Statement: Setting Conditions*, Perth, Western Australia.
- 2. Department of Water and Environmental Regulation (DWER) 2020, *Guideline: Environmental Siting*, Perth, Western Australia.
- 3. DWER 2020, Guideline: Risk Assessments, Perth, Western Australia.

Appendix 1: Application validation summary

SECTION 1: APPLICATION SUMMARY (as updated from validation checklist)						
Application type						
Works approval						
		Relevant works approval number:		None		
		Has the works approvith?	oval been complied	Yes □	No □	
Licence		Has time limited ope works approval dem acceptable operatio	nonstrated	Yes □	No □ N/A □	
		Environmental Com Critical Containmen Report submitted?		Yes □	No □	
		Date Report receive	ed:			
Renewal		Current licence number:				
Amendment to works approval		Current works approval number:				
Amendment to licence	\boxtimes	Current licence number:	L9167/2018/1	18/1		
Amendment to licence		Relevant works approval number:		N/A		
Registration		Current works approval number:		None		
Date application received		30 May 2023				
Applicant and Premises details						
Applicant name/s (full legal name/s)		City of Busselton				
Premises name		Vidler Rd Putrescibl	les Landfill Site			
Premises location		Western Cape Drive, NATURALISTE WA 6281				
Local Government Authority		City of Busselton				
Application documents						
HPCM file reference number:		2011/007003~2				
Key application documents (addition application form):	Application Form Construction Compliance Report CQA Report					
Scope of application/assessment						
		Licence amendment				
Summary of proposed activities or changes to existing operations.		Operation of Cell 2				
g operations.		Cell 2 has been constructed according to licence conditions 1-11				

Category number/s (activities that cause the premises to become prescribed premises) Table 1: Prescribed premises categories Prescribed premises category and Assessed production or design Proposed changes to the description production or design capacity capacity (amendments only) Up to 6,000 tonnes per year Category 61: Liquid waste None facility: premises on which liquid waste produced on other premises (other than sewerage waste) is stored, reprocessed, treated o irrigated. Category 62: Solid waste depot: 10,000 tonnes per annual None premises on which waste is period stored, or sorted, pending final disposal or re-use. Category 64: Class II or III Up to 35,000 tonnes per year None putrescible landfill site: premises on which waste (as determined by reference to the waste type set out in the document entitled "Landfill Waste Classification and Waste Definitions 1996" published by the Chief Executive Officer, as amended from time to time) is accepted for burial. Category of 50,000 tonnes per annual None 13: Crushing period building material: premises on which waste building demolition material (for example, bricks, stones or concrete) is crushed or cleaned. Legislative context and other approvals Has the applicant referred, or do they Referral decision No: intend to refer, their proposal to the EPA Managed under Part V □ Yes □ No ⊠ under Part IV of the EP Act as a significant proposal? Assessed under Part IV □ Does the applicant hold any existing Part Ministerial statement No: IV Ministerial Statements relevant to the Yes □ No ⊠ **EPA Report No:** application? Has the proposal been referred and/or Reference No: Yes □ No ⊠ assessed under the EPBC Act?

Has the applicant demonstrated occupancy (proof of occupier status)?	Yes ⊠ No □	Certificate of title □ General lease □ Expiry: Mining lease / tenement □ Expiry: Other evidence □ Expiry:
Has the applicant obtained all relevant planning approvals?	Yes ⊠ No □ N/A □	Approval: Expiry date: If N/A explain why?
Has the applicant applied for, or have an existing EP Act clearing permit in relation to this proposal?	Yes □ No ⊠	CPS No: N/A No clearing is proposed.
Has the applicant applied for, or have an existing CAWS Act clearing licence in relation to this proposal?	Yes □ No ⊠	Application reference No: N/A Licence/permit No: N/A No clearing is proposed.
Has the applicant applied for, or have an existing RIWI Act licence or permit in relation to this proposal?	Yes □ No ⊠	Application reference No: Licence/permit No: Licence / permit not required.
Does the proposal involve a discharge of waste into a designated area (as defined in section 57 of the EP Act)?	Yes ⊠ No □	Name: Cape to Cape North Surface Water Area; and Busselton-Capel Groundwater Area Type: Proclaimed Groundwater Area and Surface Water Area Has Regulatory Services (Water) been consulted? Yes □ No ☒ N/A □ Regional office: South West
Is the Premises situated in a Public Drinking Water Source Area (PDWSA)?	Yes □ No ⊠	Name: N/A Priority: P1 / P2 / P3 / N/A Are the proposed activities/ landuse compatible with the PDWSA (refer to WQPN 25)? Yes □ No □ N/A □ Note: If the proposed activity is not listed as a compatible land use with the PDWSA please consult with the relevant regional office (Regulatory Services - Water) and Water Source Protection (Science and Planning).

Is the Premises subject to any other Acts or subsidiary regulations (e.g. Dangerous Goods Safety Act 2004, Environmental Protection (Controlled Waste) Regulations 2004, State Agreement Act xxxx)	Yes ⊠ No □	Environmental Protection (Controlled Waste) Regulations 2004
Is the Premises within an Environmental Protection Policy (EPP) Area?	Yes □ No ⊠	If Yes include details of which EPP(s) here.
Is the Premises subject to any EPP requirements?	Yes □ No ⊠	If Yes, include details here, e.g. Site is subject to SO ₂ requirements of Kwinana EPP.
Is the Premises a known or suspected contaminated site under the Contaminated Sites Act 2003?		Classification: possibly contaminated – investigation required (PC–IR)
	Yes ⊠ No □	Date of classification: 21 October 2010