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URBIS

# BOMBO QUARRY | SITE REHABILITATION WORKS

Request for State Significant Development  
Declaration

Prepared for  
**TRANSPORT ASSET MANAGER (TAM)**  
**AND BORAL**  
May 2025

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# 1. GLOSSARY AND ABBREVIATIONS

Reference	Description
ACHAR	Aboriginal Cultural Heritage Assessment Report
AEP	Annual Exceedance Probability
AHD	Australia Height Datum
AHIMS	Aboriginal Heritage Information Management System
AIA	Arboricultural Impact Assessment
AQIA	Air Quality Impact Assessment
ARI	Average Recurrence Interval
ASS	Acid Sulphate Soils
BAM	Biodiversity Assessment Method
BC Act	<i>Biodiversity Conservation Act 2016</i>
BC Reg	<i>Biodiversity Conservation Regulation 2017</i>
BDAR	Biodiversity Development Assessment Report
DCP	Development Control Plan
DP	Deposited Plan
DPHI	New South Wales Department of Planning, Housing and Infrastructure
DSI	Detailed Site Investigation
EDC	Estimated Development Cost
EIS	Environmental Impact Statement
EP&A Act	<i>Environmental Planning and Assessment Act 1979</i>
EPA Regulation	<i>Environmental Planning and Assessment Regulation 2021</i>
EPBC Act	<i>Environment Protection and Biodiversity Conservation Act 1999</i>
EPI	Environmental Planning Instrument
ESCP	Erosion and Sediment Control Plan
ESD	Ecologically Sustainable Development
GFA	Gross Floor Area
GVA	Gross Value Added

<b>Reference</b>	<b>Description</b>
HIS	Heritage Impact Statement
KLEP	Kiama Local Environmental Plan 2011
LGA	Local Government Area
LSPS	Local Strategic Planning Statement
MUSIC	Model for Urban Stormwater Improvement Conceptualisation
NML	Noise Management Level
NRAR	Natural Resource Access Regulator
NSW	New South Wales
NVIA	Noise and Vibration Impact Assessment
PBP	Planning for Bushfire Protection
PCT	Plant Community Type
PMF	Probable Maximum Flood
PSI	Preliminary Site Investigation
SEARs	Secretary's Environmental Assessment Requirements
SEPP	State Environmental Planning Policy
SSD	State Significant Development
SSDA	State Significant Development Application
TfNSW	Transport for New South Wales
TIA	Traffic Impact Assessment
VIA	Visual Impact Assessment

## 2. EXECUTIVE SUMMARY

The Bombo Quarry Precinct (**the Precinct**) presents a once-in-a-generation opportunity to unlock a significant parcel of land and enable the delivery of much needed housing for the State of New South Wales (**NSW**), and in particular the Illawarra Shoalhaven Region commencing in the next 5-10 years. The principal landowners, being Transport Asset Manager(**TAM**), and Boral (**the landowners**), have been reviewing the potential post quarry end use for the Precinct. The landowners have commenced detailed investigations to understand the site's opportunities and constraints to inform what's possible post quarry use. The first step is to rehabilitate the existing quarry to enable other uses, once current quarrying activities have ceased at the site.

The purpose of this report is to request that the Minister for Planning declare the site rehabilitation works as State Significant Development (**SSD**) in accordance with Section 4.36(3) of the *Environmental Planning and Assessment Act 1979* (**EP&A Act**) and to request the issue of Secretary's environmental assessment requirements (**SEARs**) for the application.

The SSD pathway is a critical requirement, as it will enable a streamlined assessment via an existing specialised team within the Department of Planning, Housing and Infrastructure (**DPHI**) who regularly assess complex applications relating to mines and quarries across the State. The landowners and project team are committed to working closely with Kiama Municipal Council (**Kiama Council**) through both the DA and future planning proposal pathway and will continue engagement with senior Kiama Council staff to guide and inform the ongoing environmental and technical investigations.

The Precinct has been identified as a significant mixed-use growth area in numerous State and local strategic planning documents, such as the Illawarra Shoalhaven Regional Plan 2041, and the Kiama Local Strategic Planning Statement 2020 (**Kiama LSPS**). Kiama's LSPS nominates the Precinct to support circa 2,000 residential dwellings, while also potentially delivering commercial, tourism and employment land uses once quarrying activities have ceased. Further, Kiama Council considered an engagement report relating to the draft Kiama Housing and Growth Strategy at its recent June 2024 meeting. The Ordinary Council meeting agenda from 18 June noted positive feedback was received from both the community and industry forums which support new housing within the Bombo Precinct. The Draft Growth and Housing Strategy was reported to Council in July 2024, and was exhibited between 19 July and 16 August 2024. Subsequently, Council then prepared "version 2", referred to as the Draft Local Housing Strategy, which was reported to Council in February 2025, and exhibited between 26 February and 27 April 2025. The Precinct is identified as 'Tier 4 – Strategically identified land' under Councils housing supply pipeline categorisation. The Draft Local Housing Strategy (version 2) specifically states that Precinct is a *long recognised regionally significant site with potential reuse for urban development following closure of quarrying activities and site remediation*.

Based on the preliminary investigations and master planning work undertaken to date, the site could support a mix of urban uses, including residential, commercial, tourism and employment land. This necessitates two planning pathways to 'unlock' the site. The first and the subject of this request, is a development application (**DA**) seeking consent to establish a landform suitable for future urban purposes which generally aligns with the concurrent Master Plan proposal. While the final landform sought by the DA may evolve over time, the intent of the earthworks DA is to establish a site layout and form that can operate suitably in regard to hydrological management, servicing requirements, and has regard to potential staging on the delivery and management of imported fill material. The second planning pathway required is a rezoning of the land via a Planning Proposal. The Planning Proposal is well underway and is being informed by a detailed master planning process to facilitate a revised planning framework for the Precinct. The masterplan is currently being developed in coordination with the proposed earthworks, to ensure the two planning pathway processes deliver a shared objective for the Precinct.

There is a clear and logical nexus between the final envisaged use of the site, and the initial works required to establish a suitable landform. Without first enabling the site to be made suitable for future potential urban purposes, the project would not be able to deliver on the objectives set out in the Illawarra Shoalhaven Regional Plan 2041, and the Kiama LSPS.

### 3. INTRODUCTION

The Bombo Quarry Precinct (**the Precinct**) presents a once-in-a-generation opportunity to unlock a significant parcel of land and enable the delivery of much needed housing for the State of New South Wales (**NSW**) commencing in the next 5-10 years. The principal landowners of The Precinct, being Transport Asset Manager (**TAM**), and Boral (**the landowners**), have been reviewing the potential post quarry end use for the Precinct since 2009. As the majority of ballast and material that can be feasibly extracted from the quarry has been mined, the landowners have commenced detailed investigations to understand the site's opportunities and constraints to inform what's possible post quarry use

Based on the preliminary investigations and master planning work undertaken to date, it is evident the site can support a mix of urban uses, including residential, commercial, tourism and appropriate employment opportunities. This necessitates two environmental planning pathways in order to 'unlock' the site. The first, and most critical of these approvals is a development application (**DA**) seeking consent to establish a landform suitable for future urban purposes. The second of the two planning pathways required, is a rezoning of the land via a Planning Proposal that will be supported by a detailed master planning process that will inform the future planning framework for the Precinct. The masterplan is currently being developed to align with the proposed earthworks, to ensure the two planning pathway process deliver a shared objective for the Precinct.

The DA will seek to establish a landform within the Precinct, which is suitable for future urban purposes, aligning with the intent of the concurrent master planning process. While the final landform sought may evolve over time and may require a future modification of any planning approval, the intent of the earthworks DA is to establish a site layout and form that can operate suitably in regard to hydrological management, servicing requirements, and would have regard to potential staging to accommodate fill importation and site reformation works.

The proposed nature of the works does not meet the criteria or classification to be categorised as designated development, or State significant development under any applicable environmental planning instruments (**EPIs**). The scope of works outlined in **Section 3** of this report are best defined as 'earthworks' in accordance with Clause 6.2 of the *Kiama Local Environmental Plan 2011* (**KLEP**). Earthworks are defined in the NSW Standard Instrument and KLEP to mean 'excavation or filling'. However, there is not sufficient clarity in the established planning frameworks to support the progression of a DA of this nature with confidence. To mitigate this uncertainty and in acknowledgement of what the nature and significance of the proposed activities will enable this strategically significant site to realise for the region, it is considered that the proposed works should be nominated as State Significant Development (**SSD**).

The purpose of this report is to request that the Minister for Planning declare the works as SSD in accordance with Section 4.36(3) of the *Environmental Planning and Assessment Act 1979* (**EP&A Act**) and to request the issue of Secretary's environmental assessment requirements (**SEARs**) for the application.

This report has been prepared by Urbis Ltd (**Urbis**) on behalf of the landowners, having regard to the Department of Planning, Housing and Infrastructure's (**DPHI**) 'Guideline on 'call-in' of State significant development under the Environmental Planning and Assessment Act 1979' (**Guidelines**, June 2011).

#### 3.1. APPLICANT

The principal landowners of the Precinct are TAM and Boral.

- TAM, established under the Transport Administration Act 1988, is the legal owner of the extensive portfolio of railway network assets, including land forming part of the Precinct. Sydney Trains currently operates their Bombo Quarry, producing ballast for use at TAM owned assets across NSW.
- Boral, an Australian owned building and construction materials group has operated a hard rock quarry at Bombo since 1972. Boral's quarry operations were suspended in 2014. Limited quarry operations recommenced in 2023 and are managed in accordance with current environmental planning approvals.

Panama Street, which transects the site, is a public road reserve owned by Council but currently not utilised for this purpose. It will be necessary to obtain a temporary Road Closure and subsequent Road Opening Permit(s) post development consent under Section 34 and Section 138 of the *Roads Act 1993* (respectively) to facilitate the undertaking of the proposed works.



An illustration of the parcels owned within the precinct are shown indicatively in the following section of this report.

## 3.2. BACKGROUND

The Precinct has been identified as a major mixed-use growth area in numerous State and local strategies, such as the Illawarra Shoalhaven Regional Plan 2041, and the Kiama LSPS to support up to 2000 residential dwellings, while also delivering commercial, tourism and employment land uses.

Figure 1 Bombo Quarry Precinct Ownership Plan



Source: Urbis, 2024

## 3.3. PLANNING PROPOSAL

The overall objective for the proposed works is to repurpose the Bombo Quarry Precinct to accommodate future urban purposes, including the delivery of much needed housing for the local area and broader region. Whilst it is acknowledged that the rezoning process is not the subject of this Ministerial Call-In, it is intended that the Planning Proposal will be lodged directly with Kiama Council within a similar timeframe to the development application.

The proposed rezoning will require an amendment to KLEP, which would determine the final spatial arrangement of land use zones and social/civil infrastructure.

### 3.3.1. Existing Planning Context

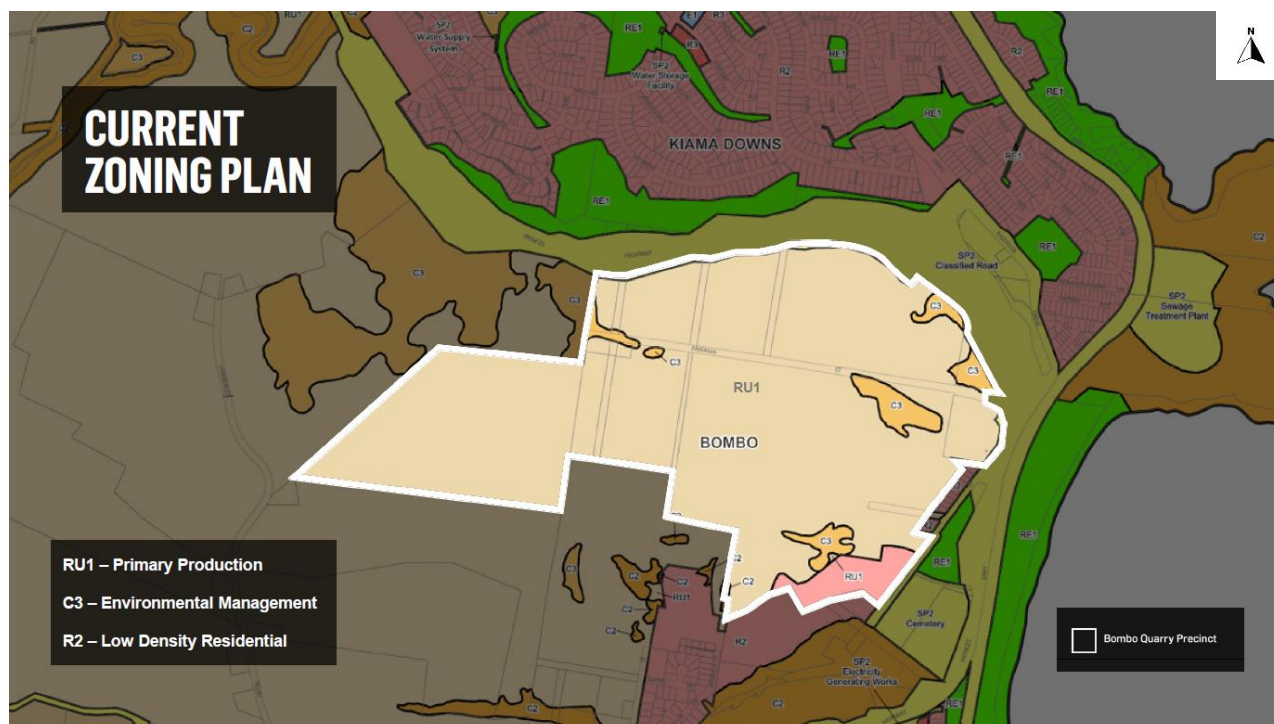
The Precinct is partially zoned RU1 Primary Production, R2 Low Density Residential and C2 Environmental Conservation as shown in **Figure 4** below. A summary of the relevant provisions relevant to the Precinct are provided in **Table 1** below.

Table 1 Summary of relevant Kiama LEP provisions

Clause	Provision
<b>Clause 4.2 Minimum lot size</b>	Only applies to the south-eastern portion of the Precinct (R2 zoned): 450sqm.
<b>Clause 4.3 Height of building</b>	Only applies to the south-eastern portion of the Precinct: 8.5m.
<b>Clause 4.4 Floor space ratio (FSR)</b>	Only applies to the south-eastern portion of the Precinct: 0.45:1.
<b>Clause 5.10 Heritage conservation</b>	<p>No local or State heritage listed items are located within the Precinct boundary.</p> <p>The heritage items in closest proximity to the Precinct include Item 111 (local) 'Kiama Cemetery', directly adjoining the southeast corner of the Precinct.</p> <p>A number of items are located on the eastern side of the Princes Highway in close proximity to the Precinct including Archaeological Item A1 (State) 'Bombo Headland Quarry Geological Site' and Item 2 (State) 'Bombo Railway Station Group'. Heritage Item 179 (local) 'Dry stone walls' is also located to the northwest of the Precinct.</p>
<b>Clause 5.11 Bush fire hazard reduction</b>	Various parts of the Precinct are identified as bushfire prone land including identified bushfire Category 3 prone land in the western and eastern portions of the Precinct as well as some Category 1 prone land in the north western portion of the Precinct.
<b>Clause 5.21 Flood Planning</b>	<p>The Precinct is not located within a flood planning area, but does contain water bodies and minor tributaries.</p> <p>Further, Spring Creek located southeast of the Precinct was identified as a cause of flooding in the area as part of recent Council flood studies for the Spring Creek catchment.</p>
<b>Clause 6.1 Acid sulfate soils</b>	The southeastern component of the Precinct has been mapped as Class 5 Acid Sulfate Soils.
<b>Clause 6.4 Terrestrial biodiversity</b>	A small portion of the north-west corner of the Precinct is considered of biodiversity value.
<b>Clause 6.5 Riparian land and watercourses</b>	A Category 3 riparian corridor has been noted within the Kiama LEP as being located within the Precinct.



Figure 2 Current Zoning Plan



Source: Urbis, 2024

### 3.3.2. Proposed Amendments

The intended outcome of the proposed Planning Proposal is to amend the existing planning framework to establish planning controls that will facilitate future urban development and a new residential community, which builds on the NSW Government's and Kiama Council's vision and aspirations for the Precinct.

The Planning Proposal will include both mapping and instrument amendments to the Kiama LEP including:

- Urban Release Area Map
- Land Zoning Map
- Lot size Map (if required)
- Height of Buildings Map
- Floor Space Ratio Map (if required)
- Terrestrial Biodiversity Map
- Riparian land and Watercourses Map

The Planning Proposal will be supported by an indicative layout plan, with the intention that future redevelopment of the Precinct will be guided by a precinct-specific Development Control Plan (DCP), that gives effect to the indicative layout plan.

## 3.4. ESTIMATED DEVELOPMENT COST

The estimated development cost (EDC) for the works associated with the development application has been calculated at \$127.50 million excluding GST. The EDC has been calculated utilising the principles of the March 2024 Planning Circular while acknowledging that it is an estimate only at this point given the development application details cannot be finalised until the confirmation of the Planning Pathway and issuance of SEARs.

## 4. THE SITE

### 4.1. SITE DESCRIPTION

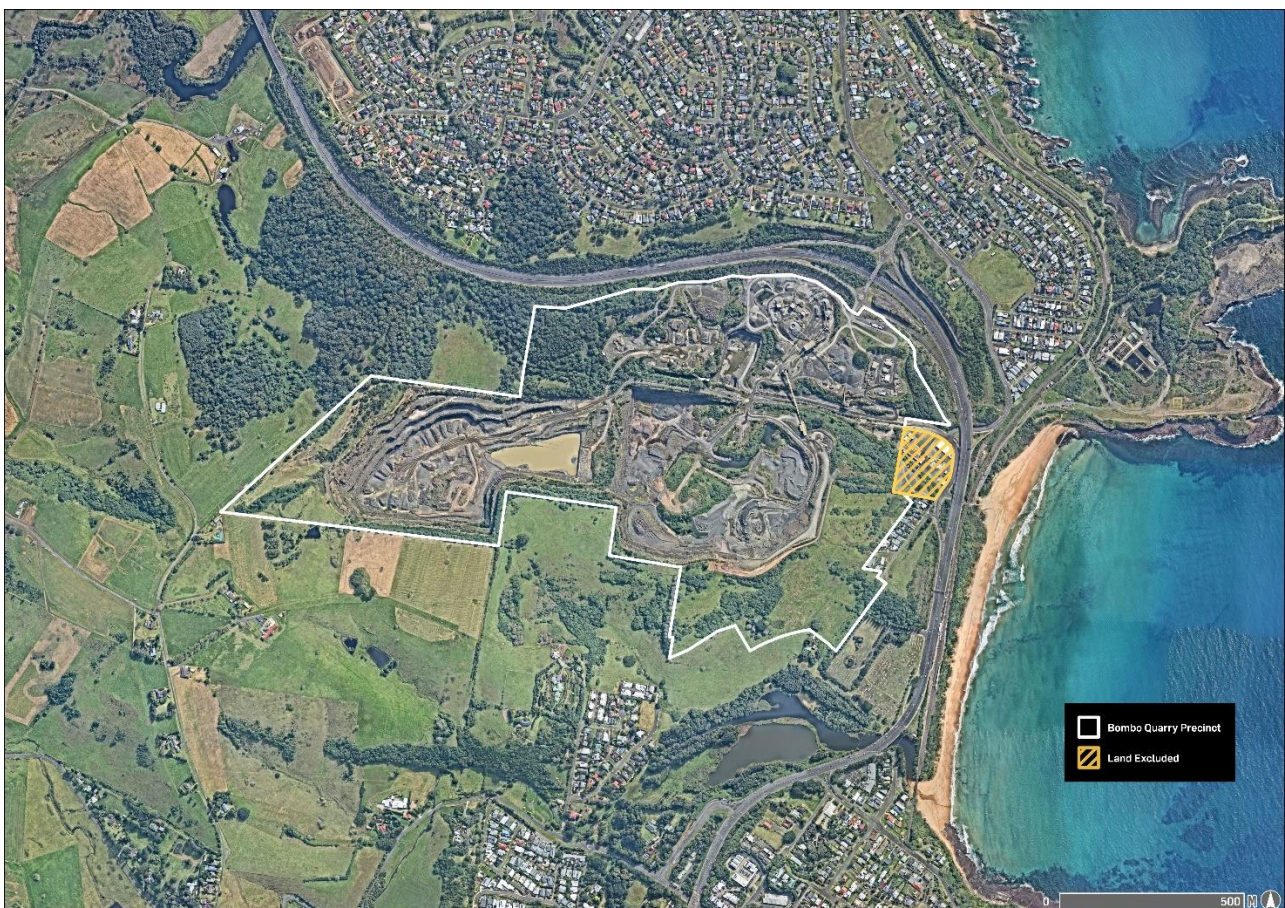
The Bombo Quarry Precinct is a hard rock quarry within the Kiama local government area (**LGA**). The principal landowners of the site include TAM who own the quarry across the eastern end of the site, operated by Sydney Trains (**TAM Site**), and Boral who own and operate the quarry across the western end of the site (**Boral Site**). Other government landowners, including Council and Crown Lands, own the road infrastructure that traverses the quarry. The Precinct also includes landholdings owned by Cleary Bros, situated on the eastern edge of the Precinct.

Importantly, for the purposes of this request:

- The land that makes up the subject of the DA (**the subject site**) relates to the principal landowners' landholdings (identified in **Figure 2**). It is noted and acknowledged that a portion of the site (Panama Street), being an unformed road reserve, is owned by Kiama Council.
- The land which is the subject of the concurrent Planning Proposal relates to the whole Precinct, identified in **Figure 1**. The need to consider the broader Precinct for the purpose of the rezoning and the scope of the activities are the primary points of difference.

The site is located on the south coast of NSW, approximately 110km south of Sydney, 30km south of Wollongong and 2km north northwest of the Kiama town centre. The Precinct is located adjacent to the Princes Highway which borders the site to the north and east.

Figure 3 Subject Site (Development Application Boundary)



Source: Urbis, 2023

**Table 1** includes a breakdown of the land ownership within the Bombo Quarry Precinct.



Table 2 Key Features of the subject site and Locality

Descriptor	Subject Site Details			
Land Configuration and Ownership	The landholdings and ownership across the subject site are detailed below, contributing to the 109.25ha site.			
	Landowner (per title certificates)	Legal Entity	Real Property Description	Nominal Area
	TAM	Transport Asset Manager of New South Wales	Lot 2 DP 1290507 Dundas and Hutchinson Street Enclosure Permit 119381	58.15ha
	Boral	Albion Reid (NSW) Pty Ltd	Lot 1 DP553706	8.447ha
			Lot 4 DP553706	1.282ha
			Lot 7 DP1121098	24.35ha
		Boral Resources (NSW) Pty Ltd	Lot 52 DP1012601	0.8691ha
			Lot 53 DP1012601	4.05ha
			Lot 54 DP1012601	0.4817ha
			Lot 5 DP1135747	5.299ha
			Lot 100 DP1121118	0.2023ha
			Lot 101 DP1121118	0.1739ha
			Lot 1 DP1261955	1.008ha
Existing Development		Kiama Municipal Council <sup>1</sup>	Panama Street	2.0983ha
		Crown Lands	Dundas and Hutchinson Crown Road Enclosure Permit 119381	0.91ha
<p>The historic quarry land uses have resulted in the formation of rock batters, quarry voids and dramatic ground level changes across the site. The existing land uses across the Site include the following:</p> <ul style="list-style-type: none"> <li>▪ <b>Boral Site:</b> An operational hard rock quarry, the Boral landholdings include the quarry void within the southern lots and the former processing / stockpile area within the northern portion.</li> </ul> <p>Most of the processing equipment associated with the processing and stockpiling area has been removed.</p>				

Descriptor	Subject Site Details
	<ul style="list-style-type: none"> <li>▪ <b>TAM Site:</b> An active hard rock quarry operated by Sydney Trains, the TAM landholdings include the quarry void and buffer lands within the southern portion and the processing / stockpile area within the northern portion.  The processing and stockpile areas include machinery for crushing, screening, stockpiling and rail loading infrastructure as well as workshop and administration facilities.</li> </ul>
<b>Local Context</b>	<ul style="list-style-type: none"> <li>▪ <b>North:</b> The Princes Highway is located immediately to the north of the site with vegetated buffers bordering the highway. Further north, on the opposite side of the Princes Highway is Kiama Downs, a residential suburb comprised predominantly of low density, detached dwellings approximately 150m from the quarry.</li> <li>▪ <b>East:</b> Residential properties are located immediately southeast of the site fronting onto Hutchinson Street, Kiama approximately 160m from the active hard rock quarry within the TAM site. The Princes Highway and South Coast railway line are located further east with Bombo Beach located on the opposite side of Princes Highway. A mixture of land uses are located to the north-east of the site including residential dwellings and the Bombo Wastewater Treatment Plant.</li> <li>▪ <b>South:</b> Undeveloped, rural land is located immediately to the south of the site with the Kiama township, along with a Cemetery and Spring Creek further south. Bombo train station is located to the south-east of the site.</li> <li>▪ <b>West:</b> The areas west of the site are comprised of rural, agricultural land and scattered, rural housing, with the closest adjoining residential dwelling located less than 250m from the rock quarry within the Boral site.</li> </ul>
<b>Regional Context</b>	<p>The site is located within the Illawarra Region which includes the Wollongong, Shellharbour and Kiama LGAs and borders the South Coast Region to the south, the Southern Highlands to the west and Sydney metropolitan area to the north. The Bombo Quarry Precinct is located within the Kiama LGA which is located at the southern end of the region.</p>
<b>Infrastructure</b>	<ul style="list-style-type: none"> <li>▪ <b>Rail siding</b> connecting to the main railway corridor is located in the east of the site adjacent to Panama Street. This rail line is used to transfer rail ballast from the quarry for use by Sydney Trains in rail track maintenance activities.</li> <li>▪ <b>Panama Street</b> transects the Boral and TAM sites between the quarry voids and processing / stockpile areas. The road connects with Hutchinson Street and Riverside Drive to the east.</li> <li>▪ <b>Mobile phone tower</b> is located on the TAM site, adjacent to Dundas Street.</li> </ul>
<b>Site Access</b>	<p>Vehicular access to the site from the surrounding road network (notably, from the Princes Highway) include Hutchinson Street.</p>

Descriptor	Subject Site Details
	<p>Panama Street provides vehicular access from the east and was approved to provide vehicular access to the Boral Site at the rear of the site.</p> <p>Quarryman Road provides vehicular access to the north off Riverside Drive and directly connects to the TAM site.</p>
<b>Services</b>	<p>The following services are available on or adjacent to the site:</p> <ul style="list-style-type: none"> <li>▪ Optus</li> <li>▪ NBN</li> <li>▪ Sydney Water Sewerage Services</li> <li>▪ Electricity</li> <li>▪ Gas</li> <li>▪ Sydney Water Main</li> </ul>
<b>Contamination</b>	<p>Considering the current use of the site for the purposes of a quarry, it is anticipated that some areas of the site may be contaminated.</p>
<b>Stormwater and Flooding</b>	<p>The site is not mapped as being flood prone.</p> <p>It is understood that the site is mapped as containing Category 3 watercourses under the Council Riparian Land and Watercourses Map. However, the mapped watercourses pre-date development of the quarry and no longer occur as shown in either Dol-Land &amp; Water or Council watercourse mapping.</p>
<b>Bushfire Prone Land</b>	<p>The substantial tree area to the northwest of the subject site is identified on Council's Bushfire Prone Land 2008. There are also two pockets of land identified as bushfire prone land within the precinct itself.</p>
<b>Flora and Fauna</b>	<p>Areas of undeveloped, buffer lands are located around the edges and within the site. This includes a large area of undeveloped land at the south-eastern end of the site which forms part of the TAM site.</p> <p>The hillside vegetated area to the-northwest was historically cleared farmland. This portion of Boral's landholding was utilised during the Kiama bypass construction as a stockpile area for cut material, understood to be predominantly topsoil, that has since been stabilised with a mix of native trees and exotic vegetation which is stabilised by invasive weed species. A portion of the north-west vegetated area is mapped as having terrestrial biodiversity as it may support threatened flora and fauna.</p>
<b>Aboriginal Heritage</b>	<p>The site has been the location of a quarry for over 70 years and as a result its natural landform has been significantly disturbed. As a result, it is unlikely that any Aboriginal archaeological artefacts would be found across the study area. This is being further investigated as part of a series of technical studies underway.</p>

Descriptor	Subject Site Details
	<p>Bombo Headland Quarry Geological Site and Bombo Railway Station Group are both located to the east of the site and are identified as state significant archaeological sites which will require assessment as part of any future works.</p>
<p><b>European Heritage</b></p>	<p>No heritage items are identified on the site under the KLEP or any other relevant environmental planning instrument. The Kiama Cemetery, which is located directly adjoining the southeast corner of the site is identified as a local heritage item within the KLEP.</p> <p>Ground truthing to confirm heritage significance of the precinct will be further investigated as part of technical studies currently underway.</p>



Figure 4 Site Photographs



Picture 1 TAM Site stockpile area looking east



Picture 2 TAM site stockpile area looking south



Picture 3 Top of ridge line looking east



Picture 4 Top of ridge line looking north



Picture 5 TAM Site existing batters looking west/south-west

Source: Urbis



Picture 6 TAM/Boral Site existing Batters looking south

## 5. PROPOSED WORKS

### 5.1. DEVELOPMENT APPLICATION

The Bombo Quarry Precinct presents a once-in-a-generation opportunity to unlock a significant parcel of land and enable the delivery of much needed housing for the State of New South Wales in the next 5, 10 and 20 years. A critical step to achieving the unlocking of housing is to establish a landform within the Precinct suitable for urban purposes. While the final landform sought may evolve over time and may require a future modification of any planning approval, the intent of the earthworks DA is to establish a site layout and form that can operate suitably in relation to hydrological management, servicing requirements, and has regard to potential staging on the delivery and management of imported fill material.

The extent of proposed works can be summarised as follows :

Earthworks modelling has been undertaken across the site to provide a free draining surface for the remediation of the subject site.

Fill will be required to raise levels and fill existing excavation and will take the form of:

- Existing site won overburden and stockpiles.
- Excavated material from site as required to achieve suitable site grading.
- Imported materials including:
  - Virgin Excavated Natural (VENM)
  - Excavated Natural Material (ENM)
  - Coal Washery Rejects (CWR), subject to site specific Resource Recovery Exemption (RRE)

Initial bulk earthworks modelling proposes:

- Onsite stockpile replacement: 900,000m<sup>3</sup>
- Onsite stockpile (oversized) replacement: 200,000m<sup>3</sup>
- Onsite uncontrolled fill replacement: 100,000m<sup>3</sup>
- Onsite rippable rock replacement: 150,000m<sup>3</sup>
- Fill (CWR): 1,650,000m<sup>3</sup>
- Fill (other than CWR): 583,000m<sup>3</sup>

Final volumes will be refined through further detailed earthworks modelling, site grading, hydrology and geotechnical requirements. To help understand and illustrate (on plan) the extent of proposed works, and areas of disturbance, a select set of working 'concept plans' are provided under Appendix A. These plans have been informed by various site-specific technical investigations, which will continue to undergo refinement prior to the lodgement of a DA. This work has been underpinned by geotechnical, hydrological, biodiversity, archaeological, traffic and access and future master planning investigations.

The estimated timeframe to import approximately 2,200,000m<sup>3</sup> – 2,500,000m<sup>3</sup> of material is approximately 5 years. This is based on:

- 120-150 movements per day.
- 31,800 – 39,750 truck movement per year.
- 147,000 – 167,000 truck movement total.

#### 5.1.1. Assumptions

The assumptions that inform the scope of works are presented below. These assumptions are subject to review and change in response to further works to be undertaken to inform the preparation of the development application on confirmation of the planning pathway and consideration of the issued SEARs.

## Material

- Imported material will not require treatment for contamination following receipt and prior to placement on site. This statement assumes a supply chain of custody material management framework is put into place so that fill material can be confirmed as meeting one or more of the three material types identified above. Note, this specifically calls out imported material.
- Imported fill material may require further processing, mixing and or blending to improve its geotechnical performance characteristics to ensure suitable compaction is achieved.
- Where contaminated materials are identified as part of the site investigation works, these may have the capacity to be remediated and made suitable for use as part of the earthworks operation to accommodate future residential land uses. Where contamination cannot be resolved on site, materials will require off-site disposal at a licenced facility. Any existing contaminated materials will be managed in accordance with EPA guidelines and requirements including the preparation and implementation of Remediation Action Plans as may be necessary.
- Irrespective of the final landform design, site works will include a need for ongoing extractive industry related activities including drill and blast, crushing/grinding, movement of materials, levelling/grading and compaction.

## Continuation of current activities

- Any extractive industry related activities will be undertaken in accordance with the current site approvals, in response to the proposed design and following receipt of a temporary road closure permit for the Panama Street corridor. This will require close consultation with Council. The road(s) are to be redesigned to new levels, informed by the final landform to be defined in the earthworks DA.
- Crushing or grinding activities will be managed through mobile crushing plant, either concurrently or in place of the fixed plant currently on the TAM site. This would occur immediately after any blasting, however, may also be required to process oversize materials contained within existing overburden stockpiles on site to ensure compliance with geotechnical requirements. If these works are not considered ancillary works, these works will be undertaken under the current approvals on site to minimise impacts being assessed under the earthworks DA.

## Material movements (internal and external)

- On site materials – using articulated off-road dump trucks.
- Imported materials – using truck and dog to deliver the materials direct to the active filling area. Important to note, community feedback on the Boral modification also indicated strong community opposition to delivery of material by road using Panama Street (via Riverside drive), therefore a detailed and well justified construction traffic management plan is going to be required. The traffic assessment will review the potential import of material via the grade separated interchange with the Princes Highway/Quarryman Road as an alternative to the use of Panama Street.
- Levelling and grading would typically be managed by dozer or 825 compactor and trimming with a grader if required. Compaction would be managed by an 825 compactor, pad foot roller and sometimes a smooth drum roller, with conditioning of fill materials to be managed with a water cart.
- Water for the conditioning of materials will generally be sourced from stormwater runoff resources captured in voids on the site.

### 5.1.1.1. Existing Consents

- The Boral 1971 conditions of consent and a subsequent Deed of Covenant note quarrying operations, blasting and the relocation of stockpiled overburden and spreading over the quarry floor. The Environment Protection Licence (EPL 313) for the Boral site covers Land-based extractive activity of >100,000 to 500,000 T p/a extracted, processed or stored and includes conditions for environmental monitoring, blasting and reporting. It is assumed that blasting and crushing/grinding are permitted under the consent, as well as the movement and placement of overburden.
- It is understood that the Boral 1971 development consent does not extend to areas such as the Panama Street section of the site which is a public road corridor.

- The TAM quarry operations are approved under 1945 and 1947 Government Gazettal notices acquiring the land for Railway Purposes for a blue metal quarry deemed to be requisite and convenient for the use of the railways. The Environmental Protection Licence (EPL 79) for the TAM site covers Extractive activities >500,000 to 2,000,000T annual capacity to extract or process.
- It is understood that the existing Government Gazettal notices do not extend to the Panama Street section of the site which is a public road corridor.

## 5.2. PROJECT TEAM

The landowner has engaged the following team for the preparation of the proposed State Significant Development Application. It is noted this same project team is concurrently preparing the master plan package for the site which will inform the Planning Proposal.

Table 3 Project team

Discipline	Company
Connecting with Country	Artefact
Civil Engineering	Arcadis
Heritage (Indigenous and European)	Artefact
Bushfire	BC&BHS
Air Quality, Traffic Engineering, Ecological, Acoustic	EMM
Urban Design	E8 Urban
Place Visioning	Hatch
Market Research	Hill PDA
Contamination and Fill Management	JBS&G
Survey	Land Team
Geotechnical	PSM
Landscape Assessment	Taylor Brammer
Town Planning, Communications and Engagement, Community Needs, Project Management, Visual Impact Assessment, Economic Assessment, and GIS/Spatial	Urbis

## 6. STRATEGIC CONTEXT

The following sections provide a summary of the strategic planning documents which set out the regional significance of the subject site.

### 6.1. ILLAWARRA-SHOALHAVEN REGIONAL PLAN 2041

The *Illawarra-Shoalhaven Regional Plan 2041 (Region Plan)*, prepared by the NSW Government, sets the strategic framework for the Illawarra-Shoalhaven region, made up of Wollongong, Shellharbour, Kiama, and Shoalhaven LGAs, with regard to land use planning, growth and change, as well as establishing priorities for the region moving forward. The Region Plan identifies 15 regionally significant precincts that will drive job creation, housing diversity, and foster connected communities.

It is anticipated that 58,000 new houses will be required by 2041 to meet the housing demand of the region. This target will be met via a combination of development in urban release areas and existing urban areas. West Lake Illawarra, Nowra-Bomaderry and the Bombo Quarry Precinct have been identified as growth areas.

The following objectives are relevant when considering the regional significance of the opportunity presented by the Bombo Quarry Precinct.

- **Objective 18:** Provide housing supply in the right locations.

The Bombo Quarry Precinct has been identified as a growth area for residential development in the Illawarra-Shoalhaven Region. The Precinct's location near the Princes Highway, Bombo train station, and Kiama town centre, as well as the level of scenic quality associated with the surrounding area, makes this Precinct ideal for residential redevelopment.

- **Objective 20:** Establish a shared vision for the future of Bombo Quarry lands.

The proposed land form works are the first critical step in enabling the commencement of visioning works to commence, with the intention to deliver housing and employment land uses for Kiama and the Illawarra-Shoalhaven area more broadly.

- **Action 9:** Develop a shared vision for the future of Bombo Quarry lands in collaboration with Kiama Municipal Council, landowners and the community.

A well-considered and appropriate preparation of the site will enable any shared vision between State agencies, Kiama Municipal Council and private entities to be properly realised, delivering a new community and associated housing and employment opportunities.

### 6.2. FUTURE TRANSPORT STRATEGY 2056

The *Future Transport Strategy 2056 (Transport Strategy)*, prepared by Transport for New South Wales (TfNSW), sets out a transport vision, directions and outcomes framework to guide transport investment and policy. The aim of the Transport Strategy is to achieve greater capacity, improved accessibility to housing, jobs and services and continued innovation in the transport sector.

The proposed redevelopment of the Bombo Quarry Precinct will support the following priorities in the Transport Strategy:

- P1.2 – Support growth around public transport, by locating new residential dwellings adjacent existing high frequency heavy rail transport.
- P4.3 – Use space and assets more sustainably, through the balanced approach to master planning the future use of the site.
- E2.3 – Improve the use and efficiency of our roads through road space allocation.

### 6.3. KIAMA LOCAL STRATEGIC PLANNING STATEMENT 2020

The *Kiama Local Strategic Planning Statement 2020 (Kiama LSPS)* has been developed and adopted to manage the growth and build capacity of the townships and rural communities in the Kiama LGA. The Kiama LSPS has been developed in accordance with the directions set out in the Region Plan.



Driving the Kiama LSPS is the needs of future populations in the Kiama area, which is projected to increase from 22,100 in 2016 to 26,100 in 2041. 1,400 additional houses are needed to accommodate this growth. The Bombo Quarry Precinct is identified as one of several greenfield opportunity sites in the LGA.

**Specifically, the Quarry is identified to be rehabilitated and available for a mix of residential, commercial, tourism and compatible employment uses.**

Figure 5 Greenfield Opportunities Map Kiama LSPS



Source: Kiama LSPS Pg. 24

## 6.4. KIAMA DRAFT LOCAL HOUSING STRATEGY (V2)

The draft Local Housing Strategy (version 2) was recently exhibited by Council between late February to late April 2025. The draft Strategy builds on the relevant actions under the Region Plan and LSPS.

The Precinct (Bombo Quarry) is reinforced as one of four precincts that make up the Kiama urban expansion area. The draft strategy identifies the Precinct as Tier 4 – Strategically identified land, in particular calling out the following:

1. *The Precinct is a long recognised regionally significant site with potential reuse for urban development*
2. *The site has capacity to provide around 2,100 new dwellings, employment uses and passive and active recreation spaces;*
3. *The NSW DPHI, in conjunction with Council and stakeholders, developed a vision for the future of the Bombo Quarry; and*
4. *Significant work is also being undertaken by a combined stakeholder group to develop a masterplan and future rezoning proposal for the site.*

## **6.5. ILLAWARRA-SHOALHAVEN URBAN DEVELOPMENT PROGRAM**

The *Illawarra-Shoalhaven Urban Development Program (UDP)* is a NSW Government program for managing land and housing supply in the Illawarra that monitors the planning, servicing, and development for new urban areas in Wollongong, Shellharbour, Kiama, and Shoalhaven. The latest Programme Update Report, released in 2018, was prepared in conjunction with the Regional Plan. The UDP Dashboard provides a summary of the latest data available for the region.

The UDP focuses on each LGA captured within the Illawarra, stating for Kiama that the limited greenfield opportunities have led to further infill works for the LGA to meet housing targets. The potential Bombo Quarry Precinct development post use for extractive industries was seen as a major contributor to housing supply, however the planning and earthworks required to enable realisation. The UDP views the redevelopment of the Bombo Quarry Precinct as a long-term opportunity, reinforcing the need to bring forward the assessment of critical enabling works such as those proposed.

## **6.6. NSW FREIGHT AND PORTS PLAN 2018-2023**

The *NSW Freight and Ports Plan 2018-2023 (Freight and Ports Plan)*, sets the priority for the development of infrastructure to enhance freight and logistics across NSW. The proposed redevelopment of the Bombo Quarry Precinct is in close proximity to Port Kembla. The rehabilitation of the site would rely on importation of VENM and other fill materials to make the site suitable for future residential development. The realisation of the Bombo Quarry Precinct for residential uses would, in turn, utilise the Port for sources of employment for residents, assisting the port's ongoing growth as a primary logistics centre for the Greater Sydney Metropolitan Area.

## 7. KEY STATUTORY CONSIDERATIONS

### 7.1. STATE ENVIRONMENTAL PLANNING POLICY (PLANNING SYSTEMS) 2021

The Planning Systems SEPP aims to identify development that is either SSD, State significant infrastructure (**SSI**) or critical State significant infrastructure (**CSSI**). Schedule 1 of the Planning Systems SEPP lists categories of development that are considered to be SSD.

As part of the initial planning pathways investigations undertaken by the Landowner, it was identified that the proposed works do not fit within any of the listed activities or types of development listed in the Planning Systems SEPP that would trigger the application being State Significant Development. Therefore the Landowner is lodging this Ministerial Call In request for the reasons outlined within this report.

Section 2.12 of *State Environment Planning Policy (Planning Systems) 2021* (**Planning Systems SEPP**) extends the application of clauses 2.8-2.10 of the Planning Systems SEPP to applications that have been called in and declared SSD under Section 4.36(3) of the EP&A Act. Notably clause 2.10 relates to the exclusion of application of development control plans to SSD:

*Development control plans (whether made before or after the commencement of this Policy) do not apply to:*

*(a) State significant development, or*

*(b) development for which a relevant council is the consent authority under section 4.37 of the Act.*

As such, should the proposed application be declared SSD through a Ministerial Call In, it will be exempt from the controls outlined in the *Kiama Development Control Plan 2020*.



## 8. STATE OR REGIONAL PLANNING SIGNIFICANCE

In accordance with the Department's Guidelines (June 2011), the intent of the development application and its associated proposed works have been assessed against the six general determining issues relating to the State and Local significance of projects. The assessment and applicability of the Project against these considerations is outlined below, and does draw on some of the earlier information in this request.

### 8.1. GENERAL DETERMINING ISSUE 1

*Whether the proposal is of regional or State importance because it is in an identified strategic location, or is critical in advancing the nominated strategic direction or achieving a nominated strategic outcome, contained in a relevant State policy, plan or strategy, or regional or subregional strategy.*

In terms of addressing the need for additional housing in the region, the Regional Plan specifically identifies the Bombo Quarry Precinct as a regionally significant site that represents "a once-in-a-generation opportunity to supply a greater choice of housing in an area where supply is limited."

The subject site represents one of only three regionally significant areas (including West Lake Illawarra and Nowra-Bomaderry) with the ability to deliver additional housing at scale. Unlike the majority of projects in the residential development pipeline, the Precinct represents a unique opportunity to deliver over 2,000 dwellings as part of a single project, making a substantial contribution towards addressing the region's existing and growing housing needs (Objective 18). The Precinct is highly suited for residential uses as it can leverage the existing transport infrastructure (Bombo train station and Princes Highway) to connect future residents with the wider region, including major services and employment hubs.

In addition to delivering housing at scale in an appropriate location, the subject site has significant potential to contribute towards greater housing diversity in the region (Objective 19) by delivering a mix of housing typologies including houses, townhouses, apartments, and large residential lots.

The proposed works are of regional and State significance. The carrying out of the works are critical to enabling the advancement of the already nominated strategic role and direction for the Precinct in the Illawarra Shoalhaven Region.

The Regional Plan sets the strategic framework for the Illawarra-Shoalhaven region, made up of Wollongong, Shellharbour, Kiama, and Shoalhaven LGAs, with regard to land use planning, growth and change, as well as establishing priorities for the region moving forward. The Region Plan identifies 15 regionally significant precincts that will drive job creation, housing diversity, and foster connected communities.

It is anticipated that 58,000 new houses will be required by 2041 to meet the housing demand of the region. This target will be met via a combination of development in urban release areas and existing urban areas. West Lake Illawarra, Nowra-Bomaderry and Bombo Quarry have been identified as housing growth areas. The proposed development identified in this request is in anticipation of the urban release of land for future residential development contributing within the period to 2041.

The proposed repurposing and redevelopment of the Bombo Quarry Precinct will support the following objectives and actions in the Region Plan:

- **Objective 18: Provide housing supply in the right locations:** The site's location near both the Princes Highway, Bombo train station, and Kiama town centre as well as the level of scenic quality associated with the surrounding area makes this site ideal for residential redevelopment. Further, the Bombo Quarry site has been identified within the Region Plan as a growth area for residential development in the Illawarra-Shoalhaven Region.
- **Objective 20: Establish a shared vision for the future of Bombo Quarry lands:** The proposed preparation and master planning of the Bombo Quarry lands is directly progressing the vision for Bombo set out in the Region Plan, anticipating mass delivery of housing and employment land uses for Kiama and the Illawarra area more broadly.
- **Action 9:** Develop a shared vision for the future of Bombo Quarry lands in collaboration with Kiama Municipal Council, landowners and the community.

Through the well-considered and appropriate preparation of the site, this will enable any shared vision between state agencies, Council, private entities, and the community to be properly realised and enable the provision of residential development to relieve the current shortfall in stock and diversity of housing.

The Kiama Local Strategic Planning Statement 2020 (LSPS) has been developed and adopted to manage the growth and build capacity of the townships and rural communities in the Kiama LGA. The LSPS has been developed in accordance with the directions set out in the Region Plan.

Driving the Kiama LSPS is the needs of future populations in the Kiama area, which is projected to increase from 22,100 in 2016 to 26,100 in 2041. 1,400 additional houses are needed to accommodate this growth. The Bombo Quarry Precinct is identified as one of several greenfield opportunity sites in the LGA.

**Specifically, the Quarry is identified to be rehabilitated and available for a mix of residential, commercial, tourism and compatible employment uses.**

## **8.2. GENERAL DETERMINING ISSUE 2**

***Whether the proposal delivers major public benefits such as large-scale essential transport, utility infrastructure, or social services to the community.***

Under both the LSPS and draft Local Housing Strategy, the Precinct is identified as a key 'greenfield expansion' site in the LGA and an 'opportunity site' (refer to Figure 6). The Precinct is identified to be rehabilitated and subsequently be available to accommodate approximately 2,100 new dwellings, successfully unlocking an appropriate and integrated mix of residential, commercial, tourism and employment land uses. The LSPS specifically states that the Bombo quarry will provide opportunities for an appropriate balance between employment lands and suitable residential uses for the benefit of the local community.

The redevelopment of the site will specifically facilitate two key actions of the LSPS:

- Work with land owners, State agencies and the community to establish the shared future vision of the Bombo Quarry.
- Develop a Bombo Quarry Precinct Master Plan.

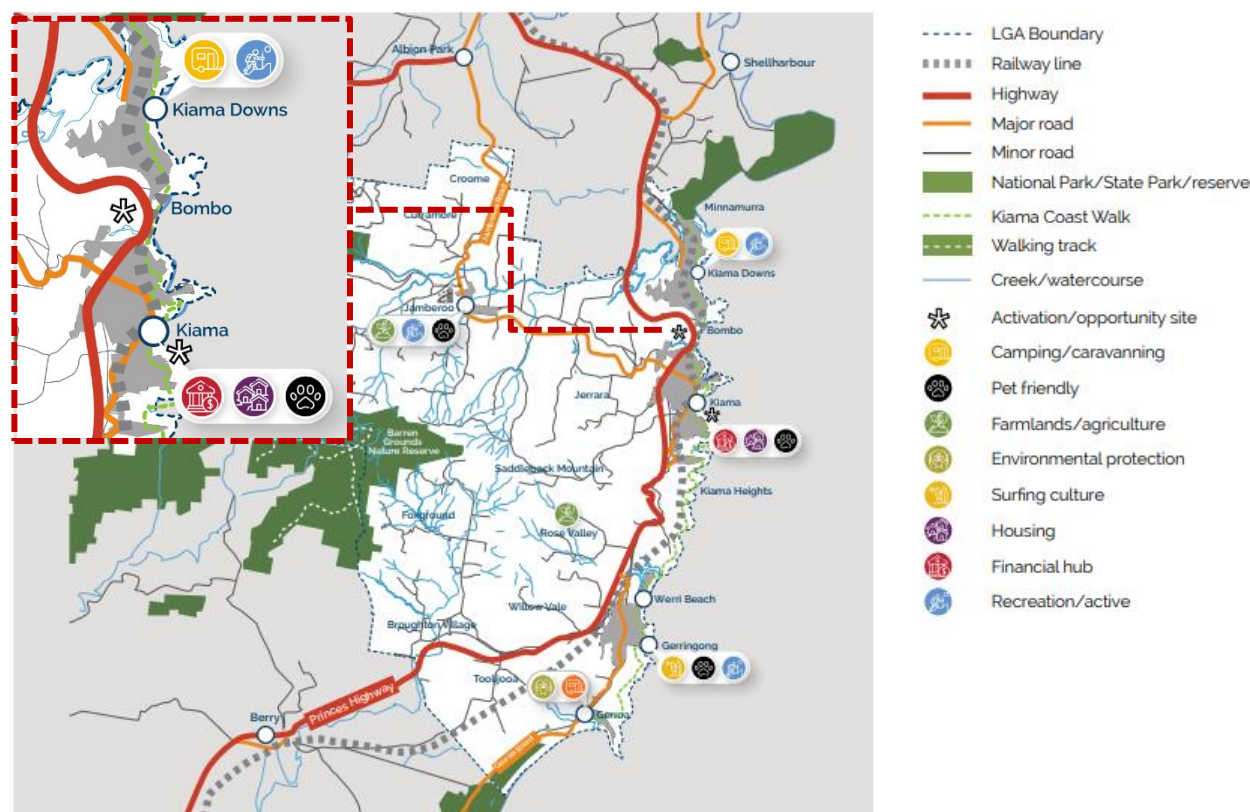
The actions under the LSPS, specifically in relation to the Precinct, are further emphasised under Council's recently exhibited draft Local Housing Strategy (version 2). It is evident that the Precinct is a key pillar to Council's urban expansion area. Council's draft local housing strategy has identified the site as Strategically identified land, reinforces its capacity for housing.

The proposed works, under the DA, will enable the unlocking of land to deliver significant social infrastructure for the existing and incoming residents of the area through the delivery of a master planned community. As would be reasonably expected with such a community, the future use of the land is likely to contain community facilities, passive and active recreation areas and improved linkages to existing natural areas such as Bombo Beach, Kiama Downs and Kiama town centre. The land reformation works are being developed in parallel with a masterplan for the Precinct. Ensuring that potential locations for future open space areas and the necessary social infrastructure are suitable for the intended purposes is crucial. This DA will provide the certainty that the land can and will be made suitable to accommodate key community and social infrastructure that will ultimately support the incoming new community.

The delivery of housing is critical social infrastructure which will be supported by services to support the new community. Repurposing the land for urban purposes will enable a thriving, accessible village aligned to the aspirations of Council's Local Strategic Planning Statement. A development at this scale provides significant opportunities for the provision of needed community, recreational and social infrastructure.

The proposed works will ultimately bring greater confidence to the region and Council in relation to the orderly and coordinated delivery of housing and key road, essential utilities and social infrastructure, not only within the Precinct, but across the proposed west Kiama expansion area. The uncertainty in relation to the land reformation works within the Precinct is unintentionally impacting local land use and infrastructure plan making decisions, which ultimately once resolved will be a significant public benefit that this proposal will deliver.

Figure 6 Kiama LSPS



Source: Kiama Municipal Council

The planned repurposing of the site post quarrying activities will enable the transformation of the site and improved connectivity/access to Bombo Train Station. Access to both the Princes Highway and Bombo train station will be integral to enabling the Council's proposed Kiama Urban Expansion Area in accordance with the Local Housing Strategy.

### 8.3. GENERAL DETERMINING ISSUE 3

*Whether the proposal is likely to have significant environmental, social or economic impacts or benefits, be of a significant hazardous or environmentally-polluting nature, or is located in or in close proximity to areas or locations that have State or regional environmental, archaeological or cultural heritage significance.*

#### Environmental Benefit

The proposal seeks to utilise a currently degraded parcel of land when it reaches the end of its economic life as a quarry resource. That is, the land is not an existing greenfield site containing significant ecology or rural farming value, but will have exhausted the viable hard rock reserves which provided historical economic benefit to the region. It is estimated that 2.5Mt of gross product remains in the active quarry at the TAM site. It is anticipated that quarrying will continue for around 5 years on the TAM site, with the potential to start rehabilitation of part of the TAM site in parallel from 2027. Notwithstanding, the Boral landholdings could immediately commence rehabilitation upon approval.

A key element of the proposed scope of works is the re-use of coal wash reject and surplus clean fill, by diverting it from the waste stream to instead assist in the rehabilitation of an otherwise sterilised significant quarry site, enabling it to be repurposed for future urban uses.

Table 4 Environmental Benefits

Matter	Detail
Land Stability	The unique nature of the Precinct requires expert consideration to mitigate potential issues associated with the steepness and land stability including

	any associated drainage impacts. This work has been commissioned, and is crucial to informing future land use planning across the Precinct. Filling the site will provide the opportunity to ensure the stability of land for future intended uses and ultimately public safety and confidence.
Water Management	<p>The site sits north of Spring Creek and west of the system outlet located at Bombo Beach.</p> <p>Technical investigations have been undertaken by Arcadis, the project civil engineer to identify the existing water quality, flooding and stormwater opportunities and constraints for servicing the proposed development. The proposed development will provide water sensitive urban design principles as part of the overall stormwater strategy to meet Kiama Municipal Council's water quality objectives. The initial water quality assessment undertaken using MUSIC modelling software demonstrates that the proposed treatment measures meet Kiama Municipal Council's water quality targets utilising bioretention basins and swales, tree pits, and gross pollutant traps for development lots and roads. Overall, implementing the proposed stormwater network and treatment measures will ensure sustainable stormwater management and improved existing water quality within the Bombo Precinct.</p>
Biodiversity	Preliminary investigations have identified native vegetation within the Precinct. The proposal provides an opportunity to identify the biodiversity values of the Precinct including the likely presence of threatened species, endangered ecological communities, vegetation conditions and habitat values and relevant mitigation measures to maintain biodiversity values.
Air Quality	Following the proposed rehabilitation works, it is anticipated that there will be a net benefit to air quality through significant reductions in dust generation. The implementation of effective dust control measures and the restoration of vegetation will play a crucial role in stabilising the soil and minimising airborne particles. This improvement in air quality will contribute to healthier living conditions for the community.

As noted in Section 4, the site is in close proximity to the Bombo Headland Quarry Geological Site and Bombo Railway Station Group which are both identified as state significant archaeological sites. Repurposing of the site will require assessment of these items with future development to consider the opportunities manage conflict between the new land uses and existing archaeology and potentially allow for re-interpretation in a sensitive manner. It is anticipated the master plan will incorporate enhanced connections to Bombo Beach including a coastal walking trail around the site. It is also anticipated that post-rehabilitation will provide generous green spaces with mature plantings, targeting 40% tree coverage across the site.

### **Economic Benefit (Housing)**

The planned repurposing of the site post quarrying activities will enable the transformation of a redundant site, to land which will make a significant contribution to housing supply in the Illawarra-Shoalhaven Region. Across NSW, there is a well-established need to deliver additional housing supply to support the State's growing population and ensure liveability is maintained as clearly articulated in the Illawarra Shoalhaven Regional Plan 2041, which states that 58,000 additional houses will be required in the region by 2041.

### **Social Benefit (Rental Vacancy Rates)**

The existing and growing need to provide additional housing in the region is clearly demonstrated by recent trends in residential rental vacancy rates and house prices. Across the Illawarra region, housing supply is

failing to keep pace with demand, with rental vacancy rates at 1.3% as of December 2023, down from 1.6% in December 2022, and far-below pre-pandemic levels of 2.7% in December 2019 (*REINSW Vacancy Rate Survey*). However, when Wollongong is excluded, vacancy rates for the rest of the region reflect an even lower 0.9% as of December 2023, compared to 2.0% in December 2022, and 2.9% pre-pandemic (December 2019).

These very low vacancy rates demonstrate a clear need for additional housing in the region simply to meet existing levels of demand, let alone cater for the projected increase as the population grows. Without additional housing, residents will face steadily worsening affordability. Unlocking the Bombo Quarry Precinct is a critical first step which will enable the realisation of additional dwellings in the region.

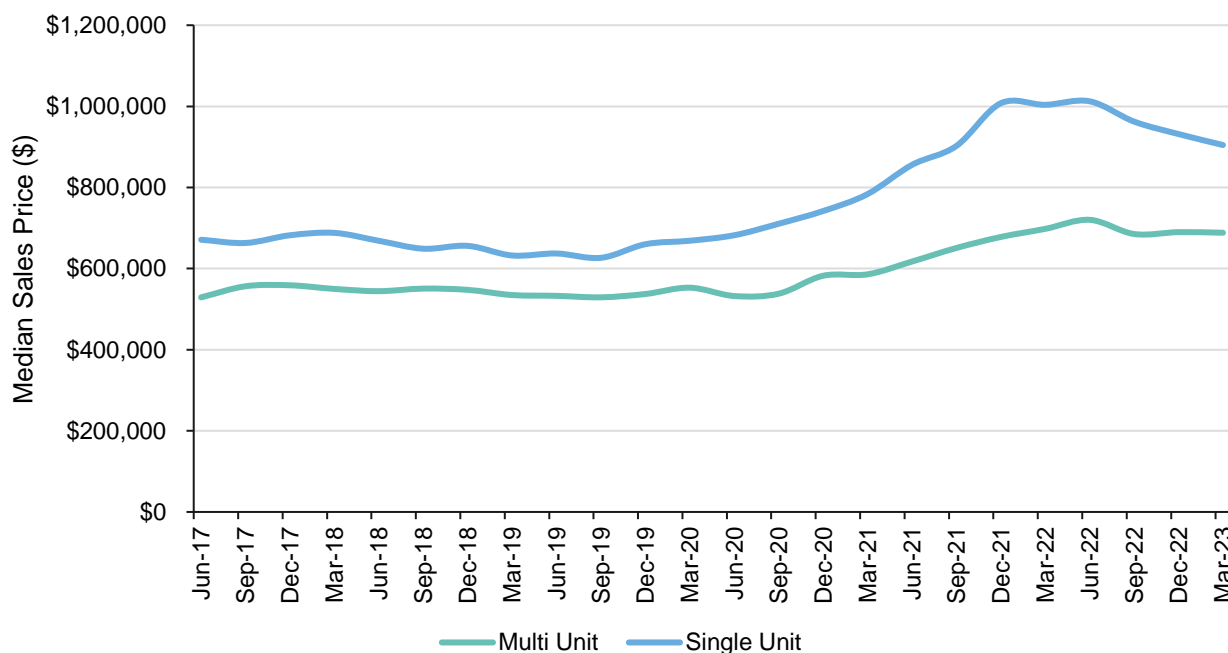
## Social Benefit (House Prices)

In addition to the low and declining rental vacancy rates, recent trends in house prices in the Illawarra-Shoalhaven region also confirm that housing supply is not keeping up with demand.

Data published on the NSW Government's Illawarra-Shoalhaven Urban Development Program Dashboard shows that while median sales prices for dwellings in the region remained relatively stable between June quarter 2017 and December quarter 2019, median prices have since rapidly increased. Between December quarter 2019 (pre-pandemic) and March quarter 2023, median sale prices rose by 37.1% for single unit dwellings (i.e. houses), and by 28.1% for multi-unit dwellings (i.e. apartments and townhouses). This equates to an average annual increase of 11.1% per annum for single unit dwellings and 8.6% per annum for multi-unit dwellings (refer to Figure 5).

The increase in house prices is especially evident in the Kiama LGA, where the subject site is located, with two-bedroom house prices growing at an average rate of 14% per annum between 2019 (pre-pandemic) and 2023 (Pricfinder, 2024). Without additional housing supply, prices are likely to continue increasing, leading to worsening affordability for current and prospective residents in the region.

Figure 7 Median Sales Price within the Illawarra-Shoalhaven Region (Quarterly)



Source: Illawarra-Shoalhaven Urban Development Program Dashboard; Urbis

## Residential Development Pipeline

Given the clear need to deliver additional housing in the Illawarra Shoalhaven region, it is critical that there is a steady pipeline of proposed residential developments delivering housing to the region at scale.

Analysis of the current residential development pipeline for the Illawarra Shoalhaven Region found that there are only five proposed developments with potential to deliver more than 200 dwellings in the region. While there are several smaller proposed residential developments, these are of insufficient scale to meaningfully contribute towards the region's housing target.

## Traffic Impacts (Heavy vehicle movements)

While it is acknowledged that future rezonings are proposed for land within the Kiama LGA, these proposals require the removal or repurposing of existing natural landscapes and are located away from the main transport and infrastructure corridors in the local area. That is, the land proposed to be rezoned is mostly used for agriculture and existing natural purpose, it would put significant pressure on local roads, and is removed from key utilities/infrastructure. The Bombo Quarry Precinct is unique in that it offers a vacant landholding which once repurposed, will offer a development ready site in an attractive and well connected location, connecting Kiama Town Centre and Kiama Downs.

As has been included in Section 5, the estimated timeframe to import approximately 2,200,000m<sup>3</sup> – 2,500,000m<sup>3</sup> of material is approximately 5 years. This is based on:

- 120-150 movements per day.
- 31,800 – 39,750 truck movement per year.
- 147,000 – 167,000 truck movement total.

It is however noted that the site is currently an active quarry, with heavy vehicle movements having been a part of typical daily operations throughout the entire life cycle of the site's operations. While the remediation works will require a significant number of heavy vehicle movements, consideration must be given to the allowable traffic movements under current approvals, while also considering the way in which the site has historically operated, with direct access to the Princess Highway being a State owned road.

## 8.4. GENERAL DETERMINING ISSUE 4

***Whether the proposal is of significant economic benefit to a region, the State or the national economy, such as those with high levels of financial investment and continuing or long-term employment generation***

It is anticipated that the works associated with the development application will bring significant economic benefit to the region through the creation of additional local jobs directly associated with the rehabilitation works and urban development (development phase), as well as set the opportunity for post construction phase jobs to support regional growth, as set out below.

### Development Phase

**The planned development could directly and indirectly support approximately 480 jobs during the estimated 15-year development phase and contribute \$1.29 billion to the NSW economy**

We estimate, based on industry standard construction cost benchmarks sourced from Rawlinsons Construction Handbook 2023, that the entire planned development (i.e. rehabilitation works and urban development) will indicatively cost \$1.9 billion (including GST) to deliver over an assumed 15-year development phase. This \$1.9 billion development cost includes the \$127.50 million EDC noted in the Introduction, in addition to the costs of enabling infrastructure, subdivision works and built form development and construction. Overall, this investment will generate significant direct and flow-on (indirect) economic benefits for the local and state economies during the development phase, including supporting additional employment.

Based on Input-Output economic modelling, we estimate that the construction of the planned development could support an average of 199 direct jobs and 277 indirect jobs in supporting industries each year over the estimated 15-year construction timeframe. This equates to a total of 476 direct and indirect jobs that will be supported during the construction period.

Beyond supporting significant direct and indirect employment, the proposed works could also contribute significant economic growth to the local and state economies. Using the REMPLAN Input-Output model, we have estimated the potential Gross Value Added (GVA) that could be contributed to the economy because of the construction of the proposal is outlined in Table 5. GVA essentially represents economic growth for the region and state (i.e. Net Economic Output: this is total economic output minus output which is an input for other sectors).

The unlocking of the Bombo Quarry Precinct could directly generate approximately \$555 million in GVA for the NSW economy. A further ~\$739 million could be contributed to the NSW economy through flow-on multiplier effects.

Table 5 Development Phase Economic Benefits, \$2024

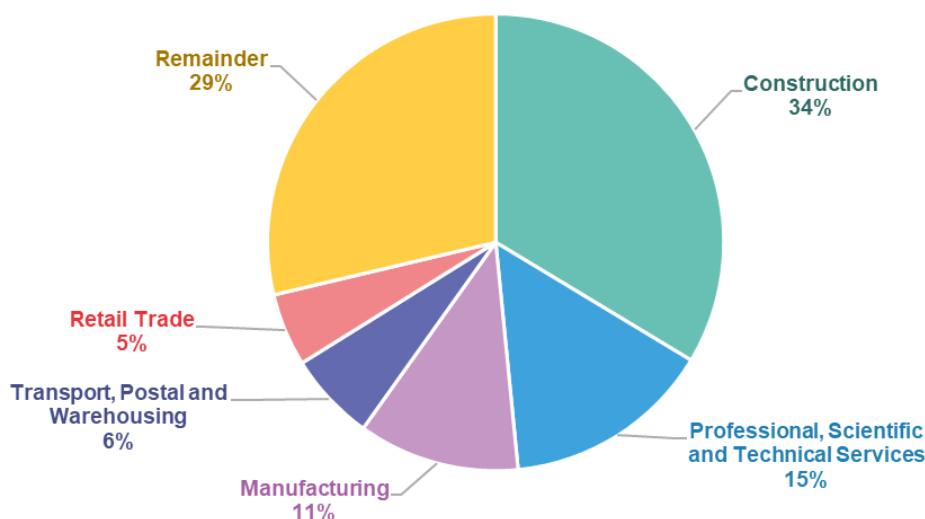
	Direct	Indirect	Total
Project Expenditure (\$M)	\$1,890.0	-	\$1,890.0
Avg Employment Per Annum (Total Jobs)	199 jobs over 15 years	277 jobs over 15 years	476 jobs over 15 years
Value Added (\$M)	\$554.5	\$738.6	\$1,293.1

Source: REMPLAN Economy, Rawlinsons, HillPDA, Urbis

The 277 indirect jobs that will be supported through economic multiplier effects during the site rehabilitation works and construction phase of the planned development would be spread across a variety of industry sectors. However, over 70% of these indirect jobs will be supported across five key sectors (refer to Figure 8).

The New South Wales construction sector would account for the largest share of the indirect jobs supported at 34%, followed by the Professional, Scientific and Technical Services sector at 15%, and the Manufacturing sector with 11%. A number of jobs would also be indirectly supported in the Transport, Postal and Warehousing sector, and the Retail Trade sector.

Figure 8 Indirect Employment by Sector, Development Phase



\*Remainder includes Administrative & Support Services (5% of indirect jobs), Wholesale Trade (4% of indirect jobs), Accommodation & Food Services (4% of indirect jobs), Financial & Insurance Services (4% of indirect jobs), Other Services (3% of indirect jobs), Rental, Hiring & Real Estate Services (3% of indirect jobs), Public Administration & Safety (2% of indirect jobs), Electricity, Gas, Water & Waste Services (1% of indirect jobs), Information Media & Telecommunications (1% of indirect jobs), Agriculture, Forestry & Fishing (1% of indirect jobs), and Mining (1% of indirect jobs).

Source: REMPLAN Economy, Rawlinsons, HillPDA, Urbis

## Operational Phase

Once complete, the planned development will directly and indirectly support ~1,020 ongoing jobs and contribute ~\$123 million to the NSW economy each year.

Based on industry standard job density benchmarks, we forecast the ongoing operations of the planned retail, commercial, light industry and community land uses will directly support in the realm of 800 total jobs on-site. In addition to the 800 direct on-site jobs, the ongoing operations of the planned employment-generating land uses will indirectly support a further 221 jobs through flow-on economic multiplier effects.

In addition to employment, the planned development will also contribute significant economic growth to the local and state economies because of the ongoing operation of, and employment supported by, the



development. We estimate the ongoing operation of the planned development has the potential to deliver an average of ~\$79 million in direct and ~\$44 million in indirect GVA to the NSW economy each year once fully completed and operating. This reflects an overall annual contribution to the NSW economy of ~\$123 million per annum.

Table 6 Operational Phase Economic Benefits, \$2024

	Direct	Indirect	Total
Avg Employment Per Annum (Total Jobs)	800 jobs	221 jobs	1,021 jobs
Value Added (\$M)	\$79.0	\$43.6	\$122.5

Source: REMPLAN Economy, HillPDA, Urbis

## 8.5. GENERAL DETERMINING ISSUE 5

***Whether the proposal is geographically broad in scale, including whether it crosses over multiple council and other jurisdiction boundaries, or impacts a wide area beyond one local government area.***

Not relevant. The Bombo Quarry sits within the Kiama Local Government Area and does not cross over multiple council and other jurisdiction boundaries. The proposal is not considered to have impacts beyond the Kiama local government area as the site will be sufficiently serviced by the Kiama region.

The only tangible impacts which may impact outside the LGA is heavy vehicle traffic movements. This can be addressed via technical studies in the development application.

It is acknowledged that the future development has capacity to impact the broader Illawarra-Shoalhaven region through the delivery of diverse housing, providing employment opportunities, fill material sourcing and transportation.

## 8.6. GENERAL DETERMINING ISSUE 6

***Whether the proposal is complex, unique or multi-faceted and requires specialist expertise or State coordinated assessment, including where councils require or request State assistance.***

The landowner's group have had ongoing conversations with Council's Executive Leadership team since late 2023. The proposed Ministerial Call-In Request was discussed with Council's Director of Planning, Environment and Communities, and it was acknowledged that as part of this written request, the DPHI would consult with Council further. It has been noted that land at the Bombo Quarry Precinct presents a unique and unparalleled growth opportunity for Kiama's LGA, community and the broader region. It was further noted and acknowledged by Council that the proposal is unique in its offering and is arguably consistent with the expectations for the site to be State significant consistent with other lands within the Planning Systems SEPP. Importantly, it is noted that the proposed Planning Proposal is intended to be lodged directly with Kiama Municipal Council.

The redevelopment of a hard rock quarry is both complex and unique when compared to standard greenfield and even most brownfield urban development, incorporating specialist expertise with respect to site rehabilitation works in extractive environments. That is, by virtue of the scale of the considerations, the project presents a uniqueness not often seen in traditional scale projects. The subject site requires significant earthworks, which are the subject of this request. The extent and nature of the earthworks are required to deliver a graded landform that supports a range of future suitable urban purposes. Some of the complex and unique issues include the assessment and management of residual quarry walls (some more than 50m in height), design and control of deep fill, and the design and management of both stormwater and groundwater in the final landform.

Unique issues which relate directly to the current use of the site as a quarry include:

- **Land Resources** including a detailed assessment of:
  - Potential impacts on soils and land capability (including potential erosion and land contamination) and the proposed mitigation, management and remedial measures (as appropriate).



- Potential impacts on landforms (topography), paying particular attention to the long term geotechnical stability of any new landforms.
- The compatibility of the development with other land uses in the vicinity of the development.
- **Rehabilitation:** assessment is required regarding the proposed rehabilitation strategy for the site having regard to the key principles in the *Strategic Framework for Mine Closure* (which also addresses quarries) including rehabilitation objectives, methodology, monitoring programs, performance standards and proposed completion criteria.

Ensuring that an existing State led team who already handle development applications for quarry and mines coordinate(s) the assessment of this proposal. Existing expertise on technical matters wholly unique to quarries will be invaluable to the project. As such, given the State and regional significance of the site for the future delivery of housing and urban purposes, to best enable the opportunity for this to be realised the landowner group believes it is appropriate for the proposed DA to be managed and coordinated by the DPHI Energy and Resources Assessment team. A site like this, which includes two major landowners, historical and current quarrying development application consents, and a significant change in future land use activities, requires a whole of government coordination when considering a DA of this nature. A State led assessment team will maintain close engagement with Kiama Council and draw on its extensive experience to undertake a detailed whole of government assessment of the DA, including any recommended conditions of approval. This would ensure the requirements of the various stakeholders are appropriately assessed and coordinated in a timely manner. A copy of correspondence received from Council is attached at Appendix B.

## 9. COMMUNITY AND STAKEHOLDER ENGAGEMENT

A Community and Stakeholder Engagement Strategy (Strategy) has been prepared to support the future use of the Bombo Quarry Precinct.

In line with Action 9 of the Illawarra Shoalhaven Regional Plan 2041, the Strategy has been developed following close engagement with the DPHI and the Council to ensure an integrated and seamless community consultation method is achieved for the Precinct.

The approach seeks to consult with the community on all aspects of the project, while integrating and aligning activities with Council's Growth Strategy work and engagement. We are also aware that DPHI has been working closely with Council on its housing growth strategy work (currently out on exhibition), and in line with the relevant actions under the Illawarra-Shoalhaven Regional Plan.

The Strategy outlines opportunities for stakeholders to learn about the proposal, understand the process and provide feedback that will ultimately inform the proposed design. It has been informed by the International Association of Public Participation's (IAP2) Public Participation Spectrum.

The objectives of the Strategy are to:

- Ensure all relevant and interested stakeholders (community, state and local government and special interest groups) are identified.
- Support actions within the NSW Government's Illawarra Shoalhaven Regional Plan 2041 and Council's Growth Strategy, leading to the creation of a shared vision with the community.
- Deliver clear and factual key messages regularly throughout the planning and approval process to support both applications.
- Maximise the range of opportunities and encourage diverse stakeholder groups and communities to contribute towards the visioning and master plan.
- Identify issues that stakeholders and the community believe are most important to be addressed in the evolution of the precinct.
- Communicate to stakeholders and the community the co-operative and co-ordinated approach being implemented by all levels of Government.
- Co-create and test with stakeholders and the community solutions that maximise benefits for all stakeholders, and how desired outcomes will be aligned.
- Explain how potential impacts will be mitigated or managed and provide opportunities for stakeholders to contribute feedback.

### Engagement timeline

- The approach and timing carefully align with Council's engagement and development of its Growth Strategy. Alignment of timing is crucial to deliver clear and concise messaging to the community and mitigate any risk of confusion.
- **March – June 2024: Government** consultation to test the site's opportunities and constraints with the community to create a draft master plan.
- **July 2024:** Draft Master Plan consultation to inform a final Master Plan design.
- **July – August 2024:** Synthesise engagement outcomes for consideration throughout the planning application (DA).
- **Later in 2025:**
  - Lodge DA seeking approval to carry out earthworks. This will be followed by a public exhibition period, where the community will have an opportunity to provide feedback.
  - Lodge Planning Proposal seeking approval for a new underlying land use planning and development control framework to support future urban purposes across the Bombo Quarry Precinct.

## 10. CONCLUSION

The Regional Plan specifically identifies the Bombo Quarry Precinct as a regionally significant site that represents “a once-in-a-generation opportunity to supply a greater choice of housing in an area where supply is limited.” The Bombo Quarry Precinct represents one of only three regionally significant areas (including West Lake Illawarra and Nowra-Bomaderry) with the ability to deliver additional housing at scale. Unlike the majority of projects in the residential development pipeline, the subject site represents a unique opportunity to deliver over 2,000 dwellings as part of a single project and make a substantial contribution towards addressing the region’s existing and growing housing needs (Objective 18). The subject site is also highly suited for residential uses as it can leverage the existing transport infrastructure (Bombo train station and Princes Highway) to connect future residents with the wider region, including major services and employment hubs.

In addition to delivering housing at scale in an appropriate location, the subject site has significant potential to contribute towards greater housing diversity in the region (Objective 19 under the Regional Plan) by delivering a mix of housing typologies including houses, townhouses, apartments, and large residential lots.

In the absence of a consistent State led assessment of this proposal, there is significant risk that the projects’ ability to commence in a timely manner will be at risk. Critical to the assessment process, is ensuring that an existing State led team who already handle development applications for quarry and mines manage the assessment of this proposal. Existing expertise on technical matters wholly unique to quarries and mines will be invaluable to the project timeline. As such the landowner group believe it is appropriate for the proposed development application to be managed and coordinated by the Department of Planning, Housing, and Infrastructure. This would ensure the requirements of the various stakeholders are appropriately assessed and coordinated in a timely manner. The intention by the landowners to pursue the SSA call-in pathway has been openly communicated with Council staff and Councillors, as well as the local community, as part of the recent community and stakeholder engagement actions carried out in July 2024.

For the reasons outlined in this report, the proposed works are considered of State significance and a formal SSD declaration for the Project is requested in accordance with the provisions of Section 4.36(3) of the EP&A Act.

# APPENDIX A     DRAFT CONCEPT PLAN

**APPENDIX B      KIAMA COUNCIL LETTER**

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