

Penrith Lakes Scheme Modification DA2 MOD 9

Importation of fill from additional sources and relocation of fill onsite Section 4.55(1A) Modification Assessment (DA2 MOD 9)



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Glossary

Abbreviation	Definition
Applicant	Great River NSW Pty Limited
Council	Penrith City Council
Department	Department of Planning, Industry and Environment
EESG	Environment, Energy and Science Group
EPA	Environment Protection Authority
EP&A Act	Environmental Planning and Assessment Act 1979
EPI	Environmental Planning Instrument
EPL	Environnent Protection Licence
Minister	Minister for Planning and Public Spaces
RMS	Roads and Maritime Services
PLDC	Penrith Lakes Development Corporation
PLIP	Penrith Lakes Importation Protocol
Planning Secretary	Secretary of the Department of Planning, Industry and Environment
SEPP	State Environmental Planning Policy
TfNSW	Transport for NSW

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1 Introduction

1.1 Preamble

This report provides an assessment of an application seeking to modify the development consent (DA2 MOD 9) for extractive operations and rehabilitation for the 'DA2 area' at Penrith Lakes (the Penrith Lakes Scheme).

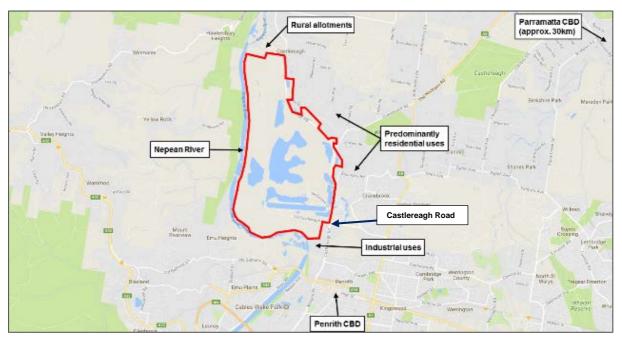
The application seeks approval to:

- allow the importation of any material subject to site specific Resource Recovery Orders and Exemptions issued by the NSW Environmental Protection Authority (EPA) as rehabilitation fill, in addition to the approved use of Virgin Excavated Natural Material (VENM), Excavated Natural Material (ENM) and fill from the excavation of the Sydney Metro and Westconnex
- reallocate 800,000 tonnes of fill approved for elsewhere on the site for use on Lots 308, 309, 310 to DP 752021 (being the Employment Lands).

The application has been lodged by Great River NSW Pty Limited (the Applicant) pursuant to section 4.55(1A) of the of the *Environmental Planning and Assessment Act 1979* (EP&A Act).

1.2 The site

The Penrith Lakes Scheme is located approximately 50 km north-west of the Sydney Central Business District (CBD), 30 km north-west of the Parramatta CBD and 3 km north of the Penrith CBD, in the Penrith local government area (**Figure 1**). It is bound by the Nepean River to the west and south and Castlereagh Road to the east. Residential development in Cranebrook is located to the east beyond Castlereagh Road. It adjoins industrial lands to the south-west and rural allotments to the north.



1

Figure 1 | The Penrith Lakes Scheme (outlined in red) (Source: Neapmap)

The modification relates to the DA2 area of the Penrith Lakes Scheme (**Figure 2**), and in particular the Employment Lands located in the southern eastern portion of the Penrith Lakes Scheme. The Employment Lands are generally bound by Old Castlereagh Road to the north, existing industrial development to the east and Nepean River to the south.

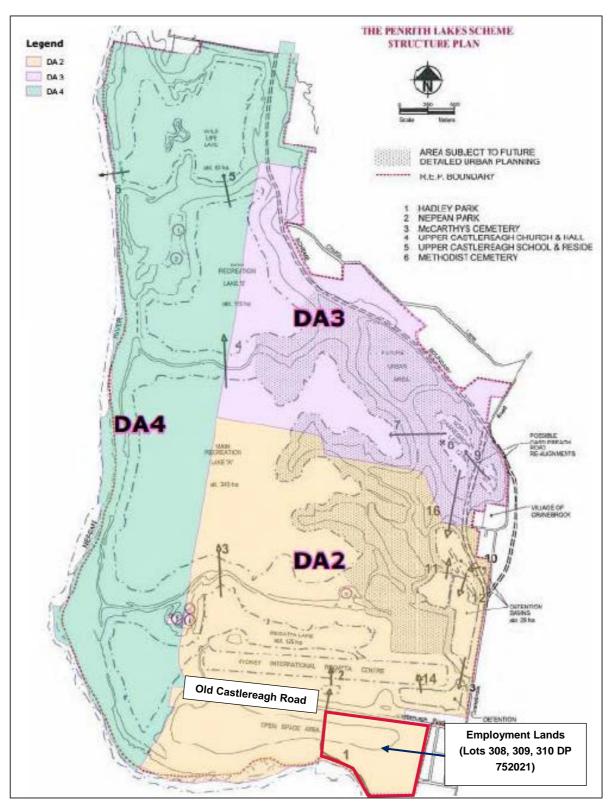


Figure 2 | The land associated with the various DAs, including identification of DA2 (shaded orange) and the Employment Lands (outlined in red) (Source: DA2 MOD 7)

1.3 Penrith Lakes Scheme

The Penrith Lakes Scheme is a 30 year quarrying and rehabilitation project being undertaken by a joint-venture company, the Penrith Lakes Development Corporation (PLDC). The Scheme is located on the 1,940 hectare Penrith Lakes site, within the Nepean River floodplain. It is being transformed from a sand and gravel quarry into a water-oriented recreation park, with land suitable for rural, tourism or employment uses. Quarrying activities on the site finished in September 2015 and PLDC has been progressively rehabilitating the site.

Development on the Penrith Lakes site is governed by the *State Environmental Planning Policy (Penrith Lakes Scheme) 198*9 (SEPP PLS). The SEPP allows approximately 80 ha of waterways, 110 ha of parklands, 118 ha of environmental area, 33 ha of employment area and 52 ha of tourism area. It also includes 1,330 ha of unzoned land that will be subject to future land use planning following the completion of flood investigations and consultation with the community.

1.4 Approval history

Development consents

There are a number of development consents that govern the quarrying activities and rehabilitation works on the site.

Sydney Regional Environmental Plan No 11 (SREP 11) allowed the submission of sequential development applications (DAs) for the progressive release and rehabilitation of resource-bearing land within the Penrith Lakes Scheme. Four consents (DA1 to DA4) have subsequently been approved by the Minister, summarised in **Table 1**.

Table 1 | Summary of the Original DAs

Consent/Date	Description
DA 1 Dated July 1982	Interim extraction while detailed planning studies and preparation of SREP 11 were undertaken.
DA 2 Dated 24 February 1987	Applies to land east of the former alignment of Castlereagh Road (southern part) and includes Lake A, the Southern Wetlands and Quarantine Lake.
DA 3 Dated 27 June 1995	Applies to land east of the former alignment of Castlereagh Road (northern part).
DA 4 Dated 9 September 1998	Applies to land west of the former alignment of Castlereagh Road and includes the Wildlife Lake, Quarantine Lake, Lake A, Lake B and the Southern Wetlands.

Table 2 sets out the modifications to DA2 that are considered relevant to the proposed modification.

Table 2 | Summary of relevant modifications to DA2

Mod No.	Summary of Modifications	Approval Authority	Туре	Approval Date
MOD3	Allow the importation of up to 3m tonnes of VENM to the site over a three year period (2009-2011).	Department	96(2)	4 July 2009
MOD 4	Change the timing of works to 2014- 2016, amendment of the area for VENM, expand the source of VENM (including North-West Rail construction site), change to haulage routes, removal of one access point and updated noise monitoring.	Department	75W	5 February 2014
MOD 5	Allow the importation of ENM, increase the amount of VENM and ENM imported from 3m tonnes to 8m tonnes at a rate of up to 3m tonnes per year, expand the source of VENM and ENM to include sites anywhere in Sydney, commence importation of the additional VEMN and ENM in early to mid-2015.	Department	75W	30 April 2015
MOD 7	Increase the amount of VENM and ENM imported to the site by 4.7m tonnes (DA2) to a total of 13m tonnes.	Land and Environment Court	4.55(2)	8 January 2019
MOD 8	Increase the amount of VENM and ENM imported to DA2 site by 0.3m tonnes to a total of 8.3m tonnes.	Department	4.55(1A)	28 August 2018
MOD 10	Allow the importation of spoil from the M4-M5 Link and Sydney Metro tunnels consistent with the relevant EPA Resource Recovery Orders and Exemptions.	Department	4.55(1A)	10 February 2020

It is noted that MOD 4 identified the Employment Lands as a 'potential fill area' under DA2. While subsequent modifications to DA2 increased the amount of fill that can be imported to specific areas of DA2 (but not the Employment Lands), it did not amend the classification of the Employment Lands as a 'potential fill area'. Therefore, subject to a Two Year Plan permitting the placement of fill on the Employment Lands, rehabilitation works on the Employment Lands site could use fill approved after MOD 4.

Two Year Plans

The conditions of consent under DA2 include the requirement to prepare 'detailed consents' every two years (referred to as Two Year Plans). These form the detailed consent for works, including landform rehabilitation, associated with the Scheme. Applicants, or those acting on the development consent, are required to submit Two Year Plans to provide detailed plans for works to be carried out in the subsequent two years, in accordance with the development consent, Structure Plan and Deed to the satisfaction of the consent authority.

There are currently several Two Year Plans which apply to various areas of the site.

2 Proposed modification

The Applicant has lodged a modification application, under section 4.55(1A) of the EP&A Act, seeking to:

- allow the importation of any material subject to site specific Resource Recovery Orders and Exemptions issued by the EPA as rehabilitation fill, in addition to the approved use of VENM, ENM and fill from the excavation of the Sydney Metro and Westconnex
- reallocate 800,000 tonnes of fill approved for elsewhere on the DA2 site for use on Lots 308, 309 and 310 to DP 752021 (being the Employment Lands).

The Applicant notes that site specific Resource Recovery Orders and Exemptions are issued by the EPA under Clauses 91 - 93 of the *Protection of the Environment Operations (Waste) Regulation 2014*, for material which could be used as engineering fill or for use in earthworks. These Orders and Exemptions include conditions, which control the type of waste material that could be used and how it must be used.

In support of the proposed reallocation of fill, the Applicant has submitted a letter from PLDC confirming that it does not require use of all of the fill approved under DA2, as modified, and that spare capacity exists for use in the Employment Lands.

The Applicant contends that MOD 4 identified the Employment Lands as a 'potential fill site' and as such, fill approved through subsequent modifications can be used for rehabilitation works on the Employment Lands site subject to a Two Year Plan being in place. This modification therefore merely confirms that rehabilitation works will take place on the site in accordance with the approved 2013-2015 Two Year Plan.

The modifications do not seek to amend other components of the DAs, including the maximum amount or rate of fill importation to the site.

3 Statutory context

3.1 Scope of modifications

The Department has reviewed the proposal against section 4.55(1A) of the EP&A Act and considers that the application can be characterised as a modification involving minimal environmental impacts as the proposal:

- would not significantly increase the environmental impacts of the project as approved
- is substantially the same development as originally approved
- would not involve any further disturbance outside the already approved disturbance areas for the project.

Therefore, the Department is satisfied the proposed modification is within the scope of section 4.55(1A) of the EP&A Act, can be assessed and determine under that section and does not require a new development application.

3.2 Consent authority

The Minister for Planning and Public Spaces is the consent authority for the application under section 4.5(c) of the EP&A Act. However, under the Minister's delegation dated 11 October 2017, the Director, Regional Assessments, may determine the application as:

- Penrith City Council (Council) has not made an objection
- a political disclosure statement has not been made
- there are no public submissions in the nature of objections.

3.3 Mandatory matters for consideration

The Department conducted a comprehensive assessment of the project against the mandatory matters for consideration as part of the original assessment of DA2. The Department considers this modification application does not result in significant changes that would alter the mandatory matters for consideration under section 4.15 of the EP&A Act and conclusions made as part of the original assessment.

4 Engagement

4.1 Department's engagement

The application was made publicly available on the Department's website and notified to Council and relevant State agencies for 15 days between 16 August 2019 to 30 August 2019.

The Department received submissions from Council and the EPA (**Table 3**). The Department's Crown Lands, Water and Environment, Energy and Science groups advised they did not have any comments or recommended conditions on the proposal. No public submissions were received.

Table 3 | Summary of Agency Submissions

Submitter	Position	Comments
Council	Comments	 confirmation is required whether the proposal is seeking to change the earthworks on the site, as suggested in supporting documentation.
EPA	Comments	 recommends a condition that all materials imported to the site must either be VEMN, ENM or material which meets the requirements of the relevant resource recovery exemption and order noted that the Environmental Protection License (EPL) over the Penrith Lakes site was varied to remove the Employment Lands site (Lots 308, 309 and 310 DP 752021) and as such, the EPA is not the appropriate regulatory authority.

4.2 Response to submissions and additional information

On 12 September 2019, the Applicant provided a Response to Submissions (RtS) responding to the issue raised by Council (**Appendix A**). The RtS clarified that the supporting information, mentioned by Council, was submitted to demonstrate how the quantity of fill proposed to the relocated onsite has been determined.

In response to a request for information from the Department, on 19 December 2019 the Applicant confirmed that the new sources of fill will not result in adverse environment impacts and additional testing of all new sources of fill arriving at the site will be undertaken to ensure it meets the EPA requirements. The Applicant's response is discussed in **Section 5** of this report.

In response to this additional information, the EPA advised it has no concerns with the proposal, subject to receiving and compliance with site specific Orders and Exemptions.

5 Assessment

In assessing the merits of the proposal, the Department has considered:

- the modification application and associated documents
- the Environmental Assessment and conditions of the original approvals (as modified)
- submissions received on the proposal
- · relevant environmental planning instruments, policies and guidelines
- the requirements of the EP&A Act.

The Department considers the key assessment issues associated the proposal is fill suitability. All other assessment issues are considered in **Table 4** below.

5.1 Fill suitability

The proposal seeks to import fill for rehabilitation works from any source subject to receipt and compliance with a site specific Resource Recovery Orders and Exemptions issued by the EPA. The Department notes that this excludes materials classified as either VENM, ENM or fill subject to the Sydney Metro tunnel and M4-M5 tunnel EPA Orders and Exemptions (which are already approved to be used on the site through previous modifications).

The Applicant contends that the fill, subject to site specific Resource Recovery Orders and Exemptions, will be used for earthworks or as engineering fill. The Orders and Exemptions contain specific requirements in relation to the composition of the material (fill quality) and how the material is to be used. The Applicant also agrees that prior to accepting the material, it will confirm that the material complies with the requirements of the Order and Exemption and will undertake visual inspections and chemical testing of the of the materials being brought to the site.

Council did not raise concerns with the proposal. The EPA recommends a condition requiring all material imported to the site be either VEMN, EMN (as approved) or material that meets the requirements of the relevant Resource Recovery Order and Exemption (as proposed). The EPA also noted that it would only grant specific orders and exemptions to the Applicant if they could demonstrate the waste was suitable for the site, achieves an environmental benefit for the site and presents minimal risk of harm to human health.

The Department notes that DA2 MOD 10 was recently approved to allow the importation of Sydney Metro and M4-M5 tunnel spoil, which are also subject to Resource Recovery Orders and Exemptions. The approval included conditions requiring compliance with a Penrith Lakes Importation Protocol (PLIP) for all imported material to the site and written confirmation from an environmental consultant that the material complies with the relevant tunnel spoil Order and Exemption requirements.

The Department notes that the PLIP does not consider material that is the subject of this modification and as such, recommends that the Applicant prepare a new importation protocol for fill that is subject to a site specific Resource Recovery Order and Exemption. The additional importation protocol must have a similar structure to the PLIP and include requirements for validation testing, sampling and an unexpected finds protocol.

Noting the above, the Department supports the proposed importation of fill from sources that are subject to site specific Resource Recovery Orders and Exemptions for rehabilitation works, for the following reasons:

- the EPA would only grant specific orders and exemptions if the waste was suitable for use as
 fill on the site and the material would need to comply with the requirements of the order and
 exemptions (such as in relation to fill quality and how the fill is to be used)
- the Applicant agrees to visual inspections and chemical testing of the fill material being brought to the site prior to accepting the material, to ensure it complies with the requirements of the order and exemption.

The Department also recommends a condition requiring a separate importation protocol be prepared for fill that is subject to a site specific Resource Recovery Order and Exemption and that the written confirmation of an environmental consultant be required for the additional sources of fill prior to importation to the site.

Table 4 | Summary of other issues

Issue **Findings** Recommendations No additional • The proposal also seeks to reallocate 800,000 tonnes of fill Relocation conditions or of fill approved under previous modifications, for use as fill on the onsite amendment to Employment Lands site. (reallocati existing • The Department notes that MOD 4 identified the on of conditions are Employment Lands as a 'potential fill location' and as such, 800,000 necessary. fill is permitted to be imported to the site subject to a Two tonnes of fill) Year Plan applying to the land. Council requested confirmation that the rehabilitation works would only be undertaken to the levels already approved in the 2013-2015 Two Year Plan. • The Applicant confirmed this, noting that the supporting information was only provided to demonstrate how the quantity of fill was determined. Noting the 'Employment Lands' is identified as a 'potential fill location', the Department supports the reallocation of 800,000 tonnes of already approved fill to the Employment Lands, subject to: o compliance with the current Two Year Plan, being for in 2013-2015 Two Year Plan (for rehabilitation works) not exceeding the maximum amount of fill permitted to be imported to the DA 2 area.

Environme ntal **Impacts**

- The EPA noted that the EPL for the Penrith Lakes Scheme has been varied to exclude the Employment Lands.
- As such, the Department understands that the dust and noise management measures in the EPL do not apply to the Employment Lands.
- However, DA2 contains a suit of conditions which would appropriately manage environmental impacts, including:
 - o maximum noise limits to residential areas
 - hour of operation for works
 - o air quality criteria
 - o noise and dust management plans
 - o road transport plan
- Subject to compliance with existing conditions, the Department considers potential environmental impacts will be appropriately mitigated and managed.

No additional conditions or amendment to existing conditions are necessary.

tive changes

- Administra The Department notes that several conditions related to the mitigation and management measures refer to PLDC only.
 - Noting that there are now multiple parties undertaking works on the site (pursuant to DA2), the Department recommends these conditions be amended to specify that anyone acting on this consent is responsible for compliance with relevant conditions

Update relevant conditions to require that anyone acting on the consent must comply with applicable conditions.

6 Evaluation

The Department has assessed the proposal in accordance with the relevant requirements of the EP&A Act. The Department considers the proposal is acceptable on the basis that:

- it would not result in any additional adverse impacts on the environmental quality of the site, as
 the new sources of fill would be subject to site specific Resource Recovery Orders and
 Exemptions and compliance with an importation protocol
- existing conditions are in place to mitigate and management environmental impacts to the surrounding area (in relation to noise, hours of operation, air quality, dust and transportation impacts)
- the proposal continues to facilitate the rehabilitation and reconstruction of the site in accordance with the Penrith Lakes SEPP and Penrith Lakes Scheme Structure Plan
- the modified proposal would be substantially the same as the original DA approval.

The Department is satisfied that the modification should be approved, subject to the recommended conditions (see **Appendix D**).

7 Recommendation

It is recommended that the A/Director, Regional Assessments, as delegate of the Minister for Planning and Public Spaces:

- considers the findings and recommendations of this report
- determines that application DA2 MOD 9 falls within the scope of section 4.55(1A) of the EP&A Act
- accepts and adopts all of the findings and recommendations in this report as the reasons for making the decision to grant approval to the application
- modify the development consent DA2 MOD 9
- signs the attached approvals of the modification (Attachment B).

Recommended by:

Miles

Michelle Niles

Senior Planner

Regional Assessments

8 Determination

The recommendation is **Adopted** by:

27/02/2020

Brendon Roberts

A/Director

Regional Assessments

as delegate of the Minister for Planning and Public Spaces

Appendices

Appendix A – State Environmental Planning Policy (Penrith Lakes Scheme) 1989

Clause 8 of the SEPP PLS relates to development for the purposes of implementing the Penrith Lakes Scheme and sets out the matters for consideration before granting consent. The Department has considered the applicable provisions of clause 8 in **Table 1**:

Table 1 | Clause 8 Development for the purposes of implementing the Penrith Lakes Scheme

Requirement	Departments Comment	Complies
Clause 8 – Development for the purposes o	f implementing the Penrith Lakes Scheme	•
(2) The consent authority shall grant consent to development to which this clause applies unless: the consent authority is of the opinion that the development the subject of the application: (i) does not fully implement the Penrith Lakes Scheme on the land to which the application for development relates, (ii) will not ensure the satisfactory implementation of the Penrith Lakes Scheme, or (iii) is not generally in accordance with the structure plan, and in the case of an application to carry out development which includes an extractive industry, the consent authority is of the opinion that: (i) development should not be carried out until other land to which this Policy applies is developed for purposes which include an extractive industry, (ii) the land, the subject of the application, will not be rehabilitated and reconstructed: (A) generally in accordance with the structure plan, or (B) to ensure the satisfactory implementation of the Penrith Lakes Scheme, or (iii) the person (including any person related, connected or otherwise associated to or with that person) proposing to carry out that development has not complied with the conditions of a consent previously granted to carry out development which included an extractive industry in respect of other land to which this Policy applies.	The proposed fill: • satisfactorily implements the Penrith Lakes Scheme • is generally in accordance with the Structure Plan and therefore maintains compliance • will not affect extractive industry operations on the site which have ceased • facilitates the required rehabilitation and reconstruction works in accordance with the Structure Plan and Deed for Penrith Lakes Scheme.	Yes
(3) The consent authority shall not consent to the carrying out of development for the purposes of	The Modification Application adequately addresses clause 1 and	Yes

development for the purposes of

	Complies
Requirement Departments Comment	Complico
implementing the Penrith Lakes Scheme clause 2 of Schedule 2 by a	ddressing
unless the person making the application the (relevant) required matter	ers to be
has submitted a statement of the	
environmental effects of the proposed	
development containing the matters environmental effects. specified in clause 1 of Schedule 2 and	
addressing the matters specified in clause	
2 of that Schedule.	
(4) In determining an application to carry The Department has careful	lly Yes
out development to implement the Penrith considered the Modification	
Lakes Scheme, the consent authority and an assessment of the k	ey issues
shall take into consideration the following is provided at Section 5.	
matters:	
(a) the Penrith Lakes Scheme Regional Environmental Study,	
(b) the recommendations, if any, of such	
technical working parties as may be	
established from time to time by the	
consent authority,	
(c) the statement of environmental effects	
accompanying the application,	
(d) the proposed sequence of extraction and rehabilitation,	
(e) whether the land is to be dedicated to	
the Crown and, if not, the proposed	
control and management of the land,	
(f) the management and control of water	
resources including:	
(i) the source of water in order to fill any	
lake (including the quality and quantity of water from that source),	
(ii) water reticulation systems from the	
Nepean River to any lake, from lake to	
lake and from any lake to the Nepean	
River,	
(iii) the water quality of any lake	
(including the aquatic ecosystem), (iv) water treatment facilities,	
(v) water depth of any lake,	
(vi) flood control,	
(vii) storm water control,	
(viii) the effect that development would	
have upon the quantity and quality of the	
existing groundwater, the level of the existing water table and groundwater	
movement,	
(ix) lake usage,	
(x) staged development of the lakes and	
their usage during stage development,	
(xi) the need to monitor the water quality	
of the lakes having regard to their intended use, and	
(xii) the effect upon the	
Hawkesbury/Nepean River system,	
(g) the rehabilitation and reconstruction of	
the land including:	
(i) landscape design,	

- (ii) the structural stability and soil compaction of landforms (including, where appropriate, the land shown on the structure plan as future urban),
- (iii) the stability and impermeability of the Nepean River embankment,
- (iv) soil conservation, and
- (v) revegetation,
- (h) access to, the supply of water from any existing source to, and the supply of and access to municipal and utility services to, land to which this Policy applies, other than that part of that land the subject of the application,
- (i) any item of the environmental heritage listed in Schedule 3,
- (j) the effect upon a locality, place or building not listed in Schedule 3 having aesthetic, anthropological, archaeological, architectural, cultural, historical, scientific or social significance or other special value for present or future generations.
- (k) the need and frequency to monitor the implementation of the subject development.

Clause 31 - Earthworks

- (3) Before granting development consent for earthworks (or for development involving ancillary earthworks), the consent authority must consider the following matters:
- (a) the likely disruption of, or any detrimental effect on, drainage patterns and soil stability in the locality of the development,
- (b) the effect of the development on the likely future use or redevelopment of the
- (c) the quality of the fill or the soil to be excavated, or both,
- (d) the effect of the development on the existing and likely amenity of adjoining properties,
- (e) the source of any fill material and the destination of any excavated material,
- (f) the likelihood of disturbing relics,
- (g) the proximity to, and potential for adverse impacts on, any waterway, drinking water catchment or environmentally sensitive area.
- (h) any appropriate measures proposed to avoid, minimise or mitigate the impacts of the development

The Department has considered the impacts associated with importation of the proposed fill in Section 5 and recommended that a importation protocol be prepared to refer to the proposed additional fill.

Yes

Appendix B – Modification Application

http://www.majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=9987

Appendix C – Submissions

http://www.majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=9987

Appendix D – Notice of Modification

(see attached)