



Woodlawn Waste Management Facility Modification 4

Temporary increase to waste input rates to receive waste from bushfire affected areas in NSW
State Significant Development Modification Assessment
(SSD 10_0012-MOD-4)

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Glossary

Abbreviation	Definition
ACM	Asbestos Contaminated Material
Councils	Queanbeyan-Palerang and Goulburn Mulwaree Councils
Department	Department of Planning, Industry and Environment
DPI	Department of Primary Industries, DPIE
EPA	Environment Protection Authority
EP&A Act	<i>Environmental Planning and Assessment Act 1979</i>
EP&A Regulation	Environmental Planning and Assessment Regulation 2000
EPI	Environmental Planning Instrument
EPL	Environment Protection Licence
ESD	Ecologically Sustainable Development
LEP	Local Environmental Plan
Minister	Minister for Planning and Public Spaces
Planning Secretary	Secretary of the Department of Planning, Industry and Environment
PWA	Public Works Advisory
SEPP	State Environmental Planning Policy
SRD SEPP	State Environmental Planning Policy (State and Regional Development) 2011
SSD	State Significant Development

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1 Introduction

This report assesses a modification application by Veolia Environmental Services (Australia) Pty Ltd (the Applicant) to the Woodlawn Waste Management Facility State significant development (SSD) consent SSD 10_0012. The application has been lodged pursuant to section 4.55(1A) of the *Environmental Planning and Assessment Act, 1979* (EP&A Act).

The modification application seeks approval for a temporary increase in waste input rates to receive up to 200,000 cubic metres (m³) of waste from bushfire affected areas in NSW.

1.1 Background

The Applicant owns and operates the Woodlawn Waste Management Facility, located 40 kilometres (km) south of Goulburn, in the Goulburn Mulwaree local government area (LGA), see **Figure 1**. The Woodlawn Waste Management Facility includes the Woodlawn Bioreactor, Woodlawn Bioenergy Power Station and the Crisps Creek Intermodal Facility (IMF).



Figure 1 | Regional Location

The Woodlawn Bioreactor receives up to 1.13 million tonnes per annum (tpa) of putrescible waste, the majority of which is railed from Sydney to the nearby Crisps Creek IMF. From the IMF, the waste is transported approximately 8 km by truck to the bioreactor for treatment and disposal. A smaller portion of waste (up to 125,000 tpa) is received by road from local Council areas. The Woodlawn Bioreactor operates in accordance with an Environment Protection Licence (EPL) 11436 and a State Significant Development consent (SSD 10_0012, see **Section 1.2**).

The Woodlawn Waste Management Facility is located within the broader Woodlawn Eco Precinct with co-located facilities including the Woodlawn Mechanical Biological Treatment (MBT) facility, aquaculture and horticulture farm and Woodlawn wind farm, see **Figure 2**.

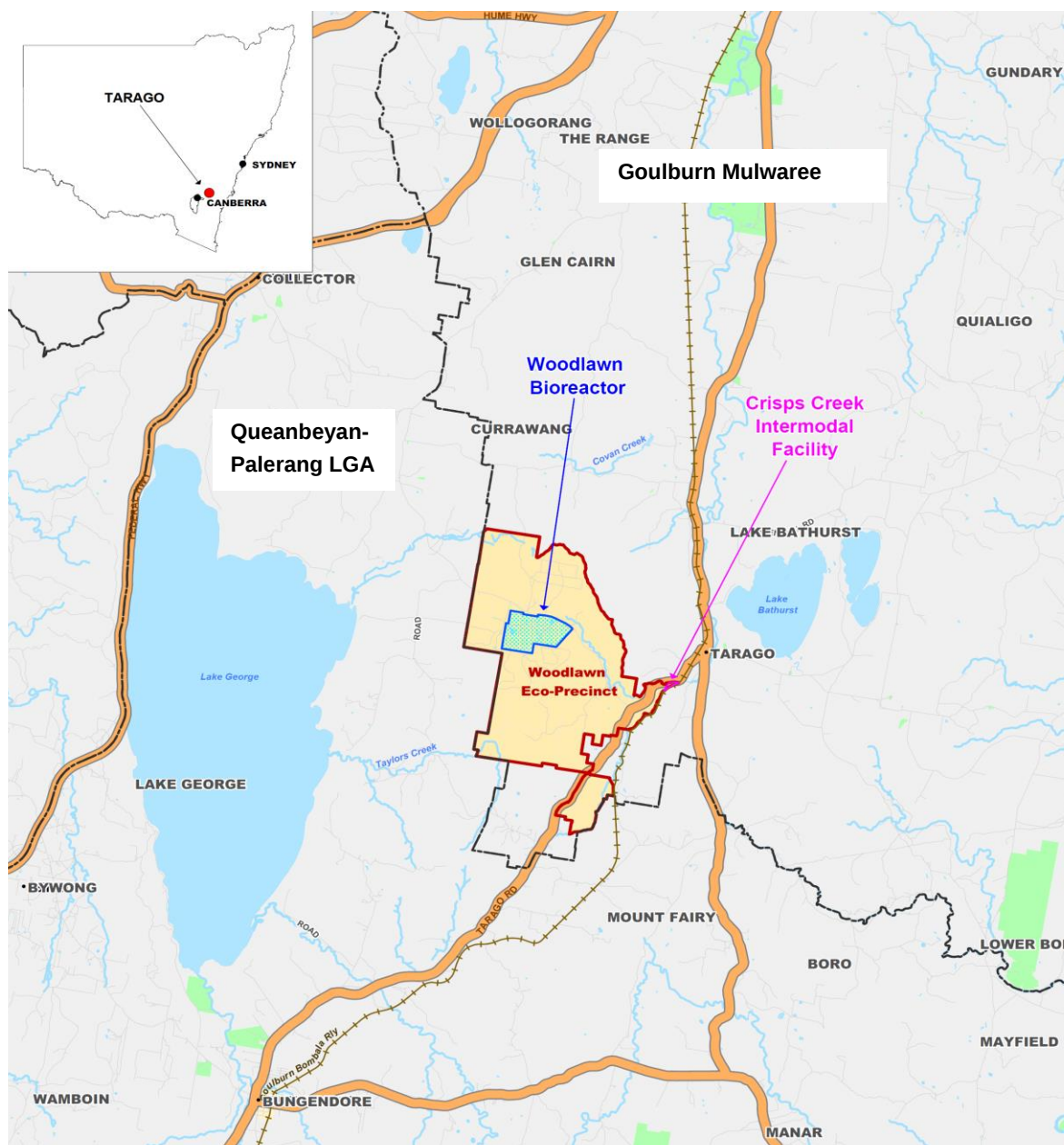


Figure 2 | Woodlawn Eco Precinct, Bioreactor and Crisps Creek IMF

The Woodlawn Eco Precinct is located in the former Woodlawn mine void with an area of 39 hectares (ha) and a depth of 200 metres (m). The closest sensitive receiver is located 1.6 kilometres (km) away at Woodland Farm. Woodland Farm is currently owned by Veolia. The nearest private residence is located approximately 3.7 km to the south-west at a property called 'Torokina'.

In January 2020, NSW Public Works Advisory (PWA) and the Environment Protection Authority (EPA) approached the Applicant regarding its capacity to accept waste from bushfire impacted areas for disposal at the Woodlawn Bioreactor, including asbestos containing material. This modification seeks a temporary increase to waste receipt rates to accommodate the additional waste.

1.2 Approval history

Three development approvals relate to the site and include:

- Development Consent DA 31-02-99: Woodlawn Waste Management Facility (the Bioreactor and Crisps Creek IMF) approved by the then Minister for Urban Affairs and Planning on 30 November 2000
- Project Approval SSD 10_0012: Woodlawn Waste Expansion Project (the Bioreactor and Crisps Creek IMF) approved by the former Planning Assessment Commission as delegate of the Minister for Planning on 16 March 2012
- Project Approval MP06_0239: Woodlawn Mechanical Biological Treatment Facility approved by the former Minister for Planning on 6 November 2007.

Project Approval SSD 10_0012 has been modified on three occasions (see **Table 1**). The project approval was transitioned to SSD on 14 June 2019 and is now referred to as SSD 10_0012.

Table 1 | Summary of Modifications

Mod No.	Summary of Modifications	Approval Authority	Type	Approval Date
MOD 1	Changes to on-site stormwater and treated leachate management	Department	75W	9 September 2016
MOD 2	Construction and operation of a leachate plant and changes to regional waste limits and operating hours	Department	75W	22 December 2017
MOD 3	Construction and operation of a Solid Recovered Fuel processing area and changes to the Crisps Creek Intermodal Facility	Department	75W	9 April 2019

On 7 July 2019, the Planning Secretary approved a request by Veolia to increase the amount of regional waste received by road, up to a total of 125,000 tpa. The request was approved in accordance with Condition 6 of Schedule 3 of SSD 10_0012.

2 Proposed modification

2.1 Proposed Modification

The Applicant has lodged a modification application under section 4.55(1A) of the EP&A Act to modify the development consent. The modification is described in the application documents included in Appendix B and is summarised below.

The Applicant proposes to modify the consent to accept up to 200,000 m³ of waste from bushfire impacted areas over a period of six months between March 2020 and 30 September 2020. Up to 38,000 m³ of this waste would include asbestos contaminated material.

Bushfire material accepted at the site under the proposal would come from Queanbeyan-Palerang Regional Council, Goulburn Mulwaree Council, Shoalhaven Council and Wingecarribee Shire Council.

The additional waste would be excluded from the maximum annual input rates detailed in Conditions 5, 6 and 7 of Schedule 3. The temporary increase to waste receipt rates at the Woodlawn Bioreactor would involve modifying the consent to include a specific condition for the receipt of waste from bushfire impacted areas.

The proposed condition is as follows:

- 7A Irrespective of conditions 5, 6 and 7 of Schedule 2, the Proponent may receive up to 200,000 cubic metres of regional waste from bushfire impacted areas of NSW between March and September 2020, unless otherwise agreed to in writing by the Planning Secretary. The regional waste received from bushfire impacted areas is to be excluded from the maximum annual input rates in conditions 5, 6 and 7 of Schedule 2.

Note: Road maintenance contributions outlined in Condition 10 of Schedule 6 also applies to the bushfire impacted waste referred to in Condition 7A above

No other conditions of the development consent would be modified.

2.2 Applicant's justification for the Proposed Modification

The proposed modification would assist the NSW Government in coordinating timely clean-up of bushfire impacted areas. The Woodlawn Bioreactor is an established facility of adequate scale to accommodate the additional waste without adversely impacting existing operations. Veolia has established environmental management systems to ensure the waste would be handled, treated and disposed of appropriately.

3 Statutory context

3.1 Scope of modifications

The Department has reviewed the scope of the modification application and considers 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; and
- 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 and does not constitute a new development application. Accordingly, the Department considers that the application should be assessed and determined under section 4.55(1A) of the EP&A Act rather than requiring a new development application to be lodged.

3.2 Consent authority

The Minister for Planning and Public Spaces is the consent authority for the application under section 4.5(a) of the EP&A Act. However, under the Minister's delegation dated 9 March 2020, the Director, Industry Assessments, may determine the application.

3.3 Part 3A transition to State significant development

This project was originally approved under the former section 75J of the EP&A Act and was a transitional Part 3A project under Schedule 2 of the Environmental Planning and Assessment (Savings, Transitional and Other Provisions) Regulation 2017 (EP&A (ST&OP) Regulation).

On 6 June 2019 the Director, Industry Assessments (as delegate of the Minister for Planning and Public Spaces), made an order under clause 6 of Schedule 2 to the EP&A (ST&OP) Regulation declaring the development the subject of project approval SSD 10_0012 to be SSD. The order was published in the NSW Government Gazette on 14 June 2019 and took effect from that date.

4 Engagement

4.1 Department's engagement

Clause 117(3B) of the Environmental Planning and Assessment Regulation 2000 (EP&A Regulation) specifies the notification requirements of the EP&A Regulation do not apply to section 4.55(1A) modifications with minimal environmental impacts. Accordingly, the application was not exhibited or advertised. However, it was made publicly available on the Department's website on 9 March 2020, and was referred to EPA, Queanbeyan-Palerang and Goulburn Mulwaree Councils for comment. Letters were also sent to several community groups and nearby sensitive receivers.

4.2 Applicant's engagement

The Applicant consulted with the local community regarding the disposal of bushfire waste at the facility. The Applicant provided information to the community at the Tarago Progress Association Inc meeting on 10 February 2020 and the Woodlawn Community Liaison Committee meeting on 27 February 2020. An email was also sent to community stakeholders on 19 February 2020.

The Applicant has also discussed the modification with Goulburn Mulwaree Council and Queanbeyan-Palerang Regional Council, noting that some of the waste would originate from these council areas.

4.3 Summary of submissions

The EPA were supportive of the modification noting the clean-up of bushfire waste was an important part of the bushfire recovery efforts.

Water NSW did not object to the proposed modification however, requested to remain a stakeholder for the project and be consulted during any revisions to any relevant plans or documents.

Goulburn Mulwaree Council recognised the need to dispose of bushfire waste at privately operated waste management facilities and the need to relax throughput and transport route restrictions.

Queanbeyan-Palerang Regional Council did not object to the proposed modification however, reserved the opportunity to recover costs due to damage to roads managed by Council from transporting waste to Woodlawn. To address this the Applicant confirmed that they would continue to pay the contributions set out in Schedule 6 of the consent for SSD 10_0012.

5 Assessment

The Department has assessed the relevant issues for the modification in **Table 2**.

Table 2 | Impact Assessment

Issue	Findings	Recommendations
Traffic	<u>Vehicle movements</u> The site currently receives around 145 waste trucks per day. Based on the advice from PWA, there would be up to 70 additional trucks per day delivering bushfire waste. The Department notes this would generate one additional truck every 7-8 minutes over a six-month period. The Applicant has identified the site could handle more than one additional truck every ten minutes without impacting on the current operations. <u>Haul routes</u> Approximately 80% of trucks would arrive and depart via Tarago to the north and 20% via Bungendore to the south. The truck haulage routes for bushfire waste would be consistent with the current haulage routes for regional waste delivered to the site. Veolia currently pays Section 94 contributions to both Councils in accordance with Condition 10 of Schedule 6 of SSD 10_0012. There is also an agreed road funding strategy with Queanbeyan-Palerang Council under the SSD consent and road widening works have commenced. The Applicant would continue to meet its requirements for contributions to local road improvements in accordance with the existing conditions of consent. <u>Consideration</u> The Department notes the increase in vehicle movements is limited to between March and September 2020 and could be accommodated without impacts to Veolia's existing operations. The Department is satisfied any impacts to the road network would be temporary and would be managed in accordance	Not Applicable

Issue	Findings	Recommendations
	with the existing conditions of consent including a transport code of conduct and the aforementioned road upgrades.	
Waste management	<u>General Waste Management</u> The modification is seeking to receive up to an additional 200,000 m³ of bushfire waste, including approximately 38,000 m³ of ACM. All waste received at the site will be managed as per the existing licence (EPL 11436) and the Environmental Guidelines: Solid Waste Landfills (NSW EPA, 2016) and SSD 10_0012. <u>Asbestos Contaminated Material</u> The Woodlawn Bioreactor is permitted to receive ACM. However, to date the Applicant has chosen not to receive this type of waste at the site. The Applicant has experience managing asbestos waste at its Horsley Park Waste Management Facility and have adapted the processes from the Horsley Park facility to demonstrate how ACM would be managed at Woodlawn. The proposed processes for managing ACM are set out in the modification report and include: • all employees trained in asbestos awareness • each load of ACM weighed and inspected on entry to site (non-compliant loads will be rejected) • signage directing truck to ACM tipping area (50 m exclusion zone) • NSW EPA WasteLocate QR plate to be scanned by drivers on entry to ACM disposal area • work Instruction related to receipt of ACM will be implemented and enforced • dedicated machines working with ACM inside the exclusion zones will have pressurised cabins with HEPA filters • air quality monitoring as per the management plan to ensure controls are effective. The Department considers there would be appropriate processes in place to manage ACM.	Include a new condition to allow the site to receive up to 200,000 m ³ of bushfire waste.

Issue	Findings	Recommendations
	<u>Landfill Capacity</u> The current capacity at Woodlawn is 26.7 million m³ and the remaining landfill life is 41.7 years based on an annual input rate of 930,000 tpa. The impact of an extra 200,000 m³ of bushfire impacted waste, will reduce the life of the Woodlawn Bioreactor by approximately 6 months to 41.1 years, which the Department considers is not significant in relation to the overall landfill capacity. <u>Consideration</u> The site is an existing waste management facility with good environmental protection measures and sound waste management processes and procedures in place. The Department acknowledges the need to find suitable facilities to manage bushfire waste in order to assist in timely clean-up. The Department is satisfied the site can manage the additional waste with its existing management and mitigation measures. The Department is satisfied the proposed asbestos management processes are appropriate to manage this type of waste and note that the facility is already approved to receive ACM. The Department's assessment concludes the receipt of an additional 200,000 m³ of bushfire waste would not significantly reduce the available capacity at Woodlawn for future needs.	
Noise	<u>Plant and equipment</u> Additional processing and equipment may result in additional noise impacts, however the nearest residential receiver is located 3.7 km from the site. One additional 24 tonne excavator is required to manage ACM. This plant would operate within the void and noise levels are predicted to be consistent with the existing operations. The Applicant has noted there are no proposed changes to operational hours to process the additional bushfire waste.	Not applicable

Issue	Findings	Recommendations
	The nearest sensitive receivers are located some distance from the site which provides a buffer between site activities and receivers. However, the Applicant will be required to comply with the existing noise limits set out in Schedule 4 of SSD 10_0012. <u>Road noise</u> Road noise was also considered, noting any impacts would be temporary. In order to manage potential road noise impacts, the Applicant has consulted with GMC, QPRC and the local community in Tarago and will continue to liaise with these stakeholders during the period additional bushfire waste is being received. The Department is satisfied the road noise impacts would be temporary and managed through ongoing consultation with affected stakeholders. <u>Consideration</u> The Department is satisfied there would not be any significant change to noise impacts based on what has been approved. Any noise impacts would be temporary could be managed by existing conditions of consent including a Noise Monitoring and Management Plan.	
Air quality	<u>Emissions</u> The only new plant would be a 24-tonne excavator. The air emissions generated by the modification would not significantly increase from what was originally approved. Any additional emissions would be temporary, limited to a period between March and September 2020. Air emissions would continue to be managed in accordance with the site's air quality management plan. The Applicant has controls in place to manage asbestos waste as set out above (Waste Management). The Applicant will manage impacts of asbestos waste through air quality monitoring, on-site safety controls such as worker protection and clear identification of disposal areas. These controls are outlined in the Applicant's companywide Asbestos Management Plan. The Department is satisfied the current management and mitigation measures including minimising the active tipping	Not applicable

Issue	Findings	Recommendations
	face and the use of water trucks on haul routes for dust suppression would be sufficient to manage any additional air quality impacts. <u>Odour</u> The bushfire impacted material will be inert and therefore will not result in any odour impacts. <u>Consideration</u> The Department is satisfied there would not be any significant change to air emissions based on what has been approved. Any air quality impacts would be managed through existing conditions of consent.	
Water	<u>Leachate management</u> Bushfire waste is expected to be largely building and demolitions waste and will not include putrescible waste. Therefore, the amount of leachate produced should not be significant. Veolia has a long-term leachate management solution for the Woodlawn Bioreactor. Accepting the bushfire impacted waste will not impact on the collection network or the capacity of the system to treat leachate from the Woodlawn Bioreactor. <u>Consideration</u> The Department is satisfied the existing leachate management system would adequately manage the additional bushfire waste.	Not applicable

6 Evaluation

The Department has assessed the proposed modification in accordance with the relevant requirements of the EP&A Act.

The Department considers the proposed modification can be undertaken on the basis it would:

- result in minimal environmental impacts beyond the approved facility
- would enable bushfire waste to be managed at an established facility with good environmental protection processes and procedures
- would support the timely clean-up of bushfire waste, as an important part of the bushfire recovery efforts.

The Department is satisfied that the modification should be approved, subject to conditions.

7 Recommendation

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

- **considers** the findings and recommendations of this report
- **determines** that the application SSD 10_0012 MOD 4 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 approve the modification
- **agrees** with the key reasons for approval listed in the draft notice of decision;
- **modifies** the consent SSD 10_0012
- **signs** the attached approval of the modification (**Appendix D**).

Recommended by:



Katelyn Symington

Senior Environmental Assessment Officer
Industry Assessments

Recommended by:



Deana Burn

Specialist Planner
Industry Assessments

8 Determination

The recommendation is **Adopted** by:



16 March 2020

Chris Ritchie

Director

Industry Assessments

as delegate of the Minister for Planning and Public Spaces

Appendices

Appendices should follow this general layout but may be modified for specific reporting needs where necessary:

Appendix A – List of referenced documents

Modification Application for the Woodlawn Bioreactor (SSD 10_0012) to accept waste from bushfire impacted areas prepared by Veolia Environmental Services (Australia) Pty Ltd dated March 2020

Appendix B – Modification report

Available on the Department's website at:

<https://www.planningportal.nsw.gov.au/major-projects/project/27316>

Appendix C – Submissions

Available on the Department's website at:

<https://www.planningportal.nsw.gov.au/major-projects/project/27316>

Appendix D – Notice of modification