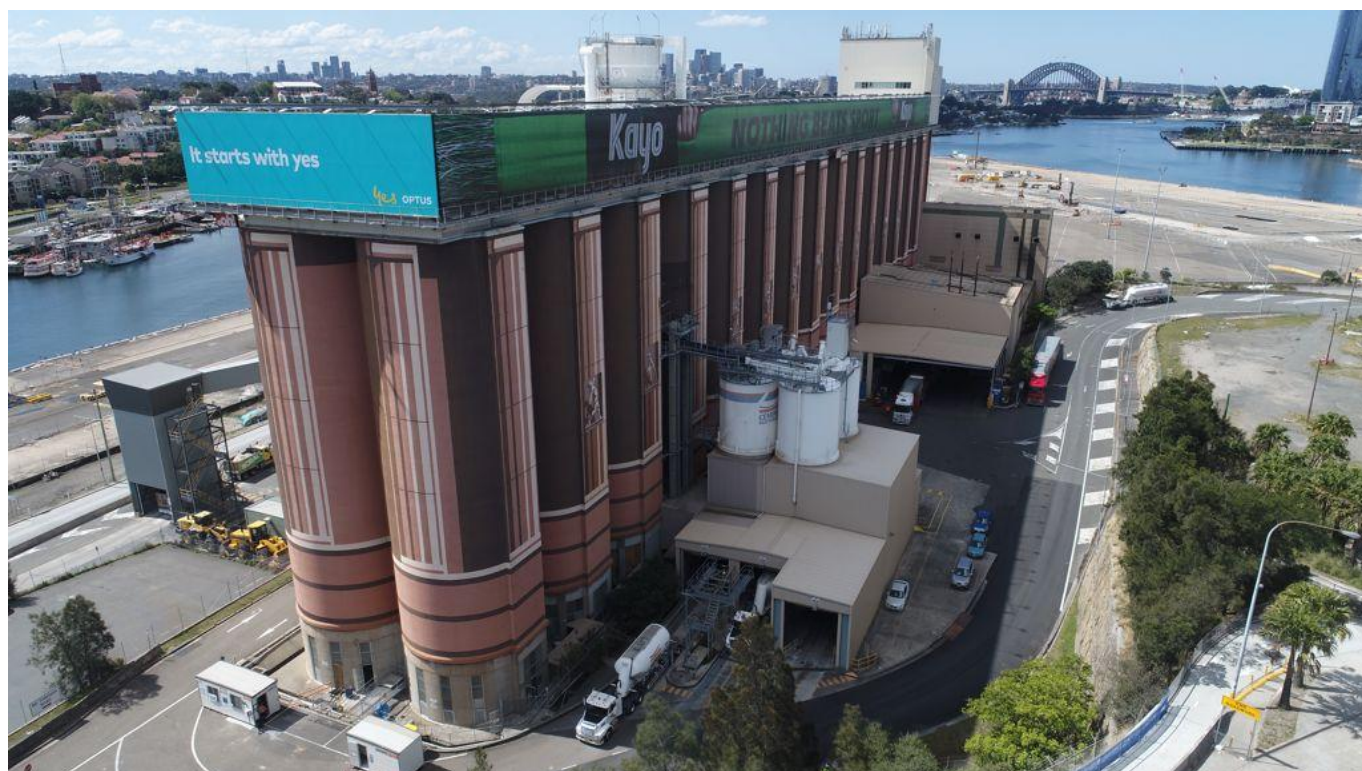


Glebe Island Silos Throughput Capacity Increase

Development Assessment Report (DA-188611)

September 2026





Acknowledgement of Country

The Department of Planning, Housing and Infrastructure acknowledges that it stands on Aboriginal land. We acknowledge the Traditional Custodians of the land and show our respect for Elders past, present and emerging through thoughtful and collaborative approaches to our work, seeking to demonstrate our ongoing commitment to providing places in which Aboriginal people are included socially, culturally and economically.

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Glebe Island Silos Throughput Capacity Increase (DA-188611) Assessment Report

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Preface

This report details the Department of Planning, Housing and Infrastructure's (the Department) assessment of the development application (DA) for the Glebe Island Silos Throughput Capacity Increase (the development).

The Department's assessment considers all documents submitted by Cement Australia Pty Ltd (the Applicant), including the Environmental Impact Statement (EIS) and Submissions Report, submissions received from the public and Inner West Council, advice from government authorities, and all legislation and planning instruments relevant to the site and the development.

The report includes:

- a description of the development and the surrounding environment
- an assessment of the development against government policy and statutory requirements, including mandatory considerations
- an explanation of why the development is designated development, integrated development and who the consent authority is
- consideration of matters raised by the community and other stakeholders
- an assessment of the likely environmental, social and economic impacts of the development and recommendations for managing any impacts during construction and operation
- an evaluation which weighs up the likely impacts and benefits of the development, having regard to the proposed mitigation measures, community views and government advice, and provides a view on whether the impacts are, on balance, acceptable
- a recommendation to the decision-maker, along with the reasons for the recommendation, to assist them in making an informed decision about whether development consent for the development should be granted and any conditions that should be imposed.

Executive Summary

Introduction

Cement Australia Pty Ltd (the Applicant) proposes to increase the throughput capacity of cementitious material stored within existing silos at Lot 12 Sommerville Road, Rozelle in the Inner West local government area (LGA).

The increase in throughput capacity is proposed to meet the growing demand for construction material supply within the Sydney Metropolitan area. The development application (DA) does not involve any physical construction works in order to facilitate the increase in throughput capacity.

Site Context

The site is located approximately 2 kilometres (km) west of the Sydney CBD and is located on Glebe Island within the Bays West Precinct and is zoned Port and Employment Zone under the State Environmental Planning Policy (Precincts - Eastern Harbour City) 2021 (Eastern Harbour City SEPP).

The site is located within an existing working port setting with an operational berth for vessels (Berth 8). Residential receivers are located adjacent the site across from White Bay to the north, in Pyrmont to the east and across Rozelle Bay and Blackwattle Bay to the south in Glebe, with the nearest being approximately 300 metres (m) from the site. The site is also located in proximity to the Rozelle interchange which includes Victoria Road, the Western Distributor, City West Link and WestConnex.

Current Proposal

The DA proposes to increase the annual throughput capacity of cement from 500,000 tonnes per annum (tpa) to 1,200,000 tpa that is stored within 16 silos at the site. This increase will require an additional 26,923 truck loads from the site per year (from 21,536 to 48,459 trucks per annum), an additional 25 ships per year (from 30 to 55 vessels per annum) and an increase in the average time a ship docks at the site per shipment from 36 hours to 48 hours.

Strategic Context

The site is located within the Bays West Transport Oriented Development (TOD) accelerated precinct which supports new homes and development in close proximity to the Bays Metro station. The Bays West TOD is proposed to rezone the Bays West precinct in line with the vision and strategy of the Bays West Place Strategy.

The Bays West Stage 1 Rezoning was finalised in December 2022 for the rezoning of the White Bay Power Station (and Metro) sub-precinct to facilitate commercial, industrial and social infrastructure development in addition to the delivery of open space and public and active transport improvements. The Bays West Stage 2 Rezoning was announced by the NSW government in March 2026, to promote further residential and commercial development on Glebe Island including the subject site. The

Department has considered the proposed development against the strategic direction of future rezoning and redevelopment of Glebe Island and the Bays West precinct in consultation with government.

Statutory Context

The development is classified as designated development under section 4.10 of the *Environmental Planning and Assessment Act 1979* (EP&A Act) because it involves operations of a wharf-side facility that meets the requirements of section 43 of Schedule 3 of the *Environmental Planning and Assessment Regulation 2021* (EP&A Regulation).

The Minister for Planning and Public Spaces is the consent authority for the development under Part 4 of the EP&A Act, as the development has an estimated development cost of not more than \$10 million dollars and is carried out by a person other than a public authority within Sydney Harbour, in accordance with section 2.8 of the Eastern Harbour City SEPP.

Engagement

The Department exhibited the Development Application and accompanying Environmental Impact Statement for the development from 3 March 2022 until 30 March 2022. During the exhibition period, the Department received 78 submissions from the public (73 objections, 3 comments, 2 support), a submission from Inner West Council and advice from three government authorities.

Key issues raised in public submissions related to noise, air quality and traffic. Council raised issues concerning traffic, public access and future development within the Bays Precinct. Concerns raised in the government advice related to air quality, noise and traffic modelling. The Department requested the Applicant address the matters raised in submissions and government authority advice in a Submissions Report.

On 9 September 2023, the Applicant submitted a Submissions Report which included updated noise and traffic impact assessments.

Assessment

The Department's assessment of the application has fully considered all relevant matters under section 4.15 of the EP&A Act, the objects of the EP&A Act and the principles of ecologically sustainable development. The Department has identified the key issues for assessment as noise, air quality and traffic. Other issues considered in the Department's assessment included heritage, lighting and landuse strategy.

Noise

The development has the potential to generate additional noise impacts on surrounding sensitive receivers due to the increase in loading and unloading activities and truck and vessel movements. The

Applicant provided an updated Noise Impact Assessment (NIA) which was prepared in accordance with the Environment Protection Authority's (EPA) Noise Policy for Industry (NPfI) and the Port Authority of NSW's Glebe Island and White Bay Port Noise Policy (GIWBPNP) which assessed the development against both Vessel Noise Trigger Levels (VNTLs) and Landside Noise Trigger Levels (LNTLs).

The NIA assessment of vessel noise concluded the development would not change the emissions levels from vessels but would increase vessel movements and frequency of vessels berthed at the port. The NIA's assessment of landside noise predicted only one exceedance of 1 dBA at one location during the night-time period. Despite the exceedance to the LNTL, the predicted impact of the development remains more than 10 dBA under the established collective noise benchmarks of the GIWBPNP.

The EPA provided its general terms of approval (GTAs) which recommended conditions of consent requiring all vessels utilised by the development to be maintained and operated in compliance with the Vessel Trigger Noise Levels of the GIWBPNP, and for the Applicant to prepare and implement a Traffic Noise Management Strategy to manage and mitigate traffic noise generation.

The Department considered the development would have an acceptable impact on noise amenity as landside noise would be below the collective benchmarks of the GIWBPNP, subject to ongoing management of vessel noise in accordance with the GIWBPNP. The Department agreed with the EPA's recommendations and has included the requirement of an Operational Noise Management Plan (ONMP) as a condition of consent. The Department has also recommended conditions requiring the Applicant to undertake operational noise verification reporting to confirm the operations of the development are compliant with the relevant noise limits and to undertake noise management actions in the event of any exceedances.

Air Quality

Impacts on air quality in the surrounding area was raised as a key matter of concern in public submissions, particularly in relation to particulates and the impact to human health. The Applicant undertook a cumulative assessment of air quality at the site, focussing on the key pollutants of particulates, nitrogen oxides (NO_x) and sulfur dioxide (SO₂) which are emitted as a result of combustion from vessel and truck movements.

The EPA provided advice to the Department confirming the development would not result in any appreciable increase in impact at receiver locations and noted there is no change in impacts at the facility and that material handling is undertaken via enclosed conveyors with baghouses. The EPA did not provide recommended conditions relevant to air quality in its GTAs.

The Department considered the Applicant's assessment and was satisfied the increase in pollutant concentrations resulting from the proposed increase in throughput capacity at the site would have a

negligible impact on pollutant concentration levels and is not predicted to result in any exceedances of air quality criteria at nearby sensitive receptors.

To make sure air quality continues to be appropriately managed at the site, the Department has recommended a range of conditions of consent requiring that the operation of all equipment is undertaken in line with best practice to ensure compliance with the relevant emissions limits of the EPL.

Traffic

The Applicant provided a Traffic Impact Assessment (TIA) which identified that the proposed increase throughput capacity would result in an increase of more than double the daily traffic movements on average. The TIA noted that the site is limited to a maximum of 12 movements per hour and additional traffic movements will be required to be spread out throughout the day to meet demands. Therefore, it was considered the maximum impact of the development would not increase however the site would be operating closer to peak more frequently. TfNSW advised the Department that the development is unlikely to have a significant impact on the classified road network.

The Department recommended a condition of consent requiring the Applicant to prepare and implement an Operational Traffic Management Plan (OTMP) for the life of the development which provides management and mitigation measures to further reduce the impacts of the development on the local and regional road network.

Conclusion

The Department's assessment concludes the impacts of the development can be mitigated and/or managed to ensure an acceptable level of environmental performance, subject to the recommended conditions of consent.

Overall, the development would:

- improve the supply of cementitious material to meet the growing demands of product in the Sydney Metropolitan area for infrastructure and development projects
- be consistent with NSW Government policies including the Greater Sydney Regional Plan and the Bays West Place Strategy which aims to manage industrial land and distribution, and support the continued port operations of the working harbour
- not negatively impact or prohibit the Government's future vision for the Bays West Precinct
- have an acceptable environmental impact on the existing local amenity in respect to noise, air quality and traffic.

The Department considers that these benefits can be realised without any significant amenity or environmental impacts and therefore, considers the development is in the public interest and should be approved, subject to conditions.

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1 Introduction

1.1 Development Background

Cement Australia Pty Ltd (the Applicant) is seeking development consent for the increase in throughput capacity of cementitious materials from 500,000 tonnes per annum (tpa) to 1,200,000 tpa at the Glebe Island Silos (the site). A detailed description of the development is provided in Section Error! Reference source not found..

The Applicant is a national supplier of cementitious products and services. The Applicant supplies major concrete producers, building and engineering contractors, leading retail building suppliers and mining projects.

The site is located at Lot 12 Sommerville Road, Rozelle on Glebe Island between White Bay and Rozelle Bay within the Inner West local government area (LGA) (see Figure 1).

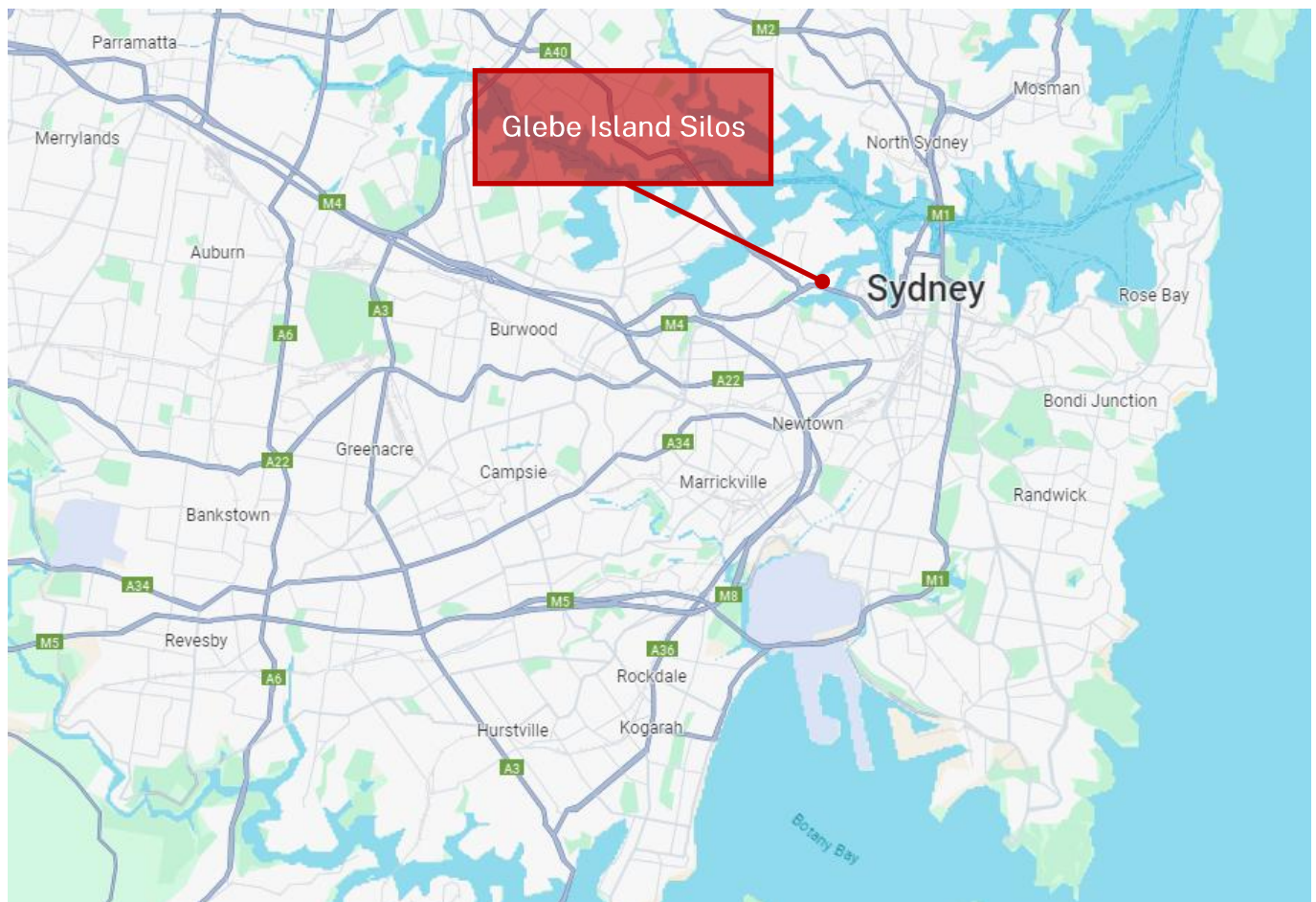


Figure 1 | Regional Context

1.2 Site Description

The site comprises 3,740 square metres (m²) of Port and Employment zoned land (see Figure 2), and is legally described as Lot 12 DP 1170710. The Glebe Island Silos consist of 30 silos owner by the Port

Authority of NSW, the Applicant leases and operates 16 of the silos for the storage and distribution of cementitious materials.

The site is identified as being located within the Bays Precinct under the State Environmental Planning Policy (Precincts-Eastern Harbour City) 2021 (EHC SEPP) which consists mainly of industrial and shipping related facilities.



Figure 2 | Local Context

1.3 Surrounding Land Uses

To the south of the site, marina and boating facilities are located along the Rozelle Bay wharf frontage and the Anzac Bridge to the south-west. To the east of the site is the disused White Bay Power Station along with light and general industrial development. To the north of the site is White Bay which consists of a barge wharf and medium density residential development. Further north-east, along White Bay, is the White Bay Cruise Terminal (see Figure 3).

Access to the Glebe Island Silos site is provided via Solomons Way adjoining to the south of the site. Connection to the City-West Link Road/ Victoria Road is provided to the site via James Craig Road and Sommerville Road to the south of the site. In addition, cement shipments to the site are serviced by the barge wharf adjacent the site to the north on White Bay.

The remaining 14 silos of the Glebe Island Silos are leased and operated by Sugar Australia as a packing plant for the storage and distribution of bulk refined sugar.

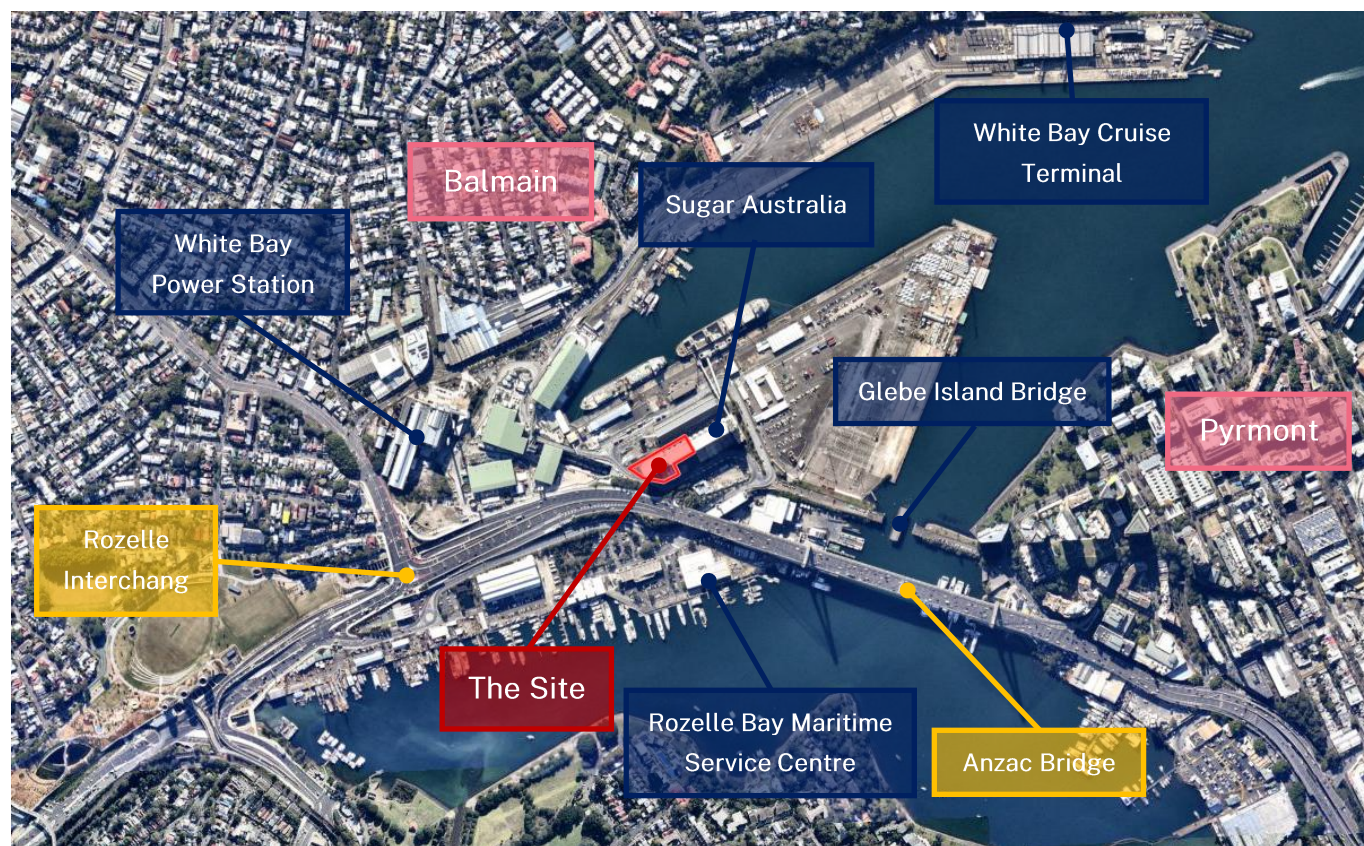


Figure 3 | Surrounding Land Uses

1.4 Other Development Approvals

The previous approvals and other relevant applications for the site include:

D.A.350/91

On 16 October 1991, the then Leichhardt Municipal Council granted development consent for the operation of a bulk cement terminal utilising 16 of the existing 30 silos on Glebe Island with a maximum annual throughput of cement of 500,000 tpa.

D.A.350/91 has been modified on two separate occasions. Modification 1 (MOD 1) was approved by the then Director, Urban Assessments as delegate of the Minister for Planning on 4 March 2002 which modified the existing conditions of consent. On 9 September 2003, Modification 2 (MOD 2) was approved by the Sydney Harbour Foreshore Authority under delegated planning powers from the then Minister for Infrastructure, Planning and Natural Resources for the amendments to the site plan, truck stationing and material handling systems.

MP 05_0060

On 29 June 2006, the then Minister for Planning approved MP 05_0060 for silo strengthening works of four of the Glebe Island silos pursuant to the repealed Part 3A of the EP&A Act, including:

- the construction of new concrete footings within the perimeter of the four silos
- the construction of new columns within the base of the four silos
- the removal of six windows
- the construction of new internal concrete wall lining.

DA 9985

On 26 September 2019, the Director, Industry Assessments as delegate of the then Minister for Planning and Public Places approved DA 9985 for silo strengthening works of 12 of the Glebe Island silos pursuant to Part 4 of the EP&A Act, including:

- new concrete foundations and columns
- concrete reinforcement to internal silo linings
- new sections of reinforced concrete perimeter walls under the silos
- temporary relocation and refurbishment of offices, amenities room, store room and equipment room.

DA 9967

On 29 November 2019, the Director, Industry Assessments as delegate of the then Minister for Planning and Public Places approved DA 9985 for the temporary increase of annual cementitious material throughput capacity to 600,000 tonnes per annum for a period of 18 months pursuant to Part 4 of the EP&A Act.

2 Development

2.1 Description of the Development

The major aspects of the development are summarised in Table 1 and described in full in the Environmental Impact Statement (EIS) and Response to Submissions Report included in Appendix A.

Table 1 | Main Aspects of the Development

Aspect	Description
Development Summary	Increase in annual throughput capacity of cementitious material from 500,000 tpa to 1,200,000 tpa of the existing bulk storage facility. No physical works are proposed as part of this subject development application.
Traffic	Increase from 21,536 truck loads per annum to 48,459 trucks per annum.
Shipping	Increase of ships from 30 to 55 vessels per annum including an increase from 18,000 tonnes per shipment to 25,000 tonnes per shipment.
Unloading	Increase in average port time per shipment from 36 hours to 48 hours.

2.2 Process Description

The Glebe Island Silos consists of 30 storage silos aligned in two rows of 16 at a height of 32 m (see Figure 4). The Applicant leases and operates the 16 westerly silos at the site as a bulk storage facility for cement materials with an approved annual throughput capacity of 500,000 tpa.

The facility receives cement shipments from vessels via Berth No.8, located adjacent to the site at White Bay which is transferred to the silos via a conveyor and associated unloading infrastructure located at Berth No.8.

Cement is then dispatched to tanker trucks adjoining to the south of the silos which features three loading ports with associated weighbridges. The three weighbridges have the capacity to accommodate four trucks per hour allowing a maximum dispatch rate of 12 tanker trucks per hour. The proposed development will not increase the maximum dispatch rate or operational peak of the facility however, the facility is proposed to operate closer to operational peak volumes more frequently throughout the day and year, on average.

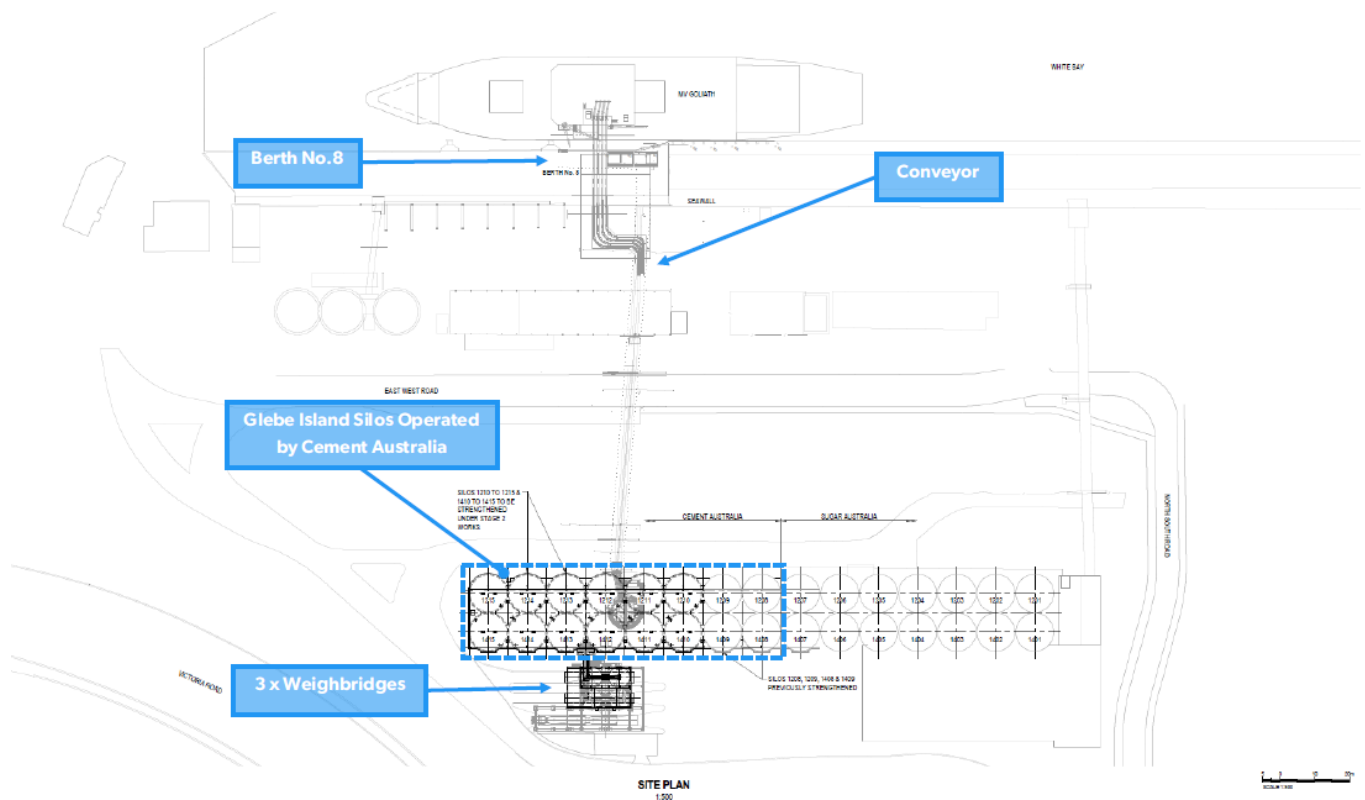


Figure 4 | Site Layout

2.3 Applicant's Justification for the Development

The Applicant has advised the proposed increase in throughput capacity of cementitious materials is required to support and meet the demands of construction and infrastructure projects throughout the Sydney Metropolitan area including Sydney Metro and the Western Sydney Aerotropolis.

The Applicant has proposed the increase in line with predicted Gross Domestic Product (GDP) growth rates of demand and the substantial investment of development and infrastructure projects.

3 Strategic Context

3.1 Key Strategic Issues

The consistency of the development with key relevant strategies, plans and policies relevant to the assessment of the development are outlined in Table 2 below.

Table 2 | Summary of Key Government Strategies, Plans and Policies

Strategy, Plan or Policy	Comments
Greater Sydney Regional Plan	The development is consistent with Objective 16 of the Eastern Harbour City as it would encourage freight and logistics networks to be competitive and efficient by improving the availability of cementitious material supply and distribution.
Eastern City District Plan	The development is consistent with the plan as it is consistent with Priority E12 which is to retain and manage industrial and urban services land.
Bays West Place Strategy	The Bays West Place Strategy was finalised in November 2021 and sets a vision for the urban renewal of the precinct over the coming decades. The development is consistent with the strategy as it does not involve any additional building works or impacts to heritage listed items within the Bays West Precinct. Furthermore, the development is consistent with 'Big Move 3' of the Strategy as it supports the continued port operations of the working harbour.
Transport Oriented Development (TOD) Program	The Bays West has been identified as a TOD accelerated precinct to support new homes and development in close proximity to the Bays Metro station scheduled to open in 2032 as part of the Sydney Metro. The Bays West TOD is proposed to rezone the Bays West precinct in line with the vision and strategy of the Bays West Place Strategy. The Bays West Precinct Redevelopment was announced by The NSW government in March 2026 which would inform the future The Bays West Stage 2 Rezoning to promote further residential and commercial development. This announcement would see bulk port operations – including cement, gypsum and sugar handling, ceasing on Glebe Island by no later than 2030. Section 6.4 of this report discusses the Department's recommendation which would permit the expanded throughput operations to occur until 2030, in line with this.

4 Statutory Context

4.1 Permissibility and Assessment Pathway

Details of the permissibility of the development and the assessment pathway under which consent is sought are provided in Table 3 below.

Table 3 | Permissibility and Assessment pathway

Consideration	Description
Permissibility	Permissible with consent • The site is located within the Port and Employment zone under the State Environmental Planning Policy (Precincts – Eastern Harbour City) 2021. • A use is only permissible within this zone if the consent authority is satisfied a proposed use is consistent with at least one of the following zone objectives: ○ to facilitate the continuation of commercial port uses ○ to allow a range of commercial port facilities ○ to encourage development on Glebe Island and land adjoining White Bay which requires close proximity to the port ○ to encourage a mix of land uses which generate employment opportunities, particularly in relation to port and maritime uses ○ to allow a mix of uses which generate employment opportunities in the White Bay Power Station site ○ to provide for the ongoing rail access to the port and related activities ○ to provide pedestrian and cyclist links with surrounding public access networks ○ to encourage port-related uses which optimize use of existing rail facilities ○ to provide road and rail access to port activities. • The Department as delegate of the consent authority, is satisfied the proposed increase in annual cement throughput capacity is consistent with the objectives as it facilitates the continuation of commercial port uses and encourages development on Glebe Island. The development is therefore permissible with consent in the Port and Employment zone.
Assessment pathway	Designated Development • The development is designated development under section 4.10 of the EP&A Act as it is declared to be designated development under section 43, Part 2 of Schedule 3 of the Environmental Planning and Assessment Regulation 2021 (EP&A Regulation)

Consideration	Description
	as it involves development for the purposes of a wharf-side facility that loads, unloads and temporarily stores material at a rate of more than 50,000 tonnes per year. Integrated Development - The development is identified as being Integrated Development in accordance with section 4.46 of the EP&A Act as the proposed development requires approval under the following: - section 43(b), 48 and 55 of the <i>Protection of the Environment Operations Act 1997</i> (POEO Act) for an environment protection licence (EPL) to authorise carrying out of scheduled activities.
Consent authority	Minister for Planning and Public Spaces (Minister) The Minister is the consent authority under section 4.5(c) of the EP&A Act.

4.2 Mandatory Matters for Consideration

Section 4.15 of the EP&A Act sets out matters to be considered by a consent authority when determining a development application (DA). The Department's consideration of these matters is shown in Appendix D.

4.3 Public Exhibition and Notification

In accordance with section 2.22 and Schedule 1 to the EP&A Act, the DA and any accompanying information of a designated development or integrated development application are required to be made publicly exhibited for at least 28 days. The application was on public exhibition from 3 March 2022 until 30 March 2022. Details of the exhibition process and notifications are provided in Section 5.

4.4 Objects of the EP&A Act

In determining the application, the consent authority should consider whether the development is consistent with the relevant objects of the EP&A Act (section 1.3), including the principles of ecologically sustainable development (ESD). The Department has fully considered these matters in Appendix D.

The Department is satisfied that the development is consistent with the objects of the EP&A Act and the principles of ESD.

5 Engagement

As required by the Planning Secretary's Environmental Assessment Requirements (SEARs), the Applicant undertook consultation with relevant local and State authorities as well as the community and affected landowners prior to lodgement of the EIS. The Department undertook further consultation with these stakeholders during the exhibition of the EIS and throughout the assessment of the application. These consultation activities are described in detail in the following sections.

5.1 Consultation by the Applicant

The Applicant undertook a range of consultation activities throughout preparation of the EIS including:

- Letterbox drop and flyers to landowner/occupiers in Pyrmont, Balmain and Glebe
- Hosted community information webinars and briefings
- Established a dedicated project website and email.

5.2 Consultation by the Department

5.2.1 Public exhibition of the EIS

After accepting the DA and EIS, the Department:

- publicly exhibited the DA and EIS from 3 March 2022 until 30 March 22 on the NSW planning portal
- notified occupiers and landowners in the vicinity of the site about the public exhibition
- notified and invited comment from relevant government agencies and Inner West Council.

5.3 Submissions and Advice

During the public exhibition period, the Department received 78 submissions from the public (3 special interest groups, 75 individuals), a submission in the form of objection from Inner West Council (Council) and advice from three government agencies including Transport for NSW (TfNSW), NSW Environment Protection Authority (EPA) and Heritage NSW.

Two public submissions were in support of the proposal, 73 public submissions objected to the proposal and 3 public submissions provided comments only. The majority [92%] of community members who made a submission live within 5km from the proposal, with [8%] within 5-100km (see Figure 5).

A summary of the submissions and government advice is provided below. A link to the full copy of the submissions and advice is provided in **Appendix B**.

5.3.1 Government Authority Advice

A summary of the government authority advice is provided in Table 4.

Table 4 | Summary of Government Authority Advice

Agency	Advice summary
Heritage NSW	Heritage NSW noted that no physical works are proposed as part of the DA and therefore determined that the DA would not likely require management under s139(1) of the <i>Heritage Act 1977</i> . Heritage NSW recommended a condition of consent for unexpected archaeological deposits or relics.
EPA	EPA did not object to the development, however requested additional information be provided in relation to the applicability of the Glebe Island and White Bay Port Noise Policy (GIWBPNP) and inconsistencies with the presented noise model requiring clarification and additional detail. EPA also noted the assessment of air quality impacts was satisfactory and did not consider the development would result in any appreciable impact increase at assessed receiver locations.
TfNSW	TfNSW did not object to development, however requested additional information relating to the parameters of SIDRA modelling including cycle times and lengths and requested the calibration of the base model and comparative analysis be undertaken.

5.3.2 Key Issues – Council(s)

Council objected to the development application based on issues relating to traffic and transport. Issues raised in Council’s objection include the following:

- Council does not support truck access through Glebe Island’s internal roads exiting onto Robert Street
- SIDRA analysis has not considered traffic impacts from the WestConnex Rozelle Interchange
- Intersection modelling does not appear to reflect the final layout of the WestConnex Rozelle Interchange
- A Saturday midday peak has not been provided in the SIDRA modelling
- The Traffic Management Plan does not address the reinstatement of Glebe Island Bridge for active and public transport, establishment of foreshore public access area under the Bays Precinct, and development of future light rail links to White Bay.

5.3.3 Key Issues - Public Submissions

The key issues raised by the public relate to noise, air quality and traffic. Other issues raised in public submissions include light impacts, cumulative impacts and strategic vision of the Bays Precinct.

The proportion of submissions that raised key issues within the objecting submissions is provided within Table 5.

Table 5 | Key issues Raised in Submissions on the EIS

Issue	Number of Submissions	% of Submissions
Noise - Operational noise impacts from loading and ship/truck movements - Installation of noise attenuation measures - Sleep disturbance - Noise curfew - Appropriateness of GIWBNP.	61	78%
Air Quality - Air pollution - Odour impacts - Increase in nitrogen oxide and sulfur dioxide from vessel berthing.	53	70%
Traffic - Increase in traffic generation - Traffic impacts on pedestrian and cycling safety - Historical data utilised in the traffic model.	33	42%
Light - Lighting impacts from the facility on residential areas.	17	22%
Cumulative Impacts - Cumulative impacts of noise, traffic and air quality.	10	13%

Issue	Number of Submissions	% of Submissions
Other	18	23%
- Safety of marine vessels - Future use of Bays Precinct - Water quality - Time limited consent - Commercial advantage over other industrial developments.		

An indicative representation of the locality of the objecting submissions is shown on Figure 5.

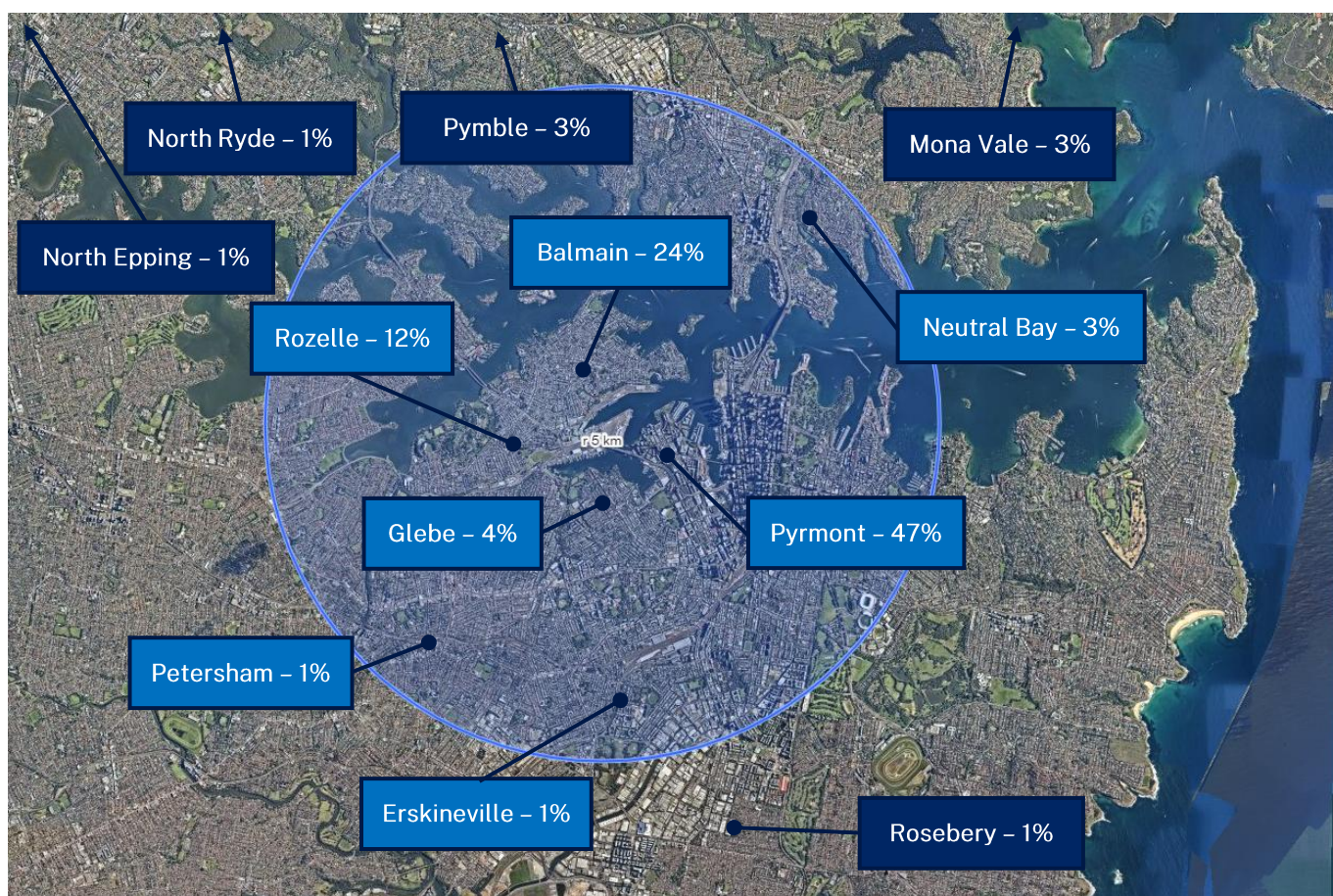


Figure 5 | Location of Submitters

5.4 Submissions Report

Following the public exhibition period, the Department requested the Applicant to respond to the issues raised in submissions and the advice received from government agencies. On 9 September 2023, the Applicant provided a Response to Submissions (RTS) Report including an amended Noise

Impact Assessment, Noise Assessment addendum and Traffic Impact Assessment addendum to the Department (see **Appendix A**).

The Department published the RTS on the NSW planning portal and forwarded the RTS to relevant government authorities and local council(s) for comment.

A summary of the government authority responses is provided below:

- TfNSW advised it had no further comments as the development was considered unlikely to have a significant impact on the classified road network
- Heritage NSW advised it had no further comments
- EPA requested the Department clarify the applicability of the GIWBPNP for assessment and suitability in the NSW Planning System
- Council maintained its previous position on the development application.

In March 2024, the Department engaged with the EPA and the NSW Port Authority to discuss the GIWBPNP and how it applies to the assessment of noise impacts associated with the development application. The engagement clarified the application of the GIWBPNP in the Applicant's revised Noise Assessment and the need for ongoing consultation between the NSW Port Authority and the EPA regarding Landside Noise Trigger Levels. Subsequently, the EPA provided the Department with General Terms of Approval (GTAs) for the DA. The EPA additionally noted the site's existing EPL will also be required to be updated should development consent be granted.

The Department has considered the issues raised in submissions, the RTS and the supplementary concerns raised, in its assessment of the development. A summary of the Department's consideration of community views is provided in **Appendix C**.

6 Assessment

The Department has considered the EIS, the issues raised in the submissions including government agency advice and the Applicant's Response to Submissions report. The Department considers the key assessment issues to be noise, air quality and traffic.

A number of other issues have also been considered. These issues are considered to be relatively minor and are assessed in **Table 9** under **Section 6.4**.

6.1 Noise

The proposed development involves the increase in annual shipments of cementitious materials and the subsequent increase in the duration of wharf side unloading activities and truck loading activities which has the potential to generate additional noise impacts on surrounding sensitive receivers.

The Applicant provided a Noise Impact Assessment (NIA) with the EIS to assess the impact of wharf-side operational activities of the proposed increase in development operations. Following comments raised by the EPA and general public during the exhibition period, the Applicant provided an updated NIA and addendum response. The updated NIA has been prepared in accordance with the EPA's Noise Policy for Industry (NPfI) and the GIWBPNP.

The primary noise sources associated with the operations of the development include vessel engines, vessel unloading and truck loading. Noise sources have further been separated to distinguish between vessel noise and land-side noise such as unloading and loading activities.

6.1.1 Applying the Port Noise Policy

The objective of the GIWBPNP is to manage port noise associated with Glebe Island and White Bay and port activities as a whole precinct rather than individual noise sources. The GIWBPNP sets out the noise trigger limits for development based on the allowable noise contribution for individual operators within the precinct.

The updated NIA identified that sensitive receivers generally comprised of residential areas consisting of dwellings and multi-story residential apartment buildings within the suburbs of Balmain, Pyrmont and Glebe Point. The updated NIA grouped the sensitive receivers into four Noise Catchment Areas (NCA) (see **Figure 6**). The representative residential streets closest to the project that were assessed include Batty Street (NCA1) and Donnelly Street (NCA2) in Balmain, Refinery Drive (NCA3) in Pyrmont, and Leichhardt Street (NCA4) in Glebe Point.

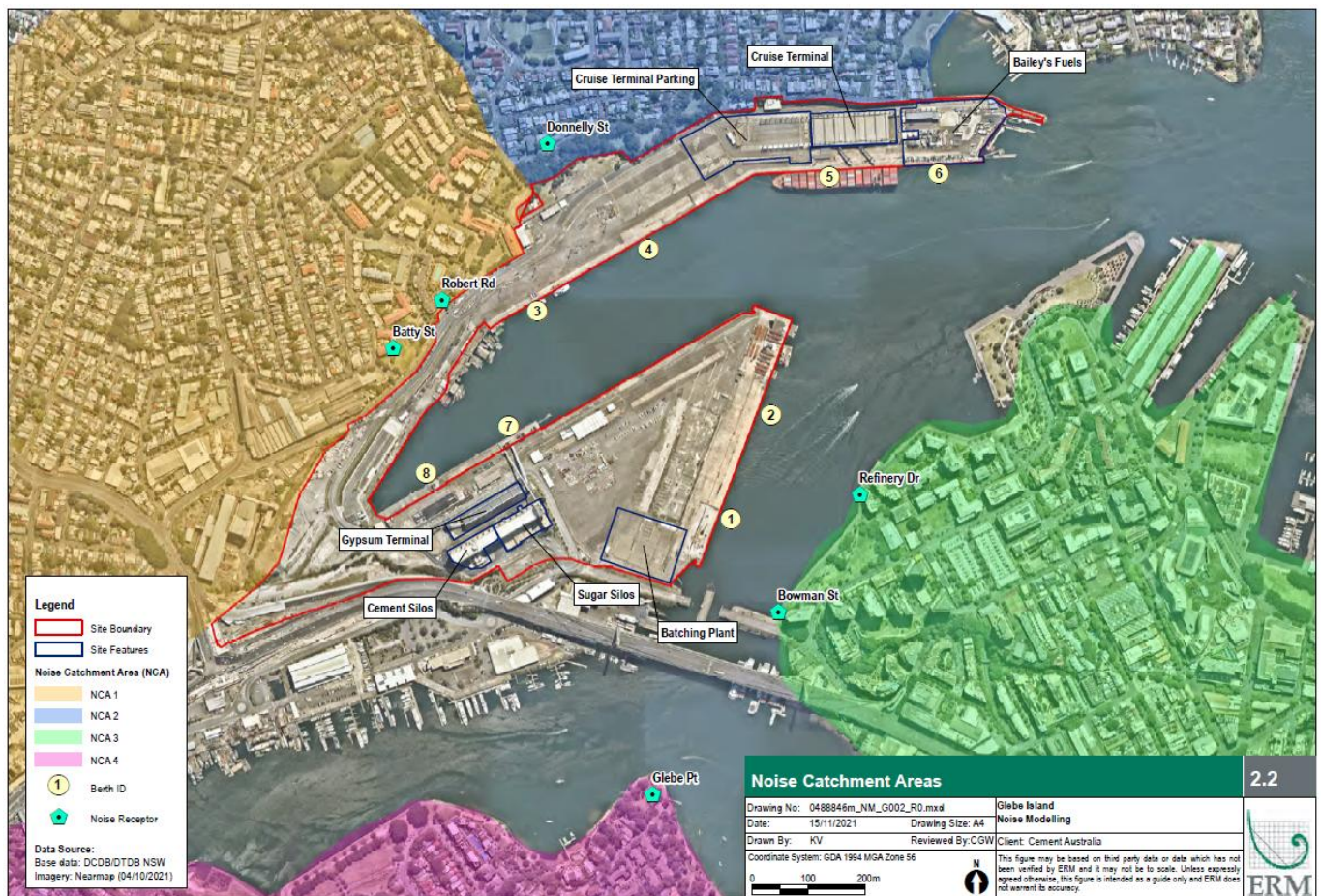


Figure 6 | Noise Catchment Areas

The updated NIA detailed that attended noise monitoring was undertaken at the NCA locations to record the existing background levels associated with the subject site and the broader precinct. Attended noise monitoring identified that unloading activities are the dominate noise source at NCA1 with an increase in ambient noise levels of 6 dBA while negligible at NCA2 and NCA3, and inaudible at NCA4.

The updated NIA was additionally supported by vessel monitoring data from Port Authority of NSW and monitoring undertaken by SLR Consulting in 2021 for the Hanson Construction Materials Pty Ltd. The updated NIA has accordingly developed appropriate Vessel Target Noise Levels and Landside Trigger Noise Levels in accordance with the GIWBPNP.

6.1.2 Vessel Noise

The updated NIA undertook an assessment of predicted vessel noise from Berth 8 operated by the Applicant, measured at NCA1 and NCA2. NCA3 and NCA4 were excluded from the assessment as monitoring had indicated that vessel noise was negligible to inaudible from those receiver locations.

The updated NIA predicted that vessels would be compliant with the Vessel Target Noise Levels during the day-time at both NCA's but an exceedance of 2 dB at NCA1 was predicted during the night time period.

The updated NIA noted that the proposed development would not change the noise emission levels from vessels but would increase vessel movements and frequency of noise impacts from vessels berthed at the port. Furthermore, the control and management of noise emissions of vessels are the responsibility of the Port Authority of NSW and not the Applicant.

Vessels utilising Berth 8 have been undergoing and will continue to undergo improvements to noise attenuation including the implementation of silencers fitted to cargo generators and exhausts installation of machinery room noise attenuators. Ongoing improvements and noise attenuation of vessels by the Port Authority of NSW is expected to achieve compliance with the Vessel Target Noise Levels.

6.1.3 Landside Noise

The updated NIA modelled the predicted noise impacts of landside activities including truck movements and mechanical equipment such as blowers and compressors (ie used as part of transferring material) that are housed under the silos. The modelling considered the circulation of truck movements on-site during loading activities and was informed by attended noise measurements. The modelling also conservatively considered peak operational activity of 12 trucks per hour during each assessment period. The modelling was subsequently compared against the collective noise benchmarks established under the GIWBPNP.

The updated NIA predicted that the development is compliant with the landside trigger noise levels at all NCA locations during the day and evening periods. However, an exceedance of 1 dBA was predicted at NCA1 during the night-time period while all other NCA locations were predicted to be below the night-time landside trigger noise level. Nonetheless, the predicted impact of the development remains more than 10 dBA under the established collective noise benchmarks of the GIWBPNP.

Table 6 | Comparison of Predict Landside Noise Impacts against GIWBPNP (dBA)

NCA	Landside Trigger Noise Levels			Predicted Noise Impacts		Collective Benchmark Noise Levels		
	Day	Evening	Night	Day/Evening	Night	Day	Evening	Night
1	55	45	40	42	41	64	59	53
2	55	45	40	38	37	61	58	53

NCA	Landside Trigger Noise Levels			Predicted Impacts	Noise	Collective Levels	Benchmark	Noise
	Day	Evening	Night	Day/Evening	Night	Day	Evening	Night
3	55	45	40	37	35	62	59	53
4	55	45	40	31	30	62	56	53

The predicted landside noise impacts were further assessed with the consideration of cumulative noise impacts of the Hanson Facility and the Sydney Metro West construction works. The updated NIA identified the cumulative noise impacts of the development and surrounding noise sources would remain compliant with the precinct cumulative noise limits.

6.1.4 Department's consideration

The EPA reviewed the updated NIA and noted it was satisfied subject to ongoing development and consultation of the GIWBPNP between the Port Authority of NSW and the EPA is to be undertaken for the management of broader landside noise within the Glebe Island and White Bay precinct. Subsequently, the EPA provided the Department with GTA's including recommended conditions of consent.

The EPA's recommended conditions included the requirement for all vessels utilised by the development to be maintained and operated in compliance with the Vessel Trigger Noise Levels of the GIWBPNP, and for the applicant to prepare and implement a Traffic Noise Management Strategy to manage and mitigate traffic noise generation.

The Department additionally notes no concerns were raised by Council in its objection in respect to noise impacts.

The Department acknowledges the concerns regarding noise impacts of the development raised in public submissions. The Department understands that the worst-case impacts of the development over an hourly averaging period are effectively the same as existing operations as the peak impacts related to the site's operations remain generally unchanged. Furthermore, the Department considers that vessel noise will remain relatively unchanged and ongoing improvements will be appropriately managed by the Port Authority of NSW.

The Department has also considered the development to have an acceptable impact on noise amenity as the existing noise profile of Glebe Island and White Bay is predicted to remain 10 dBA under the collective noise benchmarks of the GIWBPNP despite the 1 dBA exceedance of the Landside Trigger Noise Levels during the night-time period at one receiver catchment area.

The Department has recommended a condition of consent requiring the Applicant to prepare and implement an Operational Noise Management Plan (ONMP) to manage and minimise noise emissions to ensure compliance with the relevant noise limits. The ONMP is also to include a Traffic Noise Management Strategy in accordance with EPA's recommendations. The Department has also recommended a condition of consent requiring the Applicant to undertake an Operational Noise Verification Report within six months of operating at increased capacity, to ensure that compliance with the noise limits is being achieved and contingency measures in the event of any identified exceedances.

The Department's assessment concludes the Applicant has provided a satisfactory assessment of vessel and landside noise against the GIWBPNP and that increased throughput capacity would have an acceptable impact on noise amenity, subject to ongoing management and maintenance of vessels by Port Authority of NSW and recommended conditions of consent.

6.2 Air Quality

The proposed increase in throughput capacity includes the increase in vessels berthed at the facility from 30 to 55 vessels per annum and the average port time per vessel from 36 hours to 48 hours. The development would also result in an increase of truck movements per annum from 21,536 to 48,459. The increase in vehicle movements associated with the proposed increase in throughput capacity has the potential to impact on air quality.

6.2.1 Applicant's assessment

The Applicant provided an Air Quality Impact Assessment (AQIA) prepared by ERM Consulting Australia Pty Ltd, in accordance with the EPA's *Approved Methods for the Modelling and Assessment of Air Pollutants in New South Wales* (the Approved Methods) to assess the predicted air quality impacts of the development on the amenity of nearby sensitive receivers. The AQIA identified the primary pollutant emissions generated by the operations of the development include particulate matter (PM₁₀ and PM_{2.5}), nitrogen oxides (NO_x) and sulfur dioxide (SO₂). The emissions sources assessed in the AQIA included vessels and heavy vehicles utilised for the site's operations. The AQIA noted that cementitious material handling via enclosed conveyors with baghouses for particulate control will remain unchanged and is therefore not considered as an emissions source.

The AQIA provided a quantitative analysis of existing background monitoring data compared with cumulative existing and future emissions to demonstrate the extent of impacts the development would have on the existing local air quality. The AQIA identified that all existing background pollutant concentrations were recorded to be below the relevant impact assessment criterion of the Approved Methods during each averaging period.

The AQIA noted the increase in throughput operations would not increase the current operational peak of the development, however more vessels and vehicles would be operable intermittently

through the course of a year. Therefore, the AQIA has predicted the pollutant emissions of the development throughout the year in order to demonstrate the impact of the development on ambient air quality.

The AQIA found that the sites PM_{10} and $PM_{2.5}$ pollutant emissions would increase by 2,645 kg per annum (kg/pa) and 628 kg/pa respectively for the proposed increased throughput capacity. The AQIA considered that the predicted increase was unlikely to result in a measurable difference to ground level concentrations at surrounding sensitive receivers. Similarly, annual increases in NO_x and SO_2 were also considered to have a negligible impact to ground level concentrations at the nearest receivers. The AQIA concluded the yearly increase in pollutant emissions associated with the increase in throughput capacity is unlikely to result in any measurable impacts on local air amenity or exceedances to the relevant impact assessment criteria.

6.2.2 Department's consideration

The EPA reviewed the AQIA and noted that it had been prepared in accordance with the Approved Methods and did not consider dispersion modelling to be necessary for the development. Further, the EPA considered that the development would not result in any appreciable impact increase at receiver locations and noted there is no impact change at the facility. No conditions of consent relating to air quality impacts were recommended by the EPA.

The Department has reviewed the AQIA, advice from EPA and the concerns raised in public submissions regarding air quality impacts of the development on residential receivers. The Department acknowledges that no physical construction works are proposed to facilitate the development and therefore would not present any construction air quality impacts. Furthermore, the Department notes the proposed increase in throughput capacity would not involve any additional pollutant emissions sources.

The Department considers the Applicant has sufficiently demonstrated that existing background pollutant concentration levels are below the relevant criterion at sensitive receiver locations. Furthermore, the Department notes that the annual increase of pollutant concentrations due to the increase in operations, would have a negligible impact on pollutant concentration levels and is therefore not predicted to result in any exceedances to the relevant criterion.

Nonetheless, the Department recommends a condition of consent requiring the Applicant to operate all equipment in line with best practice to ensure compliance with the relevant emissions limits of the EPL and undertaken all reasonable steps to minimise dust generation during operations.

The Department's assessment concludes the Applicant has adequately demonstrated the increase in throughput capacity of the site would result in a minor impact on air quality and the existing pollutant concentrations at receiver locations and the Department is satisfied the development would have an acceptable impact on air quality, subject to the implementation of conditions of consent.

6.3 Traffic

The proposed increase in annual throughput capacity from 500,000 tpa to 1,200,000 tpa has the potential to generate further traffic impacts on the local and regional traffic network as more trucks will be required annually for the distribution of cementitious materials stored at the site.

The proposed development would result in additional truck movements per annum from 21,536 to 48,459. The heavy vehicles currently utilised in the facilities distribution operations including rigid vehicles and B-double cement trucks.

6.3.1 Traffic Generation

The Applicant provided a Transport Impact Assessment (TIA) and addendum report to assess the impacts of the increase in truck movements related to the site's operations. The TIA established that the site has a maximum capacity of 12 heavy vehicle movements (12 in and 12 out) per hour as a result of the existing silo unloading infrastructure and weighbridges, therefore the proposed development would not exceed the existing maximum of 12 heavy vehicle movements per hour.

Utilising the facilities traffic data from 2018, the TIA conservatively identified the existing average daily traffic volumes at the 95th percentile being representative of peak operational demand (see Table 7).

Table 7 | Existing Traffic Generation

Period	Trips per hour	Movements
AM Peak 7:30 am – 8:30 am	16	8 in, 8 out
PM Peak 4:30 pm – 5:30 pm	10	5 in, 5 out
Daily average	6	3 in, 3 out

The TIA identified that the proposed increase in annual traffic generation would effectively result in more than double the daily traffic movements on average. The TIA noted that due to the existing capacity limitations of 12 movements per hour, the maximum number of movements per hour would not increase but instead traffic movements will be required to be spread out throughout the day to meet demands. The Applicant's TIA addendum provided a comparison of existing and proposed vehicle distribution to demonstrate that additional traffic generation exceeding the average of 8 movements an hour (peak demand periods) can be appropriately accommodated by the facility which is detailed in Table 8.

Table 8 | Traffic Distribution

	Movements per Hour	Percentage (%) of Hourly Intervals per Year	Extent of change (%)
Existing	12	1%	-
	8+	12%	-
Proposed	12	2%	+ 1%
	8+	24%	+ 12%

The TIA addendum also noted that 90% of peak demand periods are to occur between 7:00 am and 4:00 pm and that all movements between the periods of 7:00 am and 4:00 pm account for 60% of all truck movements.

6.3.2 Applicant's Impact Assessment

The facility currently utilises James Craig Road to connect to the broader road network including City-West Link, The Crescent and Victoria Road. The facilities 2018 operational data identified that heavy vehicles are currently distributed 40% East and 60% West. The proposed increase in traffic generation is anticipated to retain the existing 40/60 split of heavy vehicle distribution.

The TIA undertook SIDRA modelling of three key intersections relevant to the development including Victoria Road/ The Crescent, The Crescent/ James Craig Road and The Crescent/ City-West Link. The SIDRA modelling utilised 2019 traffic survey data being representative of most conservative pre-covid data. The SIDRA modelling additionally accounted for cumulative traffic impacts associated with other traffic generation developments including the White Bay Cruise Terminal, New Sydney Fish Market, the Multi-User Facility (MUF) and Hanson Concrete Batching Plant located at Glebe Island, and construction traffic associated within the WestConnex Rozelle Interchange project. The modelling also considered the anticipated traffic generation during peak hour periods of 8 vehicle movements during the AM peak period and 5 vehicle movements during the PM peak period.

The SIDRA modelling identified that the development would reduce the existing Level of Service (LoS) of the Victoria Road/ The Crescent intersection from LoS B to LoS C during the PM peak period and The Crescent/ City-West Link intersection from LoS B to LoS C during the AM peak period. The changes in intersection LoS is due to minor additional intersection delays of 0.2 and 0.8 seconds for the Victoria Road/ The Crescent and The Crescent/ City-West Link intersections respectively. All other peak periods of the three intersections assessed are predicted to retain the existing level of service.

The Applicant did not undertake an assessment of WestConnex traffic as the infrastructure project was considered to improve the existing performance of the assessed key intersections. Furthermore,

modelling of Saturday midday period was not undertaken as additional traffic generation was considered to be minimal and weekday AM and PM peak periods are conservatively representative of peak road network traffic volumes.

The TIA concluded the net increase of traffic generation would have a minimal impact on the surrounding road network.

TfNSW reviewed the TIA and addendum response in the RTS, and advised the Department that the development is unlikely to have a significant impact on the classified road network. TfNSW did not provide any recommended conditions of consent.

Council maintained its objection to the development with regard to truck access and haulage routes, the consideration of the completion of WestConnex and the Saturday midday peak.

6.3.3 Department's Assessment

The Department notes concerns were raised in the public submissions received during the exhibition period relating to traffic impacts of the development.

The Department acknowledges the facilities maximum processing capacity of 12 heavy vehicles per hour will remain unchanged however, the frequency of peak demands (8+ heavy vehicles per hour) will increase throughout the year. The Department additionally notes, that 90% of peak demand hours are to remain to occur within standard daytime operating hours of 7:00 am to 4:00 pm.

The Department considers that, while the increase in traffic distribution would reduce the level of service of two key intersections during the morning and afternoon peak hour periods, the predicted increase in intersection delay would be minimal and therefore have only a minor impact on existing road performance.

The Department notes that existing truck haulage routes are to remain unchanged with no truck movements proposed to utilise Robert Street. The Department also notes that road infrastructure projects such as WestConnex have now been completed to improve the performance of surrounding key intersections.

The Department is satisfied the Applicant has demonstrated the proposed increase in annual heavy vehicle movements can be appropriately distributed within standard daytime operating hours and would have an acceptable impact on existing road performance.

The Department recommends a condition of consent requiring the Applicant to prepare and implement an Operational Traffic Management Plan (OTMP) for the life of the development which provides management and mitigation measures to further reduce the impacts of the development on the local and regional road network.

The Department's assessment concludes the proposed increase in throughput capacity can appropriately distribute additional traffic generation annually and have an acceptable level of impact on the road network performance subject to recommended conditions of consent.

6.4 Other Issues

The Department's consideration of other issues is summarised in Table 9 below.

Table 9 | Assessment of other issues

Findings and conclusions	Recommended conditions
Heritage	
- The Glebe Island Silos are identified as being a registered heritage item under the NSW State agency heritage register and are also within close proximity to two other registered NSW State Heritage items being the Glebe Island Bridge and White Bay Power Station. - The Applicant provided a Heritage Impact Statement (HIS) to assess the predicted impacts of the development on the aforementioned heritage items. - The HIS identified that the site is <u>not</u> listed on the State Heritage Register under the <i>NSW Heritage Act 1977</i> and there for approval from Heritage NSW as an integrated approval body in accordance with Section 4.47 of the EP&A Act is not required. - The HIS acknowledged that no construction works are proposed as part of the DA as it strictly relates to the increase in annual throughput capacity. - The HIS subsequently concluded the continued operation of a bulk storage facility is in-keeping with the site's historical significance and would not reduce the heritage significance of the Glebe Island Silos or the Glebe Island Bridge and White Bay Power Station. - Heritage NSW was referred the DA as an integrated approval body in accordance with Section 4.47 of the EP&A Act. - Heritage NSW determined the development is unlikely to require management under section 139(1) of the <i>Heritage Act 1977</i> as the DA is administrative in nature and no physical works are proposed. - Heritage NSW recommended a condition of consent relating to the implementation of an unexpected finds protocol in the event an unexpected archaeological deposit or relic is identified on site.	Require the Applicant to: N/A

Findings and conclusions	Recommended conditions
- The Department has reviewed the EIS and HIS and considers the continued use of the site as bulk storage facility is consistent with its existing heritage value and would not negatively impact surrounding heritage items. - The Department notes that no physical works are proposed to be undertaken as part of the development application and therefore considers the requirement for an unexpected finds protocol to be unwarranted in this circumstance. - Subsequently, the Department has not implemented the condition recommended by Heritage NSW and concludes the development would not negatively impact on surrounding heritage items.	
Lighting	
- During the exhibition period, concern was raised in the public submissions regarding the impacts of lighting involved with the operations of the development on residential areas. - The Applicant clarified in the RTS that no additional lighting is proposed or any changes to the existing lighting as part of the development application. - Furthermore, the Applicant noted the site is a working port with approved 24/7 operating limits in which the existing lighting is required to enable port operations. - The Department notes that no concerns were raised by Council or government agencies in respect to lighting and/or light pollution in respect to the development. - The Department acknowledges the concerns of the general public in relation to the impact of light pollution on residential receivers however as the Applicant has not sought to make changes to the existing lighting arrangements at the site, the Department is satisfied there will be no additional impacts in relation to lighting and light pollution as a result of the subject DA. - Therefore, the Department's assessment concludes the proposed development will have no additional impacts in relation to lighting or light pollution on residential receivers and that lighting can be appropriately managed by the existing conditions of consent of the relevant operating DA.	Require the Applicant to: N/A
Landuse Strategy	
During the exhibition period, concern was raised in the public submissions regarding the future use of the Bays Precinct in relation to the Bays West Place Strategy and limiting the approval period of the site's operations.	Require the Applicant to: Seek further approval for the continuation of

Findings and conclusions	Recommended conditions
• The Applicant addressed the concerns in its RTS, noting the development will allow the site to retain, manage and allow the essential strategic port and maritime industry uses to grow and evolve in accordance with the Bays West Place Strategy. • The Applicant has also noted the site is owned by the Port Authority of NSW which is currently preparing a 'Port Innovation and Integration Plan' which will establish the operations of the port and working harbour in conjunction with the transition of the Bays West precinct. • Since the Development Application was lodged in early 2022, significant strategic work has been undertaken by the Department and broader government, including the announcement of the Bays West TOD which would see up to 8,500 homes built in and around the new Bays West Metro Station. • The Government's announcement in March 2026 about this transformation, also confirmed that bulk port operations, including cement, gypsum and sugar handling would cease operations on Glebe Island by 2030. • To support this vision, whilst also recognising the immediate needs for NSW, the Department has recommended a condition of consent in consultation with Port Authority of NSW that would allow for the increased throughput to be undertaken until 2030, which also aligns with the existing leasing arrangements from Ports. • The proposed condition is considered to ensure the ongoing operations of the site are aligned with the Applicant's leasing arrangements and the timing of any potential future rezoning of the site under the Bays West Stage 2 rezoning proposal including the opening of the Bays Metro station in 2032. • The Department has also proposed some flexibility to allow these operations to continue beyond 2030, provided there is evidence of ongoing leasing arrangements and compliance, and justification for the ongoing use of the development with consideration to all relevant strategic and statutory documents pertaining to the site. Any continued operation beyond 2030 would be subject to Ministerial approval. • The Department is satisfied the development is consistent with existing strategic and statutory documents and plans including the Bays West Place Strategy. The Department concludes the recommended conditions balance the immediate needs of the industry and current leasing arrangements while recognising and accommodating for the future vision for the area.	the development after 2030.

7 Evaluation

The Department's assessment of the application has fully considered all relevant matters under section 4.15 of the EP&A Act, the objects of the EP&A Act and the principles of ESD.

The Department has considered the development on its merits, taking into consideration strategic plans that guide development in the area, the EPIs that apply to the development, advice received from the relevant public authorities, including Council, and submissions from the public.

None of the State government authorities, have objected to the proposal and the Department has sought to address any issues raised through consultation with both the government authorities and the Applicant through the course of the assessment.

The Department has also considered issues raised by the community in the public submissions and the objection by Council including noise, air quality and traffic which the Department has determined to be the key issues for assessment. Other issues have also been assessed by the Department including heritage, lighting and landuse strategy.

The Department's assessment has found there would be some minor amenity impacts as a result of the development relating to noise, air quality and traffic, however were considered to be consistent with the relevant assessment guidelines and policy. Therefore, the Department has recommended several conditions to minimise these impacts, including but not limited to the following:

- preparation of an Operational Noise Management Plan to implement measures to minimise noise emissions to achieve the relevant noise levels and an Operational Noise Verification Report to ensure compliance with the noise limits is being achieved by the development.
- preparation of an Operational Traffic Management Plan to manage traffic access and road safety, and to reduce heavy vehicle movements during peak traffic periods
- require the applicant to seek further approval for the continuation of the development post-2030 to ensure the development remains consistent with Government's future vision of the Bays West Precinct and any strategic or statutory documents or plans.

Overall, the Department's assessment has concluded the development would:

- improve the supply of cementitious material to meet the growing demands of product in the Sydney Metropolitan area for infrastructure and development projects
- be consistent with NSW Government policies including the Greater Sydney Regional Plan and the Bays West Place Strategy which aims to manage industrial land and distribution
- not negatively impact or prohibit the Government's future vision for the Bays West Precinct

- have an acceptable environmental impact on the existing local amenity in respect to noise, air quality and traffic.

The Department considers that these benefits can be realised without any significant amenity or environmental impacts and therefore, considers the development is in the public interest and should be approved, subject to conditions.

8 Recommendation

For the purpose of section 4.16 of the EP&A Act, it is recommended that the **Minister for Planning and Public Spaces**:

- considers the findings and recommendations of this report
- **accepts and adopts** the findings and recommendations in this report as the reasons for making the decision to grant consent to the application
- **agrees** with the key reasons for approval listed in the notice of decision
- **grants consent** for the application in respect of the Glebe Island Silos Throughput Capacity Increase (DA-188611)
- **signs** the attached development consent (0).

Recommended by:



Joanna Bakopanos
Director
Industry Assessments

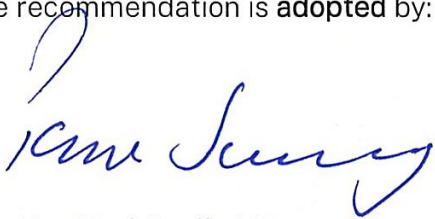
Recommended by:



Chris Ritchie
Executive Director
Energy, Resources and Industry Assessments

9 Determination

The recommendation is **adopted** by:

A handwritten signature in blue ink, appearing to read 'Paul Scully', written over the text 'The recommendation is adopted by:'.

The Hon Paul Scully MP

Minister for Planning and Public Spaces

3/9/26

Glossary

Abbreviation	Definition
Applicant	Cement Australia Pty Ltd
BCS	Biodiversity Conservation and Science group of the NSW Department of Climate Change, Energy, the Environment and Water
Council	Inner West Council
DA	Development Application
Department	Department of Planning, Housing and Infrastructure (DPHI)
Development	The development as described in the EIS for the throughput capacity increase from 500,000 tonnes per annum to 1,200,000 tonnes per annum of cementitious material at the Glebe Island Silos
DPHI	Department of Planning, Housing and Infrastructure
EIS	Environmental Impact Statement titled <i>Environmental Impact Statement, Lot 12 Sommerville Road, Rozelle (Glebe Island Silos), Cement Handling and Distribution Facility Capacity Upgrade</i> prepared by Ethos Urban Pty Ltd dated 16 November 2021
EPA	NSW Environment Protection Authority
EP&A Act	<i>Environmental Planning and Assessment Act 1979</i>
EP&A Regulation	Environmental Planning and Assessment Regulation 2021
EPBC Act	<i>Environment Protection and Biodiversity Conservation Act 1999</i>
EPI	Environmental Planning Instrument
EPL	Environment Protection Licence
ESD	Ecologically Sustainable Development
GIWBPNP	Glebe Island and White Bay Port Noise Policy

Abbreviation	Definition
GTA	General Terms of Agreement
Heritage NSW	Heritage NSW, within the NSW Department of Climate Change, Energy, the Environment and Water
IPC	Independent Planning Commission
LEP	Local Environmental Plan
Minister	Minister for Planning and Public Spaces
DCCEEW	NSW Government Department of Climate Change, Energy, the Environment and Water
Planning Secretary	Secretary of the Department of Planning, Housing and Infrastructure
RTS	Response to Submissions titled <i>Response to Submissions, Glebe Island Cement Silos Capacity Increase</i> , prepared by Ethos Urban Pty Ltd, dated 21 March 2023
SEARs	Planning Secretary's Environmental Assessment Requirements
SEPP	State Environmental Planning Policy
TfNSW	Transport for NSW
TPA	Tonnes per annum

Appendices

Appendix A – List of Referenced Documents

The Department has relied upon the following key documents during its assessment of the development:

Environmental Impact Statement

- *Environmental Impact Statement, Lot 12 Sommerville Road, Rozelle (Glebe Island Silos), Cement Handling and Distribution Facility Capacity Upgrade* prepared by Ethos Urban Pty Ltd dated 16 November 2021

Submissions

- All submissions received from relevant public authorities and the general public

Submissions Report

- *Response to Submissions, Glebe Island Cement Silos Capacity Increase*, prepared by Ethos Urban Pty Ltd, dated 21 March 2023

Statutory Documents

- Relevant considerations under section 4.15 of the EP&A Act (see **Appendix E**)
- Relevant environmental planning instruments, policies and guidelines (see **Appendix E**)

All documents relied upon by the Department during its assessment of the application may be viewed at: insert link to major projects page project page <https://www.planningportal.nsw.gov.au/daex/under-consideration/glebe-island-silos-throughput-capacity-increase>.

Appendix B – Submissions and Government Authority Advice

All submissions and government authority advice can be found here:
<https://www.planningportal.nsw.gov.au/daex/under-consideration/glebe-island-silos-throughput-capacity-increase>

Appendix C – Community Views for Draft Notice of Decision

Table 10 | Key issues and how they have been considered

Issue	Consideration
Noise - Operational noise impacts from loading and ship/truck movements - Installation of noise attenuation measures - Sleep disturbance - Noise curfew - Appropriateness of GIWBPNP.	The Applicant submitted a Noise Impact Assessment (NIA) prepared in accordance with the EPA's <i>Noise Policy for Industry</i> (NPfI) and the <i>Glebe Island White Bay Port Noise Policy</i> (GIWBPNP). The GIWBPNP was developed in consultation with the EPA, which has also provided General Terms of Approval for the proposal. The assessment considered both vessel-related noise and landside operational noise, including vessel engines, unloading activities and truck loading operations. The NIA predicted a marginal exceedance of 1 dBA at Noise Catchment Area 1 (NCA1) during the night-time period, with all other receiver locations predicted to comply with the relevant night-time noise criteria. Importantly, overall noise levels remain more than 10 dBA below the collective noise benchmarks established under the GIWBPNP, and the assessment concluded that sleep disturbance criteria would not be exceeded. In response to submissions raising concerns regarding increased vessel activity, night-time operations, cumulative noise impacts and the effectiveness of proposed mitigation measures, the Department reviewed the NIA and consulted with the EPA. The Department is satisfied that the proposal can operate within the applicable noise framework, subject to the implementation of additional mitigation and monitoring measures. Recommended conditions/response: To ensure ongoing compliance and to verify the predicted outcomes, the Department has recommended conditions requiring the preparation and implementation of an Operational Noise Management Plan (ONMP), including a Traffic Noise Management Strategy. The Applicant will also be required to undertake operational noise monitoring and submit an Operational Noise Verification Report within six months of commencing operations at the increased capacity. Any exceedances identified through monitoring would be required to be investigated and addressed through adaptive management measures.

Air Quality - Air pollution - Odour impacts - Increase in nitrogen oxide and sulfur dioxide from vessel berthing.	The Applicant submitted an Air Quality Impact Assessment (AQIA) prepared in accordance with the EPA's <i>Approved Methods for the Modelling and Assessment of Air Pollutants in New South Wales</i>. The AQIA assessed emissions associated with the proposed increase in throughput capacity, including emissions from vessel berthing, unloading operations, truck movements and material handling activities. The AQIA concluded that the increase in annual pollutant emissions associated with the proposal, including emissions of nitrogen oxides (NO_x), sulfur dioxide (SO₂), particulate matter and other combustion-related pollutants from vessels and landside activities, would not result in any exceedance of the relevant air quality assessment criteria at nearby sensitive receiver locations. The Department notes concerns raised in submissions regarding potential increases in air pollution, vessel emissions, odour impacts and associated health effects. The AQIA demonstrated that existing background pollutant concentrations are below the relevant assessment criteria and that the predicted increase in pollutant concentrations associated with the proposal would be negligible. As a result, the development is not predicted to result in any measurable deterioration in local air quality or any exceedance of applicable assessment criteria. The Department further notes that the proposal does not involve changes to the type of material handled at the facility and is not expected to generate significant odour impacts. Cementitious materials are managed through the existing enclosed storage, conveying and handling systems, and the AQIA did not identify odour as a material environmental constraint associated with the proposal. While vessel numbers and berth occupancy are expected to increase, the assessment concluded that the resulting increases in NO_x and SO₂ emissions would remain within the relevant air quality criteria and would not give rise to unacceptable impacts on nearby residents. The Department is therefore satisfied that the proposal would not result in significant air quality or odour impacts. Recommended conditions/response The Department has recommended conditions requiring the Applicant to: • operate the facility using best practice environmental management measures;
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Issue	Consideration
	• comply with the emissions limits and requirements of the Environment Protection Licence (EPL); • maintain all plant and equipment in an effective operating condition; and • investigate and address any substantiated complaints relating to dust, odour or air quality impacts as required under the EPL and conditions of consent.
Traffic - Increase in traffic generation - Traffic impacts on pedestrian and cycling safety - Historical data utilised in the traffic model.	The development would increase truck movements per annum from 21,536 to 48,459. The Applicant provided a Transport Impact Assessment (TIA) and addendum report to assess the impacts of the throughput increase. The TIA established that the site has a maximum capacity of 12 heavy vehicle movements (12 in and 12 out) per hour and would not exceed the existing maximum of 12 heavy vehicle movements per hour. In addition, 90% of peak demand periods are to occur between 7:00 am and 4:00 pm and that all movements between the periods of 7:00 am and 4:00 pm account for 60% of all truck movements. The TIA included SIDRA modelling utilising 2019 traffic survey data being representative of most conservative pre-covid data, which predicted the existing Level of Service (LoS) of the key intersections would be reduced from LoS B to LoS C during peak periods. No concerns or recommended conditions were provided by TfNSW. The Department considers that although the increase in traffic distribution would reduce the level of service of two key intersections during the morning and afternoon peak hour periods, the predicted increase in intersection delay would be minimal and therefore have only a minor impact on existing road performance. Recommended conditions/response: The Department recommends a condition of consent requiring the Applicant to prepare and implement an Operational Traffic Management Plan (OTMP).

Issue	Consideration
Light - Lighting impacts from the facility on residential areas.	The proposal does not include any additional lighting or changes to existing lighting. The site is an established working port with approved 24-hour operations, and the existing lighting is required to support those activities. As no changes to lighting are proposed, the development is not expected to result in any additional light spill, glare or amenity impacts on surrounding receivers. Recommended conditions/response: N/A
Cumulative Impacts - Cumulative impacts of noise, traffic and air quality.	The cumulative impacts of noise, traffic and air quality have been assessed in the relevant technical reports submitted by the Applicant. These assessments considered the operational impacts of the proposal in the context of existing and approved activities in the surrounding area. Having regard to the findings of the technical assessments and advice from relevant agencies, the Department is satisfied that the cumulative impacts of the proposal are acceptable and can be appropriately managed through the recommended conditions of consent. Recommended conditions/response: The recommended conditions for the cumulative impacts of noise, traffic and air quality are addressed in the respective sections above.
Future Landuse Strategy - Inconsistency with the future residential and commercial landuse strategy.	The Department notes that the site currently operates under a lease arrangement with the Port Authority of NSW until 2030. The Department has considered the proposal in the context of the future strategic planning framework for the locality, including the Bays West Place Strategy and Bays West Stage 2 Rezoning. The Department is satisfied that the continued operation of the facility to the end of the existing lease term would not prejudice or conflict with the future redevelopment and land use aspirations for Glebe Island and the wider Bays West precinct. Recommended conditions/response: The Department has recommended a condition of consent requiring the Applicant to obtain further approval from the Minister (or delegate) for any continued operation of the facility beyond 2030, ensuring that future operations can be considered in the context of the strategic planning framework and land use objectives applying at that time.

Issue	Consideration
Ship to Shore Power - requested shore power to reduce vessel noise and emissions	Several submissions requested the provision of ship-to-shore power. The Department notes that the proposal does not involve the provision of new port infrastructure and the installation of shore power does not form part of the development application. Recommended conditions/response: Response not required as not include as part of the application.
Vessel curfews and unloading restrictions - vessel movement curfews (10pm–6am) - prohibition on crane and bucket unloading - restrictions on night-time operations	The Noise Impact Assessment (NIA) assessed vessel and landside operational noise, including vessel engines, unloading activities and truck loading. While a marginal exceedance of 1 dBA was predicted at one receiver during the night-time period, overall noise levels remain more than 10 dBA below the collective noise benchmarks under the Glebe Island White Bay Port Noise Policy, and sleep disturbance criteria are not predicted to be exceeded. Accordingly, the Department is satisfied that the increase in vessel throughput would not result in unacceptable noise impacts and does not consider additional operational restrictions to be warranted. Recommended conditions/response: Compliance will be managed through the recommended Operational Noise Management Plan and operational noise verification monitoring.

Appendix D – Statutory Considerations

Table 11 | Mandatory Matters for Consideration

Matter for Consideration	Department's Assessment
Environmental planning instruments, proposed instruments and development control plans	The Department's consideration of the relevant EPIs (including draft instruments subject to public consultation under the EP&A Act) is provided in 0.
EP&A Regulation	The Department has assessed the development in accordance with all relevant matters prescribed by the EP&A Regulation, the findings of which are contained in this report.
Likely impacts	The Department has considered the likely impacts of the development in detail in Section 6 of this report. The Department concludes that all environmental impacts can be appropriately managed and mitigated through the recommended conditions of consent.
Suitability of the site	The site is suitable for the development as it relates to the increased operational capacity of an existing facility. The development is permissible with consent.
Public submissions	All matters raised in submissions have been summarised in Section Error! Reference source not found. of this report and given due consideration as part of the assessment of the development in Section Error! Reference source not found. of this report.
Public interest	The environmental impacts of the development would be appropriately managed via the recommended conditions. The Department considers to the development is in the public interest.

Objects of the EP&A Act

A summary of the Department's consideration of the relevant objects (found in section 1.3 of the EP&A Act) are provided in **Table 12** below.

Table 12 | Objects of the EP&A Act and how they have been considered

Object	Consideration
(a) to promote the social and economic welfare of the community and a better environment by the proper management, development and conservation of the State's natural and other resources,	• The development would improve the supply of cementitious material to meet the growing demands of infrastructure and development projects within the Sydney Metropolitan.
(b) to facilitate ecologically sustainable development by integrating relevant economic, environmental and social considerations in decision-making about environmental planning and assessment,	• The Department has considered the relevant environmental impacts of the development and have imposed conditions of consent to improve the operational performance of the site and is satisfied the development can be carried in a manner that is consistent with ESD principles. • The Department additionally notes no construction works are proposed as part of the development.
(c) to promote the orderly and economic use and development of land,	• The development is a permissible use which would promote the continued use of port-related operational activities.
(d) to promote the delivery and maintenance of affordable housing,	• The development would increase the available supply of cementitious material to meet demand for infrastructure and development projects including housing development.
(e) to protect the environment, including the conservation of threatened and other species of native animals and plants, ecological communities and their habitats,	• The Department has imposed conditions of consent to manage and minimise the development operations environmental impacts.
(f) to promote the sustainable management of built and cultural heritage (including Aboriginal cultural heritage),	• The development would enable the ongoing use of the Glebe Island Silos being a listed heritage item, as a wharf-side facility.
(g) to promote good design and amenity of the built environment,	• Not relevant, no construction works are proposed.
(h) to promote the proper construction and maintenance of buildings, including the protection of the health and safety of their occupants,	• Not relevant, no construction works are proposed.

Object	Consideration
(i) to promote the sharing of the responsibility for environmental planning and assessment between the different levels of government in the State,	The Department has assessed the development in consultation with, and giving due consideration to, the technical expertise and comments provided by other Government authorities. This is consistent with the object of sharing the responsibility for environmental planning between the different levels of government in the State.
(j) to provide increased opportunity for community participation in environmental planning and assessment.	The application was exhibited in accordance with Schedule 1 Clause 8 of the EP&A Act to provide public involvement and participation in the environmental planning and assessment of this application.

EP&A Regulation

The development is identified as designated development under Section 43 of Schedule 3 of the EP&A Regulation as it relates to development for the purposed of a wharf-side facility with cargo loaded and unloaded from vessels and stored at a rate of more than 500 tonnes per day or 50,000 tonnes per year.

Environmental Planning Instruments (EPIs)

State Environmental Planning Policy (Precincts – Eastern Harbour City) 2021 (Eastern Harbour City SEPP)

The State Environmental Planning Policy (Precincts – Eastern Harbour City) 2021 (Eastern Harbour City SEPP) provides principles for development within the Eastern Harbour City, including the City West area. The site is located in the Bays Precinct part of the City West, and therefore the Eastern Harbour City SEPP is applicable to the site. However, the development application (DA) relates to the increase in throughput capacity of an existing use of the site as a wharf-side facility for the storage and distribution of cementitious material. The DA does not propose any physical works to be undertaken to facility the proposed capacity increase. Therefore, the proposed development is considered to be consistent with the provisions of the Eastern Harbour City SEPP.

State Environmental Planning Policy (Transport and Infrastructure) 2021 (T&I SEPP)

Chapter 2 of the T&I SEPP aims to facilitate the effective delivery of infrastructure across the State by improving regulatory certainty and efficiency, identifying matters to be considered in the assessment of development adjacent to certain types of infrastructure development, and providing for consultation with relevant public authorities about certain types of development during the assessment process.

The Department consulted with TfNSW as part of its assessment of the application. TfNSW's comments are detailed in Section 5.

The Department has consulted and considered the comments from TfNSW and where applicable, has included TfNSW's requirements in the recommended conditions of consent.

State Environmental Planning Policy (Resilience and Hazards) 2021 (Resilience and Hazards SEPP)

Chapter 3 of the Resilience and Hazards SEPP aims to identify developments with the potential for significant off-site impacts, in terms of risk and/or offence.

The development involves the storage and distribution of cementitious materials. Cementitious materials are not defined as a Dangerous Good nor are Dangerous Goods proposed to be stored or handled at the facility. The Department is satisfied the development is not a potentially hazardous or offensive development.

Appendix E – Recommended Instrument of Consent

The recommended Instrument of Consent can be found through the following link:

<https://www.planningportal.nsw.gov.au/daex/under-consideration/glebe-island-silos-throughput-capacity-increase>