Department of Planning, Housing and Infrastructure

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Bass Point Quarry Modification 6

State Significant Development Modification Assessment Report (MP08_0143-Mod-6)

November 2024





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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Preface

This assessment report provides a record of the Department of Planning, Housing and Infrastructure's (the Department) assessment and evaluation of modification MP08_0143-Mod-6 of the State significant development (SSD) application for the Bass Point Quarry, lodged by Hanson Construction Material Pty Ltd (Hanson). The report includes:

- an assessment of the modification against government policy and statutory requirements, including mandatory considerations;
- a demonstration of how matters raised by the community and other stakeholders have been considered;
- an assessment of the likely environmental, social and economic impacts of the modification;
- an evaluation which weighs up the likely impacts and benefits of the modification, having regard
 to the proposed mitigations and expert advice; and provides a view on whether the impacts are
 on balance, acceptable; and
- a recommendation to the decision-maker, along with the reasons for the recommendation, to assist them in making an informed decision about whether the consent should be modified and any conditions that should be imposed.

Executive Summary

The Bass Point Quarry (the quarry) is an existing hard rock quarry located approximately 5.5 kilometres (km) north-west of Shellharbour city centre within the City of Shellharbour local government area. The quarry is operated by Hanson Construction Materials Pty Ltd (Hanson) and supplies construction materials to the Illawarra and Sydney markets by road and ship.

In December 2023, Hanson lodged a modification application and an accompanying Modification Report seeking to modify the consent for Bass Point Quarry (MP 08_0143) to permit importing of:

- up to 160,000 tonnes per annum (tpa) of concrete waste, sourced from concrete batching plants operated by Hanson and its subsidiaries; and
- up to 40,000 tpa of recycled glass, sourced from third party.

The modification application also proposed the use of a new mobile crusher, an additional power screen, a front-end loader and an excavator for the proposed recycling activities. All recycling activities, including crushing and transportation, are proposed to occur within the limits of the existing consent.

The modification application was lodged under section 4.55(1A) of the *Environmental Planning and Assessment Act 1979* (EP&A Act). The Department is satisfied that the modification is within the scope of section 4.55(1A) and can be assessed and determined under this section. The Minister for Planning and Public Spaces is the consent authority under section 4.5(a) of the EP&A Act.

The Department made the modification application available on its website from 4 March 2024 and referred the application to the Environment Protection Authority (EPA), Transport for NSW (TfNSW) and Shellharbour City Council (Council). TfNSW raised no concerns regarding the proposed modification. EPA and Council raised several concerns regarding potential impacts in relation to noise, site water and waste management, transport and odour. Following review of the additional information provided by Hanson, EPA and Council provided recommended conditions.

The Department understands that there is demand for construction materials amid the strategic infrastructure investment in NSW. The Department considers that the proposed recycling activities represent an efficient reuse of waste stream and an efficient use of the existing quarry site, without the need to amend any limits approved by the existing development consent.

The Department's assessment found that the impacts associated with the proposed modification would be minor. The Department considers that the existing and recommended conditions would be adequate to manage the impacts of the proposed modification.

Consequently, the Department considers that the proposed modification is in the public interest and approvable, subject to the recommended conditions.

Contents

Prefacei		
Exec	utive Summary	ji
1	Introduction	1
1.1	Background	1
1.2	Approval history	2
2	Proposed modification	. 3
3	Strategic context	. 4
4	Statutory context	. 5
4.1	Scope of modification	5
4.2	Consent authority	5
4.3	Mandatory matters for consideration	5
4.4	Biodiversity development assessment report	6
5	Engagement	. 6
6	Assessment	. 8
6.1	Noise	8
6.2	Other issues	9
7	Evaluation	14
8	Recommendation	14
9	Determination	15
Appe	ndices	16
Appe	endix A – List of key documents	16
Арре	endix B – Statutory considerations	
	endix B – Statutory considerationsendix C – Notice of modification	16

1 Introduction

1.1 Background

The Bass Point Quarry (the quarry) is an existing hard rock quarry located approximately 5.5 kilometres (km) north-west of Shellharbour city centre within the City of Shellharbour local government area on the Bass Point peninsula (see Figure 1). The quarry is operated by Hanson Construction Materials Pty Ltd (Hanson) and supplies construction materials to the Illawarra and Sydney markets by road and ship.

The nearest residential area is the newly developed suburb of Shell Cove which is 1 kilometre (km) to the northwest (see Figure 1). The Princess Highway is approximately 3 km to the west and the Bass Point Nature Reserve is situated to the east along Bass Point Tourist Road.

Quarry products are dispatched via a designated transport route including Bass Point Quarry Road to Dunmore Road and then onto Shellharbour Road (see Figure 2). Materials can also be dispatched by ship via a conveyor to the Bass Point jetty.

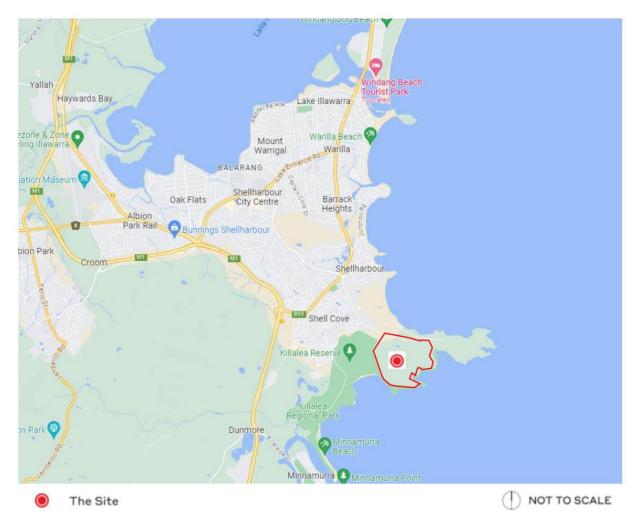


Figure 1 | Regional context map

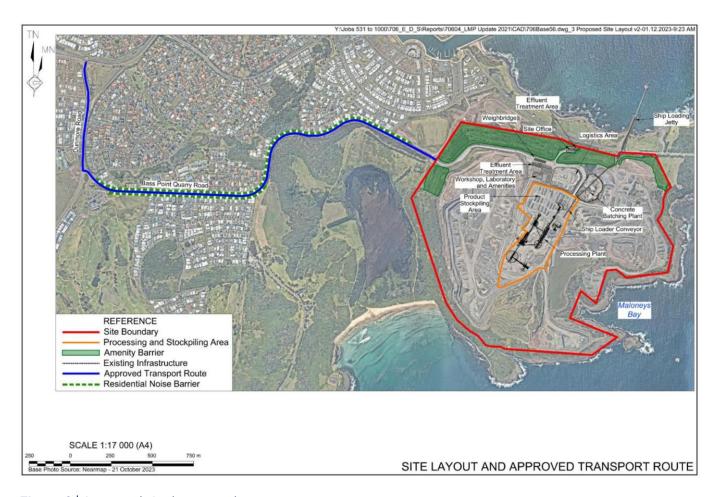


Figure 2 | Approved site layout and transport route

1.2 Approval history

Quarrying has occurred on the site periodically since the 1880s and continuously since the 1960s under various approvals. The quarry currently operates under development consent MP 08_0143, granted on 28 January 2014 by a delegate of the then Minister for Planning and Infrastructure under Part 3A of the *Environmental Planning and Assessment Act 1979* (EP&A Act). The project was transitioned to a State significant development (SSD) under clause 6 of Schedule 2 of the *Environmental Planning and Assessment (Savings, Transitional and Other Provisions) Regulation 2017* on 25 January 2019.

The development consent has been modified on four occasions. The development consent permits:

- extraction and transportation of up to 4 million tonnes per annum (Mtpa) of hard rock material from the site until 31 January 2044;
- transportation of up to 3 Mtpa of quarry product by road and 1 Mtpa by ship;
- import of up to 200,000 tonnes per annum (tpa) of virgin excavated natural material (VENM) and/or excavated natural material (ENM); and

• up to 500 heavy vehicle movements in a 24-hour period, with hourly limits of between 23-40 movements at different times of the day.

2 Proposed modification

In December 2023, Hanson lodged a modification application and an accompanying Modification Report seeking to modify the consent for Bass Point Quarry (MP08_0143). Hanson proposes to modify the existing development consent to permit importing of:

- up to 160,000 tpa of waste concrete, sourced from concrete batching plants operated by Hanson and its subsidiaries; and
- up to 40,000 tpa of recycled glass, sourced from a third party.

The waste concrete and recycled glass¹ are proposed to be imported via the existing approved transport route (see Figure 2). The recyclable materials would be transported to the site using the aggregate haulage trucks that currently arrive to the site empty under the approved consent. Therefore, the proposed modification would not result in changes to the currently approved haulage route, haulage rate, haulage vehicle type or haulage frequency.

The modification application also proposes the use of a new mobile crusher to process the imported recyclable materials. The proposed mobile crusher would be placed within the existing disturbance area, without the need for additional land clearing beyond what is currently approved (see Figure 3). An additional power screen, a front-end loader and an excavator would also be required. The additional equipment would be of the same type as the equipment currently used on site.

The processed waste concrete and recycled glass² would be used to create various recycled aggregate construction material products, including road base, glass sand and concrete aggregate.

The modification application is not seeking to change any other aspect of the approved development, including the approved quarry life, project and disturbance area, operating hours, employee numbers or production limits.

¹ Referred to as the recyclable materials from hereon.

² Referred to as recycled aggregate from hereon.

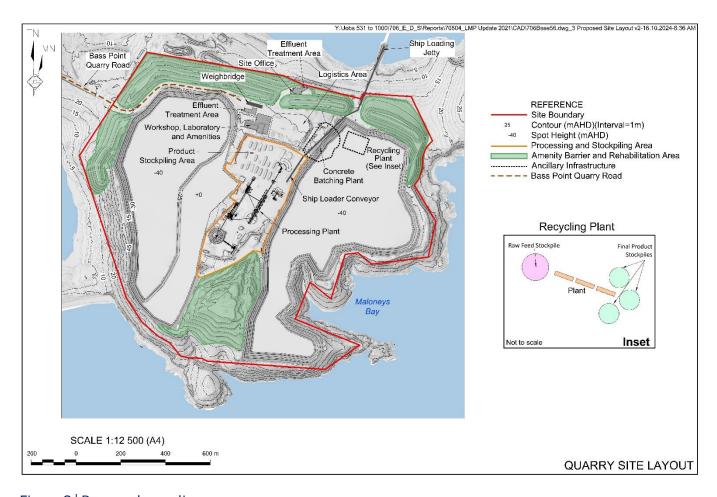


Figure 3 | Proposed recycling area

3 Strategic context

The need for infrastructure investment in NSW is identified in several key State and regional strategy documents. To meet the identified infrastructure needs, the NSW Government has committed over \$108 billion in infrastructure spending over the four years to 2025. This infrastructure pipeline, which includes multi-billion-dollar road and rail projects in the Sydney metropolitan area as well as new and upgraded education and health infrastructure throughout the State, will require a reliable supply of construction materials, including aggregate and concrete, over the next few years.

Hanson has identified an opportunity to beneficially reuse its own waste stream, as well as glass from third party recycling and waste management facilities, as part of its existing aggregate production processing system. The reuse of these materials would minimise the need for the extraction of new resources to supply the manufacture of aggregates and concrete to satisfy the ongoing demand for construction materials.

The Department acknowledges that this represents an efficient use of the existing site and is consistent with an objective of the *Illawarra Shoalhaven Regional Plan 2041* to sustainably maximise the productivity of resource lands.

4 Statutory context

4.1 Scope of modification

The modification application was lodged under section 4.55(1A) of the EP&A Act. Under section 4.55(1A), a development consent can only be modified if the consent authority is satisfied that the proposed modification is of minimal environmental impact and that the development would remain substantially the same as the original approved development.

The Department has reviewed the scope of the modification application and considers that the application can be characterised as modification involving minimal environmental impacts as the proposal would:

- not involve any changes to quarry life, production limit, disturbance footprint, heavy vehicle numbers, operating hours, levels of employment or quarry operations;
- not significantly increase the environmental impacts of the approved development; and
- be substantially the same development as originally approved.

The Department is therefore satisfied that the proposed modification should be assessed and determined under section 4.55(1A) of the EP&A Act.

4.2 Consent authority

Under section 4.5(a) of the EP&A Act, the Minister for Planning and Public Spaces (the Minster) is the consent authority for the modification application. However, under the Minister's delegation of 9 March 2022, the Director, Energy and Resource Assessments may determine the modification application as Hanson did not report any political donations, and Shellharbour City Council (Council) did not object to the proposal.

4.3 Mandatory matters for consideration

The Department has considered the relevant considerations for the modification application under sections 4.15(1) and 4.55(3) of the EP&A Act, and summarised the findings in Sections 5, 6 and 7. The Department has assessed the modification against the objects found in section 1.3 of the EP&A Act and this assessment is provided in Appendix B.

4.4 Biodiversity development assessment report

Under Section 7.17(2) of the *Biodiversity Conservation Act 2016* (BC Act), the Department is satisfied that a Biodiversity Development Assessment Report (BDAR) is not required to be submitted for the proposed modification as the application would not increase impacts on biodiversity values.

5 Engagement

In accordance with the requirements for section 4.55(1A) modifications, the application was not formally exhibited. Nevertheless, the Department made the modification application available on its website from 4 March 2024 and referred the application to the Environment Protection Authority (EPA), Transport for NSW (TfNSW) and Council for comment.

A summary of the agency and Council advice is provided in Table 1. Further consideration of this advice is provided in Section 6 and copies are provided in Appendix A.

Table 1 | Summary of agency and council advice

Table 1 Summary of agency and council advice		
Agency	Advice summary	
EPA	 Requested that Hanson provides further information in relation to odour, site water and waste management, including management of leachate. 	
	• Following review of the additional information provided by Hanson, EPA provided recommendations for conditions of consent allowing the receipt of recycled glass and concrete waste up to the proposed amount and from limited sources only. EPA also requested that Hanson:	
	 stores all waste on site within a bunded area containing a first flush system and only within the proposed storage areas; 	
	- does not cause or permit the emission of offensive odour beyond the site area;	
	 complies with the relevant requirements under the Protection of the Environment Operations Act 1997 (POEO Act) and the Protection of the Environment Operations (Waste) Regulation 2014; and 	
	– updates the relevant management plans to reflect the modification.	
	Indicated that the existing Environment Protection Licence (EPL) 2193 may require variation to include specific conditions.	
TfNSW	Noted that the modification would not increase the total number of trucks accessing the site under the existing consent.	
	Raised no concerns in relation to the modification.	

Agency Advice summary

Council

- Requested that Hanson:
 - provides further information in relation to the source of the concrete and glass materials,
 recycling equipment, proposed truck movements and waste management;
 - addresses part 2.2 of the State Environmental Planning Policy (Resilience and Hazards) 2021
 in relation to the development of land within coastal area;
 - assesses the potential cumulative noise impacts of the proposed recycling activities and the existing operations at the quarry;
 - undertakes further traffic impact assessment, restricts truck travel times to avoid peak
 hours associated with school, childcare centres and residential subdivisions in the area
 and completes additional road upgrades to account for the region's background traffic
 growth since the approval of the quarry; and
 - updates Surface Water Management Plan and Air Quality Management Plan.
- Requested that any approval of the modification includes conditions requiring a monetary contribution requirement for importing recyclable material and for the import amount of these materials to be limited.
- Following review of the additional information provided by Hanson, Council indicated that majority of matters were addressed and made recommendations for conditions of consent for the residual matters.

6 Assessment

The Department considers the key issue for the proposed modification relates to potential noise impacts associated with the operation of the new equipment for the proposed recycling activities.

The Department's assessment of this issue is provided in Section 6.1. The Department's assessment of other issues associated with the proposed modification is provided in Section 6.2.

6.1 Noise

A Noise Assessment was prepared by Harwood Acoustics, which assessed the predicted noise levels from the operation of the new mobile crusher and equipment required for the proposed recycling activities. The assessment was undertaken in accordance with the *Noise Policy for Industry* (2017) and under the assumption that all equipment is operating simultaneously at the full sound power levels.

6.1.1 **Operational noise**

The noise assessment concluded that the predicted noise levels from all new equipment proposed for the recycling activities would be well below the approved noise criteria specified in the development consent for Bass Point (MP 08_0143) at all sensitive receivers.

In response to Council's concerns regarding cumulative noise impacts (see Section 5), Harwood Acoustics provided additional assessment that confirmed that the combined noise levels from the current operations at the quarry and the proposed recycling activities would comply with the approved noise criteria at all sensitive receivers.

Harwood Acoustics recommended undertaking a noise compliance assessment following the commissioning of the new equipment for the proposed recycling activities. Hanson committed to undertaking this assessment as part of its current quarterly monitoring programme required by the existing *Noise Management Plan*.

The Department considers that the proposed recycling activities would have negligible additional noise impacts to sensitive receivers. Therefore, the Department considers that these impacts can be adequately managed under the existing conditions.

6.1.2 Road noise

The modification application does not seek any changes to truck movements, haulage routes or vehicle types. Therefore, the Department considers that the modification application would not result in an increase to the road traffic noise levels beyond the currently approved limits.

6.1.3 Mitigation and management

The existing conditions include operational noise limits and require Hanson to prepare and implement a *Noise Management Plan* for the project in consultation with EPA. Noise impacts would continue to be managed and monitored in accordance with Hanson's *Noise Management Plan*, which would be required to be updated to incorporate the proposed modification. No additional conditions are considered necessary to manage the noise impacts of the modification.

6.2 Other issues

Other issues associated with the modification application include site water and waste management, as well as potential transport and air quality impacts. The Department's consideration of these issues is summarised in Table 2 below.

Minor administrative amendments to the development consent have also been recommended to contemporise compliance reporting conditions.

Table 2 | Assessment of other issues

Issue	Findings and conclusions	Recommendations
Site water management	EPA raised concerns regarding potential leachate runoff from the stockpiles of the recycled aggregate and the adequacy of the existing surface water management controls on site for the proposed modification.	The Department has recommended conditions of consent requiring Hanson to:
	• The proposed recycling area is located within the Eastern Pit stormwater catchment zone. Under the existing consent, stormwater within the catchment zone is collected in quarry voids prior to being discharged via an approved licenced discharge point.	limit the volume of concrete waste and recycled glass stored on site to no more
	 Hanson confirmed that: the glass would be crushed at the supplier premises and would meet the standard set in the Recovered Glass Sand Order 2014 upon arrival at the site; 	than 16,000 tonnes and 4,000 tonnes, respectively, at any given time;
	 waste concrete imported to site would only be derived from concrete batching plants as solid pieces, which would minimise the risk of general waste contamination; waste concrete would be stockpiled for a short period of time only; 	• store all stockpiles of recyclable materials at the premises within a bunded area containing a first flush
	 there would be negligible changes to the quality of the stormwater runoff within the Eastern Pit stormwater catchment as a result of the proposed stockpiles of recyclable materials; and the approved surface water management system would be sufficient to manage any runoff from 	system and ensure the captured first flush stormwater does not enter
	these proposed stockpiles.	any water storage locations that lead to water
	 Hanson has committed to installing bunds around the stockpiles of imported recyclable materials and recycled aggregate to collect first flush stormwater runoff as an additional mitigation measure. The collected runoff would be reused for dust suppression on site. The Department supports this management commitment. 	• include details regarding

Issue	Findings and conclusions	Recommendations
	 EPA recommended a condition requiring all stockpiles of recyclable materials to be located within a bunded area containing a first flush system and for the collected first flush stormwater to not enter any water storage locations leading to the water discharge points. EPA did not raise any further concerns regarding the site water management. 	
	 Hanson is currently required to operate under the existing Surface Water Management Plan (SWMP) (dated August 2019). The SWMP would be required to be updated to include specific site water management measures for the modification application. 	
	 The Department considers that with the implementation of the mitigation measures proposed by Hanson and the application of the Department's recommended conditions (coupled with the management measures proposed in respect of waste impacts), any runoff from the recyclable materials and recycled aggregate stockpiles can be appropriately managed. 	
Waste	• The recyclable materials imported to site would be classified as General Solid Waste (non-putrescible) under the EPA's Waste Classification Guidelines. Hanson has committed to inspecting all imported materials in line with the EPA's Standards for managing construction waste in NSW to minimise the risk of contamination. Any non-recyclable materials detected within the imported materials would be taken to an appropriately licenced waste management facility for recycling or disposal.	conditions are required.
	 Hanson has also committed to storing all imported recyclable materials and the recycled aggregate in separate stockpiles. 	
	• EPA advised that Hanson would be required to submit an EPL variation application following determination of the modification and that the waste management should meet the EPA's Resource Recovery Framework and comply with the POEO Act and Protection of the Environment Operations (Waste) Regulation 2014.	

Issue	Findings and conclusions	Recommendations
	 Hanson has accepted EPA's advice and has committed to handling the imported waste and the recycled aggregate in accordance with all relevant regulations and guidelines. Hanson has also committed to updating the site's existing Waste Management Plan to include specific waste management measures for the proposed modification. The Department considers that any potential waste impacts associated with the modification can be appropriately managed with the implementation of the proposed mitigation and management measures. 	
Traffic and transport	 Hanson is currently approved to dispatch no more than 500 laden heavy vehicles from the quarry in a 24-hour period, with hourly limits of between 23-40 movements at different times of the day. Hanson has confirmed that the recyclable materials would be transported using the trucks currently accessing the site empty under the existing consent. These trucks travel to and from the site via Bass Point Quarry Road and Dunmore Road, before joining Shellharbour Road. This transport route is already approved under the existing consent. No changes to the currently approved transport route, heavy vehicle dispatch rate or haulage vehicle type is proposed by the modification. 	The Department has recommended a condition requiring Hanson to make a monetary contribution to the Council for each tonne of recyclable material delivered to the site.
	 TfNSW accepted that the modification would not increase the total number of trucks accessing the site under the existing consent and raised no concerns in relation to the potential traffic impacts. On this basis, the Department accepts that the proposed importation of recyclable materials would not result in any traffic or transportation related impacts beyond those that are already approved. Council requested additional measures be implemented to account for the region's background traffic growth since the approval of the quarry (see Section 5). The Department notes that the modification would not generate any additional traffic compared to the levels approved under the existing consent and therefore there is no nexus for additional measures to upgrade road capacity. 	

Issue	Findings and conclusions	Recommendations
	 The Department acknowledges Hanson's commitment to make a monetary contribution to Council for each tonne of concrete waste and recycled glass material delivered to the site. The Department accepts that traffic-related impacts associated with the modified operation would be adequately managed in accordance with an updated <i>Transport Management Plan</i>. The Department notes that the existing conditions require the <i>Transport Management Plan</i> to be updated to reflect the changes associated with the modification. 	
Air quality	 No changes to the currently approved truck movements or processing and production limits are proposed. On this basis, the Department accepts that there would be no additional particulate emissions beyond what is currently approved under the existing consent. EPA raised concerns regarding odour-related impacts associated with crushing contaminated recycled glass. In response to EPA's comments, Hanson advised that the imported recycled glass would be subject to several stringent control measures to minimise the risk of contamination, including compliance with Recovered Glass Sand Order 2014 upon arrival. EPA did not raise any further issues regarding potential odour impacts however recommended a condition requiring no offensive odours be emitted from the site. The Department accepts that with the implementation of the management measures proposed by Hanson, the risk of contamination and the associated odour-related impacts would be minimised. Air quality impacts would continue to be managed in accordance with Hansons's Air Quality Management Plan, which would be updated to include specific air quality management measures for the proposed modification. 	The Department has recommended a standard condition requiring Hanson to ensure no offensive odours are emitted from the site, as defined under the POEO Act.

7 Evaluation

The Department has assessed the merits of the proposed modification and has considered the relevant matters and objects of the EP&A Act, advice from EPA, TfNSW and Council (see Section 5) and strategic government policies and plans (see Section 4).

The Department understands that there is demand for construction materials amid the strategic infrastructure investment in NSW. The Department considers that the proposed recycling activities represent a beneficial reuse of waste streams and an efficient use of the existing quarry site, without the need to amend any limits approved by the existing development consent.

The Department's assessment found that the impacts associated with the proposed modification would be minor. The Department considers that the existing and recommended conditions would be adequate to manage the impacts of the proposed modification.

Consequently, the Department considers that the proposed modifications are in the public interest and are approvable, subject to the recommended conditions set out in the notice of modification (see Appendix C). Consolidated development consent incorporating the recommended changes are provided in Appendix D.

8 Recommendation

It is recommended that the Director, Energy and Resource Assessments, as delegate of 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 approve the modification;
- agrees with the key reasons for approval listed in the notice of decision;
- modifies the consent; and
- signs the attached instrument of modification.

Recommended by:

Polina Golberg

P. Golberg

Senior Planning Officer

Energy and Resource Assessments

9 Determination

The recommendation is adopted by:

05/11/2024

Jessie Evans
Director, Energy and Resource Assessments
Energy, Resource and Industry

Appendices

Appendix A - List of key documents

Refer to the following tabs on the Department's website at:

https://www.planningportal.nsw.gov.au/major-projects/projects/mod-6-aggregate-recycling

A1 – Modification Report: Refer to the "Modification Application" tab on the Department's website

A2 – Agency Advice: Refer to the "Agency Advice" tab on the Department's website

Appendix B – Statutory considerations

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 3 below.

Table 3 | Consideration of the proposed modifications against the relevant objects of the EP&A Act

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 Department considers that the modification application meets this objective due to the following: The modification would provide an opportunity for an efficient use of the existing site for the purpose of beneficial reuse of waste, without the need to amend any limits approved by the existing consent. Any residual minor impacts associated with the application (i.e. noise, traffic, site water management, air quality) can be appropriately managed under the existing and recommended conditions (see Section 6).
(b) to facilitate ecologically sustainable development by integrating relevant economic, environmental and social considerations in decision-making about environmental planning and assessment,	The Department's assessment has sought to integrate all significant environmental, social and economic considerations. The Department considers that the modification can be carried out in a manner that is consistent with the principles of ecologically sustainable development.

Object	Consideration
(c) to promote the orderly and economic use and development of land,	The modification involves a permissible land use and would be carried out within existing project boundaries, without the need for any additional land disturbance or clearing. The Department considers this represents an orderly and economic use of the land.
(d) to promote the delivery and maintenance of affordable housing,	The modification would have no impact on the approved project boundaries.
(e) to protect the environment, including the conservation of threatened and other species of native animals and plants, ecological communities and their habitats,	The proposal does not require any land clearing or disturbance and avoids any impacts on threatened species and communities, and key habitats. The Department considers that the proposal has been designed to minimise potential environmental impacts.
(f) to promote the sustainable management of built and cultural heritage (including Aboriginal cultural heritage),	The modification would not directly impact Aboriginal cultural heritage or historic heritage.
(g) to promote good design and amenity of the built environment,	The modification would not require any changes to the existing built environment.
(h) to promote the proper construction and maintenance of buildings, including the protection of the health and safety of their occupants,	The modification does not require the construction of any buildings.
(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 modification application in consultation with Shellharbour City Council, TfNSW and EPA. The Department has considered the comments provided by these agencies in its assessment.
(j) to provide increased opportunity for community participation in environmental planning and assessment.	The Department made the modification application available on its website.

Appendix C – Notice of modification

Refer to the NSW planning portal at:

https://www.planningportal.nsw.gov.au/major-projects/projects/mod-6-aggregate-recycling

Appendix D – Consolidated development consent

Refer to the NSW planning portal at:

https://www.planningportal.nsw.gov.au/major-projects/projects/mod-6-aggregate-recycling