



SITA Australia Pty Ltd

Additional permitted uses on Lucas Heights Resource Recovery Park Planning proposal

August 2015

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Abbreviations and glossary

NINT Downtoin ANSTO Australian Nuclear Science and Technology Organisation ARRT facility Advanced Resource Recovery Technology facility AWT Alternative waste technology Best practice The best combination of eco-efficient techniques, methods, processes or technology used in a similar industry sector and environmental setting that demonstrably minimises the environmental impact and achieves the desired proposal goals for the local environmental setting Currently The currently approved loadform heights and contours outlined in the 1999 EIS andform Development Development Development consent granted by the Minister on 12 November 1999 (DA No. 11-01-99) and as subsequently updated by modifications ECo-efficient The most effective means of achieving a particular goal or set of goals, taking into consideration environmental, economic and social factors ECRP Eastern Creek Resource Recovery Park EIS Environmental Impact Statement EPA New South Wales Environment Protection Authority and any successor body EPAA Act Environmental Planning and Assessment Act 1979 EPBC Act Environmental Planning And assessment Act 1979 EPBC Environmental Planning Policy (Infrastructure) 2007 SEPP Gardangara Local Aborigina	Term	Definition				
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	SICTA	Sydney International Clay Target Association and any successor body				

Term	Definition
SITA	SembSITA Australia Pty Ltd (SembSITA) is the holding company for the SITA Australia (SITA) group of companies in Australia. SembSITA is the parent company of both SITA and WSN Environmental Solutions Pty Ltd (WSN). WSN owns part of the land on which the LHRRP is situated, and leases the remainder from ANSTO. SITA holds the environmental protection licence (EPL), and so is the operator of the facilities at LHRRP. For simplicity, the term 'SITA' is used to refer to all of these organisations in this EIS
SMA	Sydney Metropolitan Area
SSC	Sutherland Shire Council
TSC Act	NSW Threatened Species Conservation Act 1995

1. Introduction

1.1 The site and its context

1.1.1 Site location

The site that is subject to this planning proposal is located within the boundary of the existing Lucas Heights Resource Recovery Park (LHRRP) located off New Illawarra Road (via Little Forest Road). The site is located on the following lots:

- Lot 101 DP 1009354
- Lot 3 DP 1032102
- Lot 2 DP 605077.

It is noted that the proposal directly affects only a portion of each of these lots. There is minimal encroachment into the Sydney International Clay Target Association (SICTA) leased land (part of Lot 3 DP 1032102).

The location of the site and each of the above lots is shown on Figure 1.1.

1.1.2 Site ownership

The LHRRP has an area of 205 hectares which is owned by SITA (89 hectares) and Australian Nuclear Science and Technology Organisation (ANSTO; 116 hectares).

1.1.3 Site description

The existing LHRRP consists of the following:

- landfill (approved to receive up to 575,000 tonnes per year of Sydney's waste)
- resource recovery centre and waste collection point
- garden organics facility for processing garden organics
- renewable energy production (operated by Energy Developments Ltd)
- truck parking area
- community use areas (e.g. PCYC Mini-bike Club).

There are also several ancillary buildings and structures (e.g. weighbridge, machinery workshop, administration offices, stormwater and leachate dams). The SICTA occupies land located in the north-west corner of the site.

The location of the existing facilities is shown on Figure 1.2.

Approximately 55 per cent of the site area is within the 1.6 kilometre buffer zone of the Australian Nuclear Science and Technology Organisation (ANSTO) facility located on the southern side of New Illawarra Road. The location of this buffer is shown in Figure 1.2.



Planning Proposal Site

Cadastre

SITA Australia Lucas Heights Resource Recovery Park Job Number | 21-23482 Revision | B Date | 19 Jun 2015 Paper Size A4 50 100 200 300 400 Metres Map Projection: Transverse Merca Horizontal Datum: GDA 1994 Grid: GDA 1994 MGA Zone 56 Figure 1.1 Site Location Level 15, 133 Castlereagh Street Sydney NSW 2000 T 61 2 9239 7100 F 61 2 9239 7199 E sydmail@ghd.com.au W www.ghd.com.au

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1.1.4 Surrounding land uses

The site is largely surrounded by native vegetation; however the following land uses are located in the surrounding area:

The following land uses are located in the immediate vicinity of the LHRRP:

- Bushland areas that form part of ANSTO's exclusion zone (to the east and south)
- ANSTO's facilities (to the east on the opposite side of New Illawarra Road)

Land uses in the surrounding area include:

- Holsworthy Military Reserve (to the west, northwest and southwest)
- The Ridge Sports Complex, a major regional sporting facility being developed on the site of the former Lucas Heights Waste and Recycling Centre (approximately 2.5 km to the north east)
- Lucas Heights Conservation Area (immediately to the north of the LHRRP)
- The suburbs of North Engadine (approximately 2 km to the east) and Barden Ridge (approximately 3 km to the north east)

The Gandangara Local Aboriginal Land Council (GALC) is proposing a development at Heathcote Ridge in the West Menai area. The Heathcote Ridge site contains 849 ha of mostly undeveloped land, covering parts of Menai, Barden Ridge and Lucas Heights. The GALC is seeking to list the Heathcote Ridge site as a State Significant Site and rezone the land to allow for:

- 566 hectares of conservation land
- 182.7 hectares of residential land, proposed to accommodate approximately 2,400 dwellings
- 51.4 hectares of employment land, proposed to provide up to 4,700 jobs
- 17.2 hectares of sports fields and other open space
- New roads, bridges and community facilities.

This development is located in a number of locations to the north-east of the site. In September 2015 a portion of the GALC development proposal area was rezoned to allow for the future development of six new discrete communities surrounding Barden Ridge. Each of the six approved communities is expected to house less than 500 residents.

1.2 Current zoning

1.2.1 Sutherland Local Environmental Plan 2015

The Sutherland Local Environmental Plan 2015 (the LEP) was recently made. .This planning proposal seeks to amend the LEP.

Under the LEP, the proposal is located in the following zones:

- SP1 Special activities (Waste Recycling)
- RE1 Public Recreation

Table 1.1 outlines the objectives and permitted uses of each zone.

Under the LEP, the project can be defined as the following:

waste or resource management facility means any of the following:

- (a) a resource recovery facility,
- (b) a waste disposal facility,
- (c) a waste or resource transfer station,
- (d) a building or place that is a combination of any of the things referred to in paragraphs (a)–
 (c).

The following definitions are relevant to the definition of a waste or resource management facility as outlined above:

resource recovery facility means a building or place used for the recovery of resources from waste, including works or activities such as separating and sorting, processing or treating the waste, composting, temporary storage, transfer or sale of recovered resources, energy generation from gases and water treatment, but not including re-manufacture or disposal of the material by landfill or incineration

waste disposal facility means a building or place used for the disposal of waste by landfill, incineration or other means, including such works or activities as recycling, resource recovery and other resource management activities, energy generation from gases, leachate management, odour control and the winning of extractive material to generate a void for disposal of waste or to cover waste after its disposal.

waste or resource transfer station means a building or place used for the collection and transfer of waste material or resources, including the receipt, sorting, compacting, temporary storage and distribution of waste or resources and the loading or unloading of waste or resources onto or from road or rail transport.

The proposed reprofiling of the landfill is located on both the SP1 – Special Activities and RE1 – Public Recreation zones. Reprofiling of the landfill (waste disposal facility) does not meet the definition of waste recycling (or any other permitted uses) and therefore is not permissible on the SP1 and RE1 zones.

The proposed ARRT and GO facilities are located on the RE1 – Public Recreation zone. Both of these uses can be defined as a resource recovery facility, however this use is not permitted within the RE1 zone.

Table 1.1 Permissible uses

Zone	Objectives of zone	Permissible uses
SP1 – Special Activities (Waste Recycling	 To provide for special land uses that are not provided for in other zones. To provide for sites with special natural characteristics that are not provided for in other zones. To facilitate development that is in keeping with the special characteristics of the site or its existing or intended special use, and that minimises any adverse impacts on surrounding land. 	Development allowed without consentNilDevelopment allowed only with consentRoads; The purpose shown on the Land Zoning Map, including any development that is ordinarily incidental or ancillary to development for that purposeProhibited developmentAny development not included above.
RE1 – Public Recreation	 To enable land to be used for public open space or recreational purposes. To provide a range of recreational settings and activities and compatible land uses. To protect and enhance the natural environment for recreational purposes. 	Development allowed without consentEnvironmental protection worksDevelopment allowed only with consentCommunity facilities; Environmental facilities; Food and drinkpremises; Information and education facilities; Kiosks; Passengertransport facilities; Recreation areas; Recreation facilities (indoor);Recreation facilities (outdoor); RoadsProhibited developmentPubs; Any other development not specified above



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Objective of the planning proposal

2.1 Objective of the planning proposal

The objective of this planning proposal is to enable the expansion and modification of the existing Lucas Heights Resource Recovery Park within the SP1 and RE1 zones under the Sutherland Local Environmental Plan 2015.

2.2 Overview of the proposed expansion and modification of the LHRRP

The following activities are proposed at the LHRRP and are collectively referred to as 'the proposal'. In addition to the proposal detailed below, SITA are committed to improving environmental outcomes by the application of best practice prevention, mitigation and rectification measures:

Reprofiling of existing landfill areas to provide up to 8.3 million cubic metres of additional landfill airspace capacity. This is equivalent to approximately 8.3 million tonnes of waste, assuming 1 tonne of waste utilises 1 cubic metre of waste disposal airspace. As the process of reprofiling would include removal and replacement of capping material over previously landfilled waste and augmentation of gas and leachate collection systems, the environmental performance of the site would be ultimately improved by reducing the infiltration of stormwater into the landfill (resulting in reduced landfill leachate in the longer term) and increase the overall amount of landfill gas recovered from the site.

As part of the proposal, SITA is seeking permission to increase the approved quantity of waste landfilled at the site from 575,000 to 850,000 tonnes per year. This would enable the reprofiling of the site to be completed in 2037.

- Relocation and expansion of the existing garden organics (GO) facility. The existing garden organics facility would be relocated to the western side of the site adjacent to Heathcote Road. Approval is being sought to increase the approved capacity from 55,000 to 80,000 tonnes of green waste and garden waste received per year at the facility. The new facility would include the partial enclosure, active aeration and covering of the first four weeks of the active composting process, which coincides with the period of highest potential for odour generation, to enable more effective control of odour. Relocation of the facility would result in increased separation distances from the current nearest occupied land at ANSTO, existing residential areas and the proposed new residential area at West Menai.
- Construction and operation of a fully enclosed advanced resource recovery technology (ARRT) facility. The ARRT would be located on the western side of the site adjacent to the GO facility and would process and recover valuable resources from up to 200,000 tonnes of general solid waste per year, reducing the amount of waste disposed to landfill to approximately 60,000 tonnes per year. This would divert up to 140,000 tonnes of waste per year from landfill. SSC and other councils would have the opportunity to have their municipal waste processed by the ARRT facility.
- **Community parkland**. The landfill reprofiling would increase the area available for future passive recreation following site closure from 124 ha (existing approved parkland) to a total of 149 ha, an increase of approximately 25 ha. Landfilling would cease in 2037 after which time the site would be rehabilitated and converted to a community parkland, with

capping and landscaping to be completed and the site made available for community use in 2039.

2.3 Need for the proposed expansion and modification of the LHRRP

The sections below outline the need for the proposed works which are being assessed as part of a development application which is running in parallel with this planning proposal.

2.3.1 Reprofiling and additional landfill airspace

Planning for future waste disposal capacity for Sydney

There are currently two main active putrescible waste landfills in Sydney, the landfill at the LHRRP (expected to close in 2024) and the landfill at the Eastern Creek Resource Recovery Park (ECRRP), which is expected to close in 2016/17. The ECRRP landfill is already receiving approximately 60,000 tonnes per year of additional waste resulting from the closure of the Belrose landfill in late 2014, which has brought forward its closure date from its originally forecast closure date of 2017.

Both landfills play strategically important roles in Sydney's waste disposal network and receive approximately equal tonnages of putrescible waste each year (approximately half a million tonnes each). All other putrescible waste from Sydney (about half a million tonnes per year) is sent by train to the Woodlawn landfill near Goulburn. Putrescible waste includes waste from both municipal and commercial and industrial sources.

The LHRRP landfill has the longest life expectancy of the two landfills in the Sydney region that are currently receiving Sydney waste and it is a critical part of Sydney's waste infrastructure. Should the LHRRP cease to receive waste in 2024 (or possibly sooner), an alternative disposal location would be required for municipal waste generated within the Sydney basin beyond this time.

If additional landfill disposal capacity and an increase in the maximum annual tonnage input rate occurs as a result of this proposal being approved, waste currently being landfilled at the Eastern Creek landfill could be accommodated at the LHRRP. The LHRRP is already receiving additional waste resulting from the closure of the Belrose landfill in late 2014.

The proposal would also provide landfill disposal capacity for waste generated due to population increases, should the NSW government resource recovery targets nominated in the 'Waste Avoidance and Resource Recovery Strategy 2014-21' not be achieved. There is also a need for a site for ongoing disposal of residuals from the proposed ARRT facility. On-site disposal is preferable to transporting the residue to another site.

Accommodating delays in provision of new Alternative Waste Technology (AWT) infrastructure

To meet the NSW Government's strategy objectives, and reduce the costs of landfilling, various alternative waste technology facilities have been constructed in NSW over the past few years. However, the rate at which these facilities are being developed and implemented has lagged behind what has been envisaged in developing the NSW Waste strategy.

For instance, there have been no new AWT facilities developed in Sydney since 2009, when SITA opened its Kemps Creek facility. The proposed ARRT facility would be the first new facility constructed in NSW since that time. By the time that the facility is completed and operating, more than 7 years would have passed. The overall waste generated within the Sydney Metropolitan Area (SMA) would have increased by approximately 1.2% per annum during this

time, according to SKM (2014), in modelling undertaken by SKM to inform the Waste and Resource Recovery Strategy 2014-21.

In 2011, a combined total of approximately 5.8 million tonnes of municipal solid waste and commercial and industrial waste was generated in the SMA. By 2017, after 6 years, annual waste tonnages would have increased to $5.8 \times 1.012^6 = 6.38$ million tonnes per year. This means that an extra 0.58 million tonnes of waste would need to be accommodated somewhere.

Accommodating Sydney population growth

Population increase is an important consideration in relation to future waste disposal capacity. The population of Sydney is expected to increase by approximately 1.9 million people (ABS 2013) from 2015 to the end of 2037 (i.e. over the proposal's operational life). As at 2015 the quantity of waste generated in Sydney is expected to be approximately 12.7 million tonnes, with each person contributing on average approximately 2.65 tonnes per year (DECCW 2011). By 2024, when LHRRP is currently scheduled to close, over 14 million tonnes of waste may possibly be generated in Sydney and require disposal annually. By 2037, almost 18 million tonnes of waste may be generated annually, a 50% increase on current levels.

Over the operational life of the proposal an additional approximate 58 million tonnes of waste is expected to be generated in Sydney, due to the expected population increase. This additional waste will require the introduction of additional waste recovery facilities to reduce the increasing quantity of waste that would otherwise require disposal.

This is illustrated in Figure 2.1 which shows the projected total waste generation in Sydney over the life of the proposal (to 2037) assuming no population increase and the waste generation based on Australian Bureau of Statistics (2013) population projections. This includes all waste streams – municipal, commercial and industrial and construction and demolition. The waste is either recovered, recycled or disposed at landfill.

Environmental improvements

An assessment of the approved final landform for the LHRRP was undertaken which identified that the landform was not sufficiently graded in some sections to provide proper drainage, and that this situation could potentially worsen as the landfill surface settles over time. The proposed reprofiling of the landfill would provide additional capacity and which would improve the environmental performance of the landfill. Increasing the final slope gradients would assist in surface water run-off and decrease the volume of leachate potentially generated from the site in the longer term.

Reprofiling the landfill and placing a final cap over areas that only had intermediate cover until now would also assist with more efficient collection of the gas generated by natural decomposition of deposited waste and reduce the potential odour and greenhouse emissions from the site.



Figure 2.1 Projected waste generation in Sydney with population increase

2.3.2 Garden organics facility

Sydney is experiencing significant population growth, particularly in the south western region. This is expected to result in an increase in garden organics being generated. There are also substantial seasonal fluctuations in garden organics generation, with significantly higher flows in the summer months.

There are limited processing sites within the Sydney basin, which is putting greater pressure on existing sites to accommodate the current and future demand for garden organics processing. The current GO facility is operating at full capacity and has a limited site area, meaning that it is not ideally suited to operating at this level. The garden organics expansion would increase the processing capacity to 80,000 tonnes per year, and would give SITA greater flexibility to reduce potential odour impacts from the facility and meet growing market demand and waste reduction targets.

The relocation and expansion of the GO facility also provides an opportunity for SITA to invest in additional infrastructure to improve environmental performance. The relocated and expanded GO facility would include partial enclosure, active aeration and covering of the waste during the first four weeks of the active composting process to enable more effective control of odour.

2.3.3 ARRT facility

The ARRT facility is proposed to address a growing need by local government for alternative ways to process waste, extract resources and reduce waste disposal. Establishment of the 200,000 tonne per year ARRT facility is also being facilitated by the waste and environment levy. This is one of a number of resource recovery projects being proposed by SITA both at the LHRRP and across its Sydney network of facilities.

The new fully enclosed ARRT facility would provide an additional option for the management of putrescible waste in Sydney. As well as this, the ARRT facility could potentially divert up to 70% of municipal waste from landfill. Sutherland Shire Council, as well as other Sydney councils would be able to have their municipal waste processed by the ARRT facility. There are currently not enough facilities to enable municipal waste from all Councils in Sydney to be processed for resource recovery.

3. Explanation of provisions

In order to meet the objective outlined in section 2, it is proposed to include the following provision in the LEP:

6.23 Lucas Heights Resource Recovery Park

(1) In this clause, *Lucas Heights Resource Recovery Park Map* means the Sutherland Local Environmental Plan 2015 Lucas Heights Resource Recovery Park Map.

- (2) The objectives of this clause are as follows:
 - (a) To improve the resource recovery capabilities of the Lucas Height Resource Recovery Park,
 - (b) To increase the waste disposal capacity of the Lucas Heights Resource Recovery Park to meet the needs of Sydney,
 - (c) To ensure that quality open space for recreation purposes is achieved following the closure of the Resource Recovery Park,
 - (d) To ensure landfill is of a type and degree of compaction that is capable of supporting the future use of the land for recreation purposes,
 - (e) To minimise the environmental impacts of the continued operation of the Lucas Heights Resource Recovery Park on local residents and the environment.
- (3) This clause applies to the land shown as "Lucas Heights Resource Recovery Park" on the Lucas Heights Resource Recovery Park Map.
- (4) Despite the provisions of this Plan relating to the purposes for which development may be carried, development consent may be granted to the development of land to which this clause applies for the purposes of a *waste or resource management facility*.
- (5) Development consent must not be granted under subclause 4 unless the consent authority is satisfied that the objectives of this clause are met.

4. Mapping

A new map titled "Lucas Heights Resource Recovery Park" is proposed to accompany the LEP.

This map shows the land to which the proposed Clause 6.23 applies. The land to which the plan applies is shown in Figure 4.1.





5. Justification

5.1 Section A: Need for the planning proposal

5.1.1 Question 1 – Is the planning proposal a result of any strategic study or report?

National waste policy

In 2009 the Australian Government released the 'National Waste Policy: Less Waste More Resources' (Environment Protection and Heritage Council, 2009). The National Waste Policy, which was adopted on 5 November 2009, builds on the 1992 National Strategy for Ecologically Sustainable Development and attempts to reduce the environmental impact of waste disposal. The policy sets the direction for waste management in Australia over the next 10 years, aiming to produce less waste for disposal and manage waste as a resource to deliver economic, environmental and social benefits. The policy establishes a comprehensive program for national coordinated action on waste across six key areas, being to:

- Provide a coherent, comprehensive national framework for waste management, resource recovery and waste avoidance over the next decade
- Enable Australia to meet its international obligations in regards to the management of hazardous wastes and substances and persistent organic pollutants into the future and reduce the risk and legacy for future generations
- Address market impediments and streamline the regulatory frameworks so that national companies and small businesses can operate effectively and efficiently and manage products and materials responsibly during and at end of life
- Provide national leadership on waste and resource recovery where it is needed and facilitate collaboration between the states on national issues
- Contribute to climate change, sustainability, innovation and employment opportunities
- Be high impact and cost effective by setting clear national directions and through collaborative, carefully targeted action that incrementally builds on the existing efforts of governments over a ten year period.

The overall objectives of the National Waste Policy are that all wastes, including hazardous wastes, are managed in a way that is consistent with Australia's international obligations, to protect human health and the environment. The policy also seeks to ensure that risks associated with waste are understood and managed to minimise intergenerational legacy issues.

The planning proposal would permit reprofiling of the landfill landform to provide additional capacity and improve environmental outcomes. It would also permit the expansion of a resource recovery facility (the GO facility) and a new resource recovery facility (the ARRT facility) to reduce waste to landfill and produce a product that can be beneficially used (compost). The proposal is consistent with the aims and objectives of the National Waste Policy as it would:

- Manage waste as a resource
- Deliver economic, environmental and social benefits
- Contribute to sustainability, innovation and employment opportunities
- Protect human health and environment.

State waste policy

The NSW strategic policy framework for waste management incorporates policy to drive waste reduction and resource recovery. The framework has been strengthened with legislation to streamline development of waste management infrastructure and a strategy to provide for increasing resource recovery. These include the *Waste Avoidance and Resource Recovery Act 2001* and associated Strategy 2014-21 (EPA 2014a).

A state-wide waste avoidance and resource recovery strategy is prepared every five years to address this priority. The latest strategy is the 'NSW Waste Avoidance and Resource Recovery Strategy 2014-21', which provides the framework for maximising conservation of natural resources and minimising environmental harm from waste management and disposal of solid waste. The draft strategy proposes long-term directions for waste in NSW and includes targets for:

- Avoiding and reducing waste generation
- Increasing recycling
- Diverting more waste from landfill
- Managing problem wastes better
- Reducing litter
- Combating illegal dumping

Relevant to the proposal are the following targets:

- By 2021-22, increase recycling rates for:
 - Municipal solid waste to 70 percent
 - Commercial and industrial waste to 70 percent
 - Construction and demolition waste to 80 percent
- By 2021-22, increase waste diverted from landfill to 75 percent

The proposed facility would assist the State in achieving the increased recycling rates and landfill diversion targets listed above. The proposal is consistent with the *NSW Waste Avoidance and Resource Recovery Act 2001* and 'Waste Avoidance and Resource Recovery Strategy 2014-21' as it is built around the diversion of kerbside collected waste, commercial waste.

The State Government has a clear aim to increase the number of waste processing facilities and through the 'Waste Less, Recycle More' initiative has provided \$465.7 million over five years to achieve this. One of the emphases is on encouraging facilities that will process waste from regional or groups of councils.

5.1.2 Question 2 – Is the planning proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

While there is a current development consent in place that authorises the existing uses of the LHRRP, the planning proposal is the only option available for the expansion of the LHRRP. This is because the existing land use zones under the LEP do not permit the proposed uses in the proposed locations. Without the changes proposed in this planning approval, many of the aspects of the proposed expansion would not be possible on the land.

5.2 Section B: Relationship to strategic planning framework

5.2.1 Question 3 – Is the planning proposal consistent with the objectives and actions of the applicable regional or sub-regional strategy (including the Metropolitan Strategy and exhibited draft strategies?

Is the proposal consistent with a relevant local strategy endorsed by the Director General?

No local strategy for the local government area has been endorsed by the Director General.

Discussion on Sutherland Shire Council's Community Strategic Plan, *Our Shire, Our Future - Our Guide for Shaping the Shire to 2030* is outlined in Section 5.2.2.

Is the proposal consistent with the relevant regional strategy or Metropolitan Plan?

NSW 2021: A plan to make NSW number one

The plan identifies reducing waste generation and keeping materials circulating within the economy as priorities for NSW. The proposed expansion of the existing LHRRP would include construction of a new ARRT facility which would allow waste to be processed, with valuable resources to be recovered from this waste. This facility will divert up to 140,000 tonnes of waste from landfill, with these resources then to be reused and thus keeping them in circulation.

A Plan for Growing Sydney

The recently released A Plan for Growing Sydney (NSW Government 2014) identified the need to find and protect land for new waste management facilities in order to meet a short fall in such facilities within the Sydney Region. This planning proposal would assist in increasing the capacity of the existing facility while also providing new infrastructure which would assist in reducing waste going to landfill in Sydney. The increase in capacity of the existing facility would potentially reduce the need for new facilities within the Sydney Metropolitan area.

A Plan for Growing Sydney includes a summary of the priorities for each subregion. The proposal is located within the South subregion. One of the priorities for the South subregion is to identify suitable locations for housing intensification and urban renewal. The proposed upgrade to the existing LHRRP would assist in providing required infrastructure (i.e. waste management facilities) which would help support this increase in population.

Subregional plans are to be developed by the Department of Planning and Environment in consultation with Councils, the community and the Greater Sydney Commission for each subregion in order to build on the actions set out in A Plan for Growing Sydney.

Subregional

As mentioned above subregional planning is to be undertaken as part of the new Sydney Metropolitan Plan. Subregional plans which were prepared in 2007 are still valid, however they have not been considered in this proposal as they are considered to be outdated and do not align with existing metropolitan planning documents.

Can the proposal otherwise demonstrate strategic merit, giving consideration to the relevant Section 117 directions applying to the site and other strategic considerations

An assessment of the proposal against the Section 117 directions has been undertaken in section 5.2.4. The proposal is considered to have strategic merit giving consideration to the relevant Section 117 directions.

The proposal also has strategic merit as described in section 2.3, which outlines the need for waste management facilities within the Sydney metropolitan area. The strategic merit of the proposal is largely driven by this need.

Is the proposal compatible with the surrounding land uses having regard to the natural environment?

The proposal site is surrounded by natural vegetation on all sides. As the proposal is located on land which is currently used for the LHRRP, it is considered that the proposal is compatible with the surrounding natural environment as the two have co-existed for a number of years. The proposal would result in the removal of some vegetation. As described in section 5.3.1 the loss of this vegetation is not considered significant as it is an isolated patch of vegetation which is located directly adjacent to the existing LHRRP.

Is the proposal compatible with the surrounding land uses having regard to existing uses, approved uses, and likely future uses of land in the vicinity to the proposal?

Consistency with existing land use

The site is currently largely utilised for waste management purposes as part of the existing LHRRP operations. Expansion of the operations on the site is not considered to significantly impact upon surrounding land uses as the site is currently used for the management of waste and therefore impacts would be similar to the existing operations, albeit slightly expanded. Changes to the landfill would occur on land which is currently disturbed for use of the existing landfill.

The expansion of the facilities provided at the LHRRP (such as the new advanced resource recovery technology facility and relocated and expanded garden organics facility) would be in character with the existing land use of a waste management facility. These facilities would have wide reaching benefits in providing adequate resource recovery facilities in the region, thus reducing the amount of waste being taken to landfill. Such benefits would be felt within the Sutherland local government area, however there is potential for further local government areas to utilise this facility.

Impact on the use of land for open space

Much of the site is currently zoned for open space. The use of this land for open space would only occur once the LHRRP is no longer operational. The expansion of the LHRRP on land zoned open space is therefore not considered to jeopardise the future use of this land, as open space as it would still occur following the closure of the LHRRP (including any expansion), albeit at a later date than currently proposed.

Following the closure of the expanded LHRRP, the land would be rehabilitated into a passive recreation area. Due to the final landform of the site (in particular slope), the site is not considered to be suitable for active recreation such as sports fields. For this reason, the site has been identified as being used for passive recreation, which meets the objective of the zone to provide public open space for recreational purposes.

Landscape plans have been developed as part of the EIS to show the potential future layout of open space following the closure of the LHRRP (refer to Figure 5.1). The future open space would include formal picnic areas along Mill Creek in the southern portion of the site, including facilities such as picnic areas and toilets. The rest of the site would contain informal grassed areas.

A shared cycle and pedestrian path would travel around the site, while an internal road network would also be constructed to provide access to all informal grassed areas within the site, mainly in the northern part of the site.

The future use of the land for passive recreation is considered to meet the objectives of the RE1 zone, as it would provide a range of formal and informal recreation areas which also provide for a range of activities including cycle paths and picnic areas). The use of the land for open space would also enhance the natural environment, as the site would be rehabilitated with native species which would complement the surrounding bushland area, while still providing adequate area for recreation purposes.

Is the proposal compatible with the surrounding land uses having regard to services and infrastructure that are or will be available to meet the demands arising from the proposal and any proposed financial arrangements for infrastructure provision?

The proposal would involve the expansion of the existing LHRRP. The proposal is not considered to result in extra demand for services and infrastructure as it would utilise the services and infrastructure of the existing LHRRP.



Figure 5.1 Masterplan for LHRRP following closure

5.2.2 Question 4 – Is the planning proposal consistent with the local council's Community Strategic Plan, or other local strategic plan?

Sutherland Shire Council's Community Strategic Plan, *Our Shire, Our Future - Our Guide for Shaping the Shire to 2030*, includes primary strategies which includes the provision of effective and critical infrastructure. This planning proposal would allow for the expansion of the existing LHRRP facility which is currently servicing the local government area. The expansion of this facility would allow for the continued management of waste within the local government area as well as provide capacity for any future development in the local government area. Improvements to the facility would also reduce environmental impacts through a reduction in the amount of waste which is sent to land fill.

The strategy provides aims for the amount of waste which is placed in landfill. The strategy identifies that 66 per cent of domestic waste and 76 per cent of construction and demolition waste is to be diverted away from landfills. The expansion of the existing LHRRP facility would provide the required facilities to ensure that these targets can be met.

5.2.3 Question 5 - Is the planning proposal consistent with applicable State Environmental Planning Policies

The following state environmental planning policies (SEPP) are considered to be relevant to the site.

State Environmental Planning Policy (Infrastructure) 2007

State Environmental Planning Policy (Infrastructure) 2007 (the Infrastructure SEPP) aims to facilitate the effective delivery of infrastructure across the State through increased regulatory certainty and improved efficiency and flexibility in the location of infrastructure and service facilities, while also providing for adequate stakeholder consultation.

Clause 121 of the Infrastructure SEPP outlines waste or resource management facilities which are permissible with consent. Clause 121(1) states:

'Development for the purpose of waste or resource management facilities, other than development referred to in subclause (2), may be carried out by any person with consent on land in a prescribed zone.'

As outlined in Section 1.2, the proposal is located on the SP1 and RE1 zones under the LEP. These zones are not considered to be prescribed zones and therefore the proposal is not permissible with consent under the Infrastructure SEPP.

Clause 123 of the Infrastructure SEPP outlines the matters a consent authority must take into consideration when determining a development application for the purpose of the construction, operation or maintenance of a landfill for the disposal of waste. The EIS which is being exhibited in parallel to this planning proposal addresses the matters for consideration in Clause 123 of the Infrastructure SEPP in detail. In summary, the future expansion of the LHRRP would be consistent with the matters for consideration outlined in Clause 123 of the Infrastructure SEPP.

State Environmental Planning Policy 44 – Koala Habitat Protection

State Environmental Planning Policy 44 (SEPP 44) aims to encourage the 'proper conservation and management of areas of natural vegetation that provide habitat for Koalas (*Phascolarctos cinereus*) to ensure a permanent free-living population over their present range and reverse the current trend of Koala population decline'.

Schedule 1 of SEPP No. 44 identifies Local Government Areas (LGAs) to which this SEPP 44 applies. Sutherland LGA is listed in Schedule 1 of SEPP 44. LGAs have the potential to contain Potential Koala Habitat and/or Core Koala Habitat:

- Core Koala Habitat is an area of land with a resident population of koalas, evidenced by attributes such as breeding females (that is, females with young) and recent sightings of and historical records of a population.
- Potential Koala Habitat are areas of native vegetation where the trees of the types listed in Schedule 2 constitute at least 15 per cent of the total number of trees in the upper or lower strata of the tree component.

Under SEPP 44, if core Koala habitat is to be impacted by a proposal, an approved Koala Plan of Management is required prior to approval of the proposed development.

There have been previous sighting of koalas in the locality. The site contains some potential koala habitat trees however the amount of this vegetation is not considered significant and only limited to a small percentage of the site. It is considered that koalas would not reside within the footprint, given the low quality of foraging or breeding habitat. There is potential that landscaping as part of the expanded LHRRP and the future parkland would include some koala habitat trees, as local species would be used.

State Environmental Planning Policy 55 – Remediation of Land

State Environmental Planning Policy No 55 – Remediation of Land (SEPP 55) aims to promote the remediation of contaminated land for the purpose of reducing the risk of harm to human health or any other aspect of the environment.

The site is not listed on the EPA contaminated land register as being contaminated.

Clause 6(1) of SEPP 55 states:

In preparing an environmental planning instrument, a planning authority is not to include in a particular zone (within the meaning of the instrument) any land specified in subclause (4) if the inclusion of the land in that zone would permit a change of use of the land, unless:

- (a) the planning authority has considered whether the land is contaminated, and
- (b) if the land is contaminated, the planning authority is satisfied that the land is suitable in its contaminated state (or will be suitable, after remediation) for all the purposes for which land in the zone concerned is permitted to be used, and
- (c) if the land requires remediation to be made suitable for any purpose for which land in that zone is permitted to be used, the planning authority is satisfied that the land will be so remediated before the land is used for that purpose.

Subclause (4) of clause 6 includes land on which development for a purpose referred to in Table 1 of *Managing Land Contamination: Planning Guidelines* (Department of Urban Affairs and Planning and Environment Protection Authority, 1998) is being, or is known to have been, carried out, Table 1 of the guidelines includes landfill sites and waste storage and treatment. The existing landfill site is therefore considered to be contaminated.

This planning proposal would permit additional landfilling associated with reprofiling, along with resource recovery associated with the ARRT and garden organics facility.

Following operation of the LHRRP the site would be rehabilitated through the containment of landfill material and the management of any leachate in order to make the site suitable for its intended future use for public recreation.

State Environmental Planning Policy No 19 – Bushland in Urban Areas

State Environmental Planning Policy No 19 – Bushland in Urban Areas (SEPP19) applies to land which is located in the local government areas listed in Schedule 1 of SEPP19. Sutherland local government area is identified in this schedule and therefore the SEPP applies to the proposal. The proposal site does contain vegetation which can considered bushland and therefore SEPP19 applies to the proposal.

Clause 6 of SEPP19 outlines the consent requirements for development in bushland areas, consideration of this clause has been undertaken in the EIS.

Clause 10 of SEPP19 relates to the preparation of local environmental plans. Clause 10(b) states that council shall:

(b) give priority to retaining bushland, unless it is satisfied that significant environmental, economic or social benefits will arise which outweigh the value of the bushland.

The proposed expansion and modification of the LHRRP would require the removal of some bushland areas, however these areas are minimal compared to the surrounding area. The vegetation to be removed is also located adjacent to the existing landfill which reduces its value. The social and economic benefits of the proposed expansion and modification are considered to outweigh the removal of such a small and somewhat degraded piece of bushland which is located adjacent to the existing landfill (refer to Figure 1.1).

5.2.4 Question 6 – Is the planning proposal consistent with applicable Ministerial Directions (s.117 directions)?

Table 5.1 outlines the consistency of the planning proposal against the Ministerial Directions outlined in Section 117 of the *Environmental Planning and Assessment Act 1979*.

Ministerial direction	Consistency of planning proposal		
1. Employment and resources			
1.1 Business and industrial zones	N/A. The site is not located within a business or industrial zone.		
1.2 Rural zones	N/A. The site is not located within a rural zone.		
1.3 Mining, petroleum production and extractive industries	N/A. The site is not considered to have any petroleum or mineral resources which would be impacted upon by any future developments.		
1.4 Oyster aquaculture	N/A. The site does not contain any oyster aquaculture areas.		
1.5 Rural lands	N/A. This directive does not apply to the Sutherland local government area.		
2. Environment and heritage			
2.1 Environment protection zones	N/A. The site does not contain any land which is identified as an environmentally protected area.		
2.2 Coastal protection	N/A. The site is not located within the coastal zone.		
2.3 Heritage conservation	N/A. There are no non-Aboriginal heritage items located within the site. A search of the AHIMS database identified a number of items within the existing landfill area, these items have been destroyed as part of previous works on the site.		
2.4 Recreation vehicle access	N/A. The site would not be used for recreational vehicles.		

Table 5.1 Section 117 Ministerial Directions

Ministerial direction	Consistency of planning proposal			
3. Housing, infrastructure and u	urban development			
3.1 Residential zones	N/A. The site is not located within a residential zone.			
3.2 Caravan parks, manufactured home estates	N/A. The site is not proposed to be used for a caravan park or a manufactured home estate.			
3.3 Home occupations	N/A. The site is not proposed to contain any dwelling houses for home occupation use.			
3.4 Integrating land use and transport	N/A. The planning proposal does not include the removal or provision of a zone relating to urban land.			
3.5 Development near licenced aerodromes	N/A. There are no licenced aerodromes in the vicinity of the site.			
3.6 Shooting ranges	The Sydney International Clay Target Association occupies land adjacent to the north-west corner of the existing landfill site. The planning proposal would result in an intensification of existing land uses on the LHRRP, and adjacent to the shooting range.			
	The planning proposal would not result in any land use conflicts as the planning proposal seeks to allow the expansion of an existing land use, already operating on the LHRRP site (i.e. waste management and land fill). Any potential future land use changes resulting from this planning proposal would not be sensitive to noise emitted from the shooting range.			
4. Hazard and risk				
4.1 Acid sulphate soils	N/A. The site is considered to have low acid sulphate soils risk.			
4.2 Mine subsidence and unstable land	N/A. The site is not located on land which is located within a mine subsidence district or on land which is considered to be unstable.			
4.3 Flood prone land	N/A. The site does not contain any flood prone areas.			
4.4 Planning for bushfire protection	Parts of the site are mapped as being bush fire prone land. These areas are located along the edge of the existing landfill areas.			
	Any future developments on the site would be consistent with the existing land use and would be undertaken in line with Planning for Bushfire Protection 2006.			
5. Regional planning				
5.1 Implementation of Regional Strategies	N/A. The site is not covered by any of the regional strategies listed in the s117 local planning directions.			

Ministerial direction	Consistency of planning proposal
5.2 Sydney Drinking Water Catchments	N/A. The site is not located within the Sydney Drinking Water Catchment.
5.3 Farmland of State and Regional Significance on the NSW Far North Coast	N/A. The site is not located on the NSW Far North Coast.
5.4 Commercial and Retail development along the Pacific Highway, North Coast	N/A. The site is not located on the Pacific Highway on the north coast.
5.5 Development in the vicinity of Ellalong, Paton and Millfield (Cessnock LGA) (Revoked)	N/A.
5.6 Sydney to Canberra Corridor (Revoked)	N/A
5.7 Central Coast (Revoked)	N/A
5.8 Second Sydney Airport: Badgerys Creek	N/A. Development of the site would not hinder the development of the second airport at Badgerys Creek.
5.9 North West Rail Link Corridor Strategy	N/A. The site is not located within the North West Rail Link Corridor Strategy.
6. Local plan making	
6.1 Approval and referral requirements	This planning proposal would not result in any provisions which would require the concurrence, consultation or referral of development applications to a Minister or public authority.
6.2 Reserving land for public purposes	Much of the site is currently zoned public open space. This planning proposal would not change this zoning. It would however allow the expansion of the existing LHRRP. The planning proposal would not prevent land from being used for public recreation purposes; however it would result in the conversion of this land to open space at a later date than if the expansion of the LHRRP did not proceed. In the meantime the proposed use of the land would be for a waste management facility which would benefit the community.
6.3 Site specific provisions	This planning proposal would allow an additional use on the land in question through the inclusion of a new local provision in LEP. The new local provision does not contain any development standards, and the objectives of the proposed local provision seek to ensure that, following the closure of the LHRRP, the land would be suitable for future use for recreation purposes.
7. Metropolitan planning	
7.1 Implementation of the Metropolitan Plan for Sydney 2036	The Metropolitan Plan for Sydney 2036 has been superseded by A Plan for Growing Sydney. Discussion of this strategy can be found in section 5.2.1.

5.3 Section C: Environmental, social and economic impact

5.3.1 Questions 7 – Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected as a result of the proposal?

Ecology investigations have been undertaken as part of the EIS currently being prepared in parallel with this planning proposal. A summary of the results of these investigations are provided below.

A total of 236 flora species from 56 families were recorded within the study area, comprising 183 native and 53 exotic species. Poaceae (grasses, 31 species, 17 native), Myrtaceae (flowering shrubs and trees, 30 species, all native), Fabaceae (28 species, 24 native) and Proteaceae (shrubs or trees, 27 species, all native) were the most diverse families recorded. One specimen of the threatened plant *Acacia bynoeana*, listed as a vulnerable species under the TSC Act and the EPBC Act, was identified on the edge of an access track located on the south-western boundary of the site adjacent to Heathcote Road.

Previous surveys conducted in native vegetation to the east of the project footprint recorded a much higher diversity of species. Remnant vegetation to the east of the project site is in much better condition with less disturbance present. Two threatened flora species listed under the TSC Act and the EPBC Act were recorded in this area: *Melaleuca deanei* and *Eucalyptus camfieldii*. These are located along the site boundary to the east.

A moderate diversity of fauna species were recorded in the project footprint, likely due in part to it being a highly modified environment and impacts associated with the landfill works and historical clearing. A total of 52 native species were recorded, which included 32 bird species, eight mammal species, six reptile species and six frog species. Three introduced mammal species were recorded: the Red Fox (*Vulpes vulpes*), House Mouse (*Mus musculus*) and European Rabbit (*Oryctolagus cuniculus*).

A higher diversity of fauna species was recorded in the good quality woodland and forest habitats to the east of the project footprint in 2010 surveys (GHD 2011). This included an additional 49 species, including four additional threatened fauna species. These included the Black-chinned Honeyeater (*Melithreptus gularis*), Scarlet Robin (*Petroica boodang*), Greyheaded Flying-fox (*Pteropus poliocephalus*) and Eastern Bent-wing Bat (*Miniopterus schreibersii oceanensis*), all of which are listed as 'Vulnerable' under the TSC Act. The Greyheaded Flying-fox (*Pteropus poliocephalus*) is also listed as vulnerable species under the EPBC Act. These threatened species could occur within the project footprint on occasion.

Two threatened ecological communities have been recorded just outside the proposal site.

As there is limited critical habitat or threatened species, populations or ecological communities, or their habitats on the proposal site, there is potential for adverse impacts, however these are considered low due to the nature of the existing site. Impacts on flora and fauna are discussed further in the EIS which is being exhibited in parallel to this planning proposal.

5.3.2 Question 8 – Are there any other likely environmental effects as a result of the planning proposal and how are they proposed to be managed?

As the site is currently operating as a waste management facility, this planning proposal is not considered to result in any significant new impacts to those already experienced on the site due to the operation of the LHRRP. The development permitted by this planning proposal would however extend the period over which impacts are experienced. The following potential impacts may occur due to future development on the land as a result of this planning proposal:

- construction impacts such as noise, air quality and traffic during the construction of any future development
- increase traffic movements to and from the site due to introduction of new facilities within the LHRRP
- odour impacts due to expansion or changes to the existing operations, however these impacts are considered to be less than those generated by the existing landfill
- noise impacts due to increased vehicle movements and changes to operations on the site
- changes to stormwater flows
- changes to leachate flow paths and impacts to groundwater
- air quality impacts due to the generation of dust due to movements over exposed surfaces
- visual impacts due to the introduction of additional structures, vegetation clearances or changes to the existing landfill profile and therefore the final profile at closure of the facility
- increased risk of a fire generated by the LHRRP which then could impact upon the surrounding bushland.

Further consideration of the above impacts is contained within the environmental impact statement which is being assessed by the Department of Planning and Environment in parallel to this planning proposal.

5.3.3 Question 9 – How has the planning proposal adequately addressed any social and economic effects?

The planning proposal would not significantly change land use, as it seeks to permit similar uses to those currently and lawfully carried out on the majority of the LHRRP site. As the planning proposal would allow uses similar to those currently operating, social and economic impacts are not considered be different to those currently experienced due to the existing LHRRP. The location of the site away from urban areas results in a low risk of impacts to other land uses such as residential or commercial areas.

The planning proposal would however delay the use of the site for recreation purposes, as the expanded LHRRP would operate for a longer period of time. The final land use (i.e. passive recreation) is not considered to differ from the existing plans for the land occupied by the LHRRP. The implementation of this new land use would however occur at a later date.

The site contains no known Aboriginal and non-Aboriginal heritage items and is considered to have low potential for any unknown items due to the level of disturbance which has occurred in the past over much of the site due to the development of the LHRRP.

The inclusion of additional permitted land uses on the site would also allow for the expansion of the LHRRP which would benefit the community, through additional landfill capacity, and

recovery and treatment of waste for beneficial re-use. The expanded facility would ensure that the Sutherland LGA is provided with guaranteed waste and recycling facility until 2037, which is 12 years longer than the existing LHRRP.

Construction and operation of an expanded LHRRP would result in an increase in employment within the LGA. Construction of the development would also result in spending within the LGA.

5.4 Section D: State and Commonwealth interests

5.4.1 Question 10 – Is there adequate public infrastructure for the planning proposal?

The proposed additional uses are not expected to put a strain on any public infrastructure. All infrastructure required for any potential development resulting from this planning proposal is currently available on site.

5.4.2 Question 11 – What are the views of State and Commonwealth public authorities consulted in accordance with the gateway determination?

Sutherland Shire Council has been involved in the development of this planning proposal and the environmental impact statement for expansion of the LHRRP, and will continue to be involved.

Part of the site is located on land owned by ANSTO. ANSTO has been involved in the preparation of this planning proposal and the associated environmental impact statement for expansion of the LHRRP. A referral to the Australian Government under the *Environment Protection and Biodiversity Conservation Act* 1999 has been prepared as part of the LHRRP EIS.

The Department of Planning and Environment has been consulted in relation to this planning proposal, and the concurrent assessment of the development application for expansion of the LHRRP.

6. Community consultation

This part outlines the community consultation that is to be undertaken in respect of the proposal, having regard to the requirements set out in the Department of Planning and Infrastructure's guide for preparing planning proposals.

The community consultation will be carried out in accordance with Section 4.5 of *A Guide to Preparing Local Environmental Plans* (Department of Planning and Infrastructure 2013).

The consultation program will include:

- newspaper advertising through local media to inform the community:
 - that the exhibition has started
 - how long it will run
 - how information can be obtained
 - how to make a submission
- website information, including copies of the planning proposal and supporting documents that can be downloaded
- letters to adjoining land owners and those in the surrounding area advising of the exhibition of the planning proposal and details of where is can be viewed.

If the Department of Planning and Environment confirm that the proposal is of low impact, the proposal would be placed on exhibition for 28 days.

It is also recommended that key stakeholders, including ANSTO, adjoining landowners and relevant state authorities and agencies be advised that the planning proposal is on exhibition and be encouraged to make a submission.

Chapter 3 of the EIS provides details of the community consultation undertaken as part of the EIS process.

7. Project timeline

Table 7.1 outlines an indicative project timeline for the planning proposal.

Table 7.1 Project timeline

Stage	Date
Commencement date (Gateway Determination)	September 2015
Completion of required technical information	October 2015
Government agency consultation	November 2015 (in parallel with the EIS)
Public exhibition period	November 2015 (in parallel with the EIS)
Public hearing (if required)	December 2015
Consideration of submissions	January 2016
Consideration of a proposal post exhibition	January 2016
Submission to Department of Planning and Environment to finalise the LEP	February 2016
Council will make the plan (if delegated)	April 2016
Council to forward plan to Department of Planning and Environment for notification	April 2016

GHD

133 Castlereagh St Sydney NSW 2000

T: +61 2 9239 7100 F: +61 2 9239 7199 E: sydmail@ghd.com.au

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4	B James	D Gamble	David lauble	D Gamble	David lauble	24/09/15

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