

Modification 3 of Banksmeadow Waste Transfer Terminal

State Significant Development Modification Assessment Report (SSD-5855-Mod-3)

March 2026





Acknowledgement of Country

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

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Preface

This assessment report provides a record of the Department of Planning, Housing and Infrastructure's (the Department) assessment and evaluation of Veolia Environmental Services (Australia) Pty Ltd's application to modify the State significant development (SSD) consent for the Modification 3 of Banksmeadow Waste Transfer Terminal, located in the Bayside local government area. The report includes:

- a description of the proposed modification
- an assessment of the modification against government policy and statutory requirements, including mandatory considerations
- a demonstration of how matters raised 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 mitigation measures and government advice, and provides a view on whether the impacts are, on balance, acceptable
- a recommendation to the decision-maker, along with the reasons for the recommendation, to assist them in making an informed decision about whether the consent should be modified and any conditions that should be imposed.

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1 Introduction

The modification application seeks to modify the Banksmeadow Waste Transfer Terminal (BWTT) development consent (SSD-5855) to permit receipt of additional General Solid Waste (GSW) putrescible for transfer by rail, increased Food Organics and Garden Organics (FOGO) waste for transport by road and receipt from any source, and additional receiving destinations for both FOGO and non-putrescible waste streams.

A more detailed overview of the proposed modification is provided in **Section 2**.

The application was lodged on 9 January 2026 by Veolia Environmental Services (Australia) Pty Ltd (the Applicant) pursuant to section 4.55(1A) of the *Environmental Planning and Assessment Act 1979* (EP&A Act).

1.1 Background

The Applicant operates a waste facility, the BWTT, with road and rail access at 34 – 36 McPherson Street, Banksmeadow (the site) located primarily in the Bayside local government area (LGA).

SSD-5855 permits the construction and operation of a waste transfer terminal that receives, handles and stores GSW, comprising 400,000 tonnes per annum (tpa) putrescible and 100,000 tpa non-putrescible GSW. More detail on existing waste operations is provided in **Section 1.4**.

1.2 Subject Site

The site is located at 34-36 McPherson Street, at the corner of Beauchamp Road, Banksmeadow (see **Figure 1**), which is located mostly within the Bayside LGA, with a small portion of the south-east corner of the site, including access to Beauchamp Road, located within the Randwick LGA.

The site comprises four land allotments (see **Figure 2**):

- Lot A of Deposited Plan (DP) 36725
- Lot B DP 366725
- Lot 1 DP 435497
- Part Lot 20 DP 1231202

The site is approximately 11 km south-east of Sydney and 4 km east of Sydney Airport and comprises approximately 2.5 hectares (ha) of land zoned IN1 General Industrial under State Environmental Planning Policy (Transport and Infrastructure) 2021, Chapter 5 – Three Ports. It is bounded by Pacific National railway sidings to the north-east, Banksmeadow Recycling and Beauchamp Road to the south-east, McPherson Street and Botany Bay Industrial Estate to the south and the Botany Railway line to the west (see **Figure 3**).



Figure 1 | Regional Context



Figure 2 | Land Allotments Comprising the Site

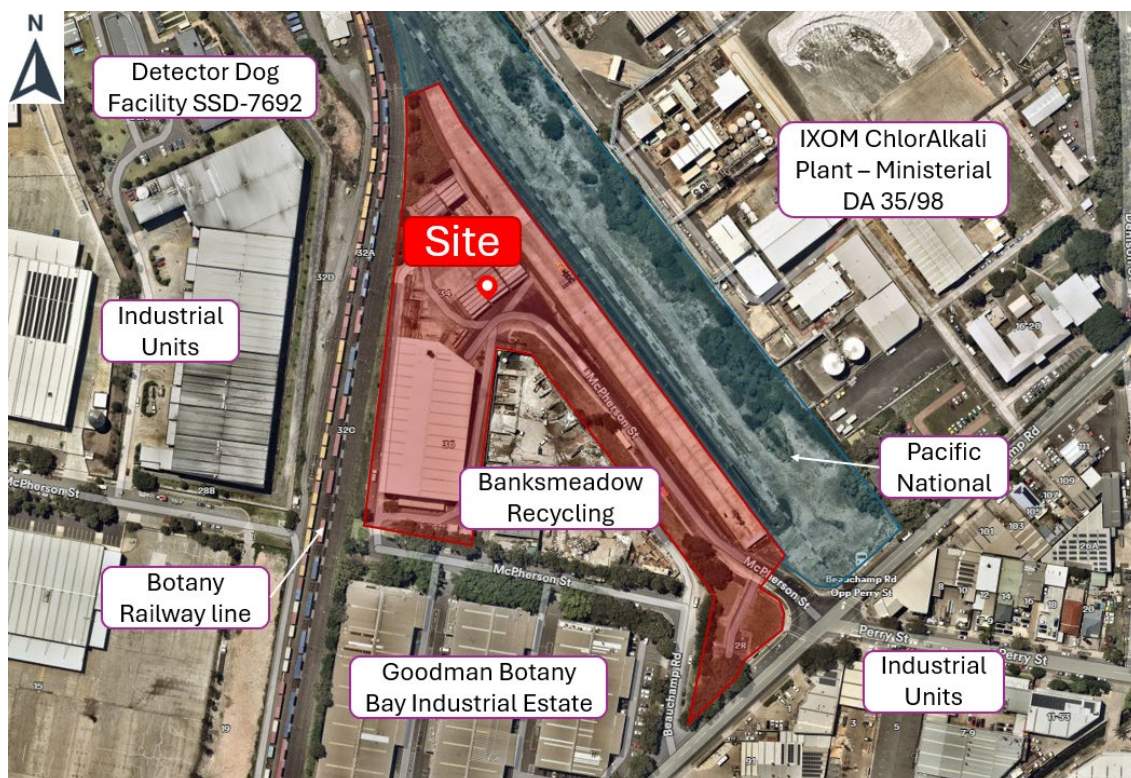


Figure 3 | Surrounding Land Uses

1.3 Approval History

On 28 April 2015 project approval was granted by the then Planning Assessment Commission of NSW under delegation from the then Minister for Planning for the development of the Banksmeadow Waste Transfer Terminal SSD-5855.

The consent has been modified on two occasions (see **Table 1**).

Table 1 | Summary of Modifications

Modification	Description	Decision-maker	Type	Date
MOD 1	Extension of timeframe to complete road upgrade works to Beauchamp Road and Perry Street intersection.	Department – Executive Director	S96(1A)	31 August 2016
MOD 2	Road transport of 12,000 tpa FOGO waste received from Inner West Council to the TopSoil Organics Facility (TOF).	Department - Team Leader	4.55(1A)	7 November 2023

1.4 Existing Waste Operations

The BWTT receives GSW and is one of two transfer terminals in Sydney that transfers putrescible GSW to the Woodlawn Eco Precinct (WEP) by rail. All waste is received at the BWTT by road, and waste transferred by rail is loaded onto trains directly via the on-site railway siding on the Botany Railway line.

Source-separated FOGO waste is handled separately to other waste streams and is obtained from municipal waste sources only; currently received from Randwick, Woollahra and Inner West councils. The combined FOGO waste from Randwick and Woollahra councils amounts to approximately 17,000 tpa and is compacted and loaded into containers for transfer by rail to the WEP where it is composted and reused on site. FOGO from Inner West Council is handled separately and transferred to the TOF at Forbes in Central West NSW by truck, where it is recycled.

Non-putrescible GSW is permitted for receipt at the BWTT and transfer by road to the Veolia Camellia Materials Recycling Facility. However, this facility has not been constructed, therefore the BWTT is unable to receive this waste stream.

All other putrescible GSW is transferred into shipping containers for transfer to the WEP by rail.

1.4.1 Relationship to the Woodlawn Eco Precinct

Waste containers dispatched by rail are transferred to the Crisps Creek Intermodal Facility on the Bombala Railway line, south of Goulburn. At Crisps Creek, these containers are transferred by road to the WEP where waste is unloaded for treatment, recycling or disposal.

The WEP comprises the Woodlawn Bioreactor (MP10_0012) and the Woodlawn Mechanical Biological Treatment Facility (MP06_0239), with a combined permitted waste receipt from Sydney of 1.18 million tpa.

2 Proposed Modification

2.1 Modification Overview

The modification is described in full in the Modification Report included in **Appendix A** and is summarised in **Table 2**.

The modification seeks to permit increased receipt of putrescible general solid waste (GSW), an increase in tonnage of source-separated FOGO for transport by road, and the addition of alternate destinations for FOGO and non-putrescible waste transported by road.

Table 2 | Key Aspects of the Modification

Project Element	SSD-5855, as modified	Proposed Modification
GSW waste receipt and processing limits	400,000 tpa putrescible GSW 100,000 tpa non-putrescible GSW	500,000 tpa combined putrescible and non-putrescible GSW - No more than 100,000 tpa of the total GSW limit would be non-putrescible
Road transport of source-separated FOGO waste	Road transport of 12,000 tpa of FOGO received from Inner West Council to the TOF	Road transport of 20,000 tpa of FOGO received from any source to any appropriately licenced receiving facility
Road transport of non-putrescible GSW	Up to 100,000 tpa of non-putrescible GSW transported to the proposed Veolia Material Recovery Facility at Camellia	Up to 100,000 tpa of non-putrescible GSW transported by road to any appropriately licenced receiving facility

2.2 Applicant's Justification for the Proposed Modification

The Applicant advised that there is additional capacity at the existing BWTT to enable increased receipt of putrescible GSW waste, including source-separated FOGO, which it transferred more by road during the 2024-2025 reporting period than the permitted 12,000 t. Increased receipt of FOGO would enable greater recycling rates for this material, in alignment with the NSW Government *Waste and Sustainable Materials Strategy 2041* and the requirement for Councils to provide FOGO collection to all NSW households by 2030 to divert organic waste from landfill.

The dispatch of FOGO waste by road to locations other than the TOF at Forbes would provide contingency for beneficial recycling of this waste should transport to that facility be disrupted; while the dispatch of non-putrescible GSW to any appropriately licensed facility would provide an alternative destination for processing of this waste stream, as the previously intended destination specified in the consent has not become operational.

3 Statutory Context

3.1 Scope of Modification and Assessment Pathway

Details of the assessment pathway under which the modification is sought is provided in **Table 3** below.

Table 3 | Assessment Pathway

Consideration	Description
Scope of modification	Modification involving minimal environmental impact The Department has reviewed the scope of the modification and considers that it can be characterised as a modification involving minimal environmental impact as the proposal is substantially the same development as originally approved and: • would not result in significant environmental impacts beyond those assessed for SSD-5855 • would not change the primary function and purpose of the existing approved use • within the scope of scale change that warrants use of section 4.55(1A) of the EP&A Act. 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.
Consent Authority	Minister for Planning and Public Spaces (Minister) • The Minister is the consent authority under section 4.5(a) of the EP&A Act.
Decision-maker	Under the Minister’s delegation of 9 March 2022, the Team Leader, Industry Assessments, may determine the application under delegation as: – the application has not been made by a person who has disclosed a reportable political donation under section 10.4 of the EP&A Act – there are no public submissions (other than a council) in the nature of objections, and – Council has not made a submission by way of objection under the mandatory requirements for community participation listed under Schedule 1 of the EP&A Act.

3.2 Other Approvals and Authorisations

The approved development operates under Environment Protection Licence 20581 (EPL 20581) issued by the NSW Environment Protection Authority (EPA) under section 42 of the *Protection of the Environment Operations Act 1997*.

The Department has consulted with and considered the advice of the EPA in its assessment of the modification application. The EPA recommended incorporation of conditions into the modified consent (see **Sections 4 and 5**) and advised a variation to the EPL is required if the modification is approved.

3.3 Mandatory Matters for Consideration

The Department undertook a comprehensive assessment of the application against the mandatory matters for consideration as part of the original assessment of SSD-5855 (under section 79C of the EP&A Act). This modification application does not result in significant changes that would alter the Department's consideration of the mandatory matters for consideration under section 4.15(1) of the EP&A Act and conclusions made as part of the original assessment.

3.4 Biodiversity Development Assessment Report

Clause 30A(2)(c) of the Biodiversity Conservation (Savings and Transitional) Regulation 2017 requires all SSD modifications to be accompanied by a Biodiversity Development Assessment Report (BDAR) unless the authority or person determining the application is satisfied that the modification will not increase the impact on biodiversity values (as identified in the BC Act and in the Biodiversity Conservation Regulation 2017).

The Department is satisfied that the modification will not increase the impact on biodiversity values and consequently, a BDAR is not required to accompany the modification application.

4 Engagement

4.1 Department's Engagement

In accordance with the Environmental Planning and Assessment Regulation 2021 (EP&A Regulation) the Department made the modification application publicly available on the Department's website on 12 January 2026 and forwarded the application to Council and state agencies for comment.

4.2 Summary of Advice Received from Government Authorities

The Department received advice from one government authority on the modification application, the EPA. A link to the full copy of the advice is provided in **Appendix B**. In summary, the EPA raised concerns regarding operational odour impacts and recommended that the Applicant undertake an independent Odour Impact Review within 6 months of determination of the modification.

Transport for NSW was also consulted in accordance with Section 2.122 of the State Environmental Planning Policy (Transport and Infrastructure) 2021 (T&I SEPP) and provided no comment.

4.3 Summary of Council Submission

Bayside Council provided comments on the modification. Council raised concerns regarding odour and leachate generation and noted that the land is subject to the provisions in Chapter 5 – Three Ports of the T&I SEPP, which contains additional planning provisions that aim to allow efficient development and the protection of land for port purposes at Port Botany, Port Kembla and Port of Newcastle.

5 Assessment

The Department has assessed the merits of the proposed modification. During this assessment, the Department has considered the:

- Modification Report provided to support the proposed modification (see **Appendix A**)
- documentation and Department's assessment report for the original DA and subsequent modification application(s) (see **Appendix A**)
- advice from State government authorities and Bayside Council (**Appendix A**)
- relevant environmental planning instruments, policies and guidelines
- requirements of the EP&A Act, including the objects of the EP&A Act.

The Department's assessment of issues is provided in **Section 5.1**.

5.1 Other issues

Table 4 | Assessment of Other Issues

Findings and conclusions	Recommended conditions
Odour	
• Receival and handling of additional putrescible GSW as part of the modification has the potential to increase off-site odour impacts. • An Odour Memorandum included with the Modification Report noted that the AQIA for SSD-5855 had already assessed the odour impacts from the facility at 500,000 tpa of putrescible GSW, with emissions assumptions based on a similar operational facility at Clyde • The Air Quality Impact Assessment submitted with SSD-5855 included two CALPUFF dispersion modelling scenarios prepared in accordance with the <i>Approved Methods for the Modelling and Assessment of Air Pollutants in NSW</i> to predict odour levels from the development at nearby receivers. • The AQIA included a scenario where the facility accepts 400,000 tpa putrescible GSW, and another where the facility accepts 500,000 tpa. Both scenarios resulted in compliance with the urban odour emission criteria of 2 Odour Units (OUs) at all receivers, including nearby industrial and commercial receivers.	Require the Applicant to: • conduct an Odour Audit within six months of approval of the modification

Findings and conclusions	Recommended conditions
• The EPA noted that the Applicant had received three complaints in relation to odour during the 2024-2025 reporting period and commented that the increase in putrescible waste would have no material change to the odour profile of the site, but that additional impacts to neighbouring commercial and industrial facilities are possible and recommended preparation of an Odour Impact Review. • Council also noted existing odour complaints and recommended the preparation of an odour management plan. • The Department considers that predicted odour impacts would be acceptable, subject to preparation of an Odour Audit and the existing conditions requiring no emission of offensive odour and continued implementation of an odour management plan. • The Department's assessment concludes that potential odour impacts would be acceptable and would be adequately managed by the Applicant, subject to the implementation of the recommended condition.	
Traffic and Transport	
• Receival and dispatch of up to 20,000 tpa of FOGO waste by truck and the potential for increased putrescible waste processing could result in traffic impacts to the local road network and consideration of the capacity of the rail network. • The Modification Report included a Traffic Impact Assessment (TIA) assessing traffic impacts from the increase in road transport of FOGO waste. • The transport of 20,000 tpa FOGO by road would result in 10 additional truck movements servicing the site in any given 24-hour period, with two additional movements in each of the AM and PM peak periods, compared with the existing 742 heavy vehicle movements per day assessed in SSD-5855. • The Modification Report also considered the increase in putrescible waste handling by 25% which would be transported from the development by train and stated that the increased train length to carry this additional putrescible waste would be accommodated by the rail sidings at the BWTT and Crisps Creek Intermodal Facility and train paths on the rail network.	No additional conditions required

Findings and conclusions	Recommended conditions
- TfNSW and Council reviewed the Modification Report. TfNSW noted that the modification is not expected to impact the classified road network, and Council made no comment regarding traffic and transport. - The Department has reviewed the information in the Modification Report including the TIA and advice from TfNSW and Council and considers that the additional impact on the road and rail networks is minimal, and that the existing condition for a Traffic Management Plan remains appropriate to manage any impacts to the road network. - The Department's assessment concludes that the traffic and transport impacts resulting from the Modification would be minimal and managed under the existing conditions of consent.	
Noise	
- Additional truck movements at the BWTT could result in off-site noise impacts from the development. - The BWTT is located in an established industrial area, with the nearest residential receivers located approximately 250 m to the north-east. - The Modification Report included an Acoustic review which assessed the impact of ten additional daily truck movements at the site against the <i>NSW Road Noise Policy</i>. - The Acoustic Review found that road traffic noise levels already exceed the RNP criteria and that the additional traffic would result in an increase of approximately 0.06 dB LA_{eq(period)}, which it considered negligible. - The EPA reviewed the Acoustic Review and advised that no additional noise impacts are expected from the modification. - The Department has considered the noise impact of the modification and considers that it would comply with relevant guidelines and not result in increased noise impacts to sensitive receivers.	No additional conditions required
Waste management	
The increase in FOGO waste for recycling transferred via the BWTT and changes sought to the destination for this waste have the potential to result in transfer of material to facilities that are not	The Applicant must: transfer no more than 20,000 tpa of FOGO waste by road to

Findings and conclusions	Recommended conditions
appropriate for receiving this waste, due to the limited existing capacity for FOGO recycling. • The Applicant advised in its Modification Report that while the TOF would remain the main destination for FOGO waste transferred from the BWTT, that it is seeking flexibility to send this waste stream to other resource recovery facilities should there be disruptions to operations at the TOF or transport routes. • The Department has considered the Applicant's request and considers that some flexibility should be permitted, provided that alternative facilities are suitably licenced and permitted to receive the waste stream. • The Department has recommended amendments to conditions of consent permitting 20,000 tpa of FOGO waste for road transport and requiring that this waste stream continues to be transferred to the TOF, or another appropriately licenced facility. • The Department concludes that waste management at the BWTT will continue to be managed appropriately subject to the amended conditions.	the TOF, or another licenced resource recovery facility

6 Evaluation

The Department's assessment has considered the relevant matters and objects of the EP&A Act and considers the proposed modification is appropriate on the basis that:

- the proposed modification will result in minimal environmental impacts beyond the approved facility
- the proposed modification would incorporate contingencies to ensure all waste is transferred to appropriate facilities with adequate capacity
- changes to the waste receipt limits would allow a greater proportion of putrescible waste to be received, assisting with targets for the diversion of organic waste from landfill.

The Department has recommended a range of conditions to manage residual environmental impacts, including requiring an odour audit within six months of approval of the modification to verify that any increase in organics receipt does not cause adverse odour impacts to nearby sensitive receivers.

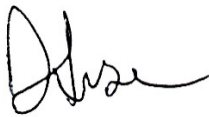
The Department is satisfied the modification should be approved subject to conditions.

7 Recommendation

It is recommended that the **Team Leader, Industry Assessments**, as delegate of the Minister:

- **considers** the findings and recommendations of this report
- **determines** that the application SSD-5855-MOD-3 falls within the scope of section 4.55(1A) of the EP&A Act
- **forms the opinion** under clause 30A(2)(c) of the Biodiversity Conservation (Savings and Transitional) Regulation 2017 that a BDAR is not required to be submitted with this application as the application will not increase the impact on biodiversity values on the site
- **accepts and adopts** the findings and recommendations in this report as the reasons for making the decision to approve the modification
- **modifies the consent** for the Banksmeadow Waste Transfer Terminal (SSD-5855), subject to the conditions in the attached instrument of modification.
- signs the attached instrument of modification (**Appendix C**).

Recommended by:



David Ansen

Planning Officer

Industry Assessments

8 Determination

The recommendation is **adopted** by:

A handwritten signature in black ink, appearing to read 'L. Blecher', written in a cursive style.

Lindsey Blecher

Team Leader

Industry Assessments

Glossary

Abbreviation	Definition
Applicant	Veolia Environmental Services (Australia) Pty Ltd
BWTT	Banksmeadow Waste Transfer Terminal
Department	Department of Planning, Housing and Infrastructure
EPA	NSW Environment Protection Authority
EP&A Act	<i>Environmental Planning and Assessment Act 1979</i>
EP&A Regulation	Environmental Planning and Assessment Regulation 2021
EPL	Environment Protection Licence
FOGO	Food Organics and Garden Organics
GSW	General Solid Waste
LGA	Local Government Area
Minister	Minister for Planning and Public Spaces
SSD	State Significant Development
T&I SEPP	State Environmental Planning Policy (Transport and Infrastructure) 2021
TfNSW	Transport for NSW
TOF	Topsoil Organics Facility
WEP	Woodlawn Eco Precinct

Appendices

Appendix A – List of Referenced Documents

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

Modification Application

- ‘Modification Report - Modification 3 of Banksmeadow Waste Transfer’ prepared by Element Environment Pty Ltd dated 10 November 2025

<https://www.planningportal.nsw.gov.au/major-projects/projects/mod-3-increases-putrescible-and-fogo-waste>

Department’s Assessment Report for SSD-5855

- <https://www.planningportal.nsw.gov.au/major-projects/projects/banksmeadow-waste-transfer-terminal>

Appendix B – Submissions and Government Authority Advice

All submissions and government agency advice can be found here:

<https://www.planningportal.nsw.gov.au/major-projects/projects/mod-3-increases-putrescible-and-fogo-waste>

Appendix C – Recommended Instrument of Modification

<https://www.planningportal.nsw.gov.au/major-projects/projects/mod-3-increases-putrescible-and-fogo-waste>