



SCOPING REPORT

19A EVANS AVENUE, EASTLAKES



MIXED USE DEVELOPMENT

(retail premises, commercial premises, BTS, BTR, affordable housing, indoor recreation facility, childcare facility, medical centre)

For submission to the NSW Department of Planning, Housing & Infrastructure (DPHI)

On behalf of Conquest

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Prepared by	Date	Version
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Carlo Di Giulio (Director, REAP) 	8 August 2025	Revised

1. EXECUTIVE SUMMARY

This Scoping Report has been prepared by Principle Planning + Urban Design (PPUD) on behalf of Conquest (the proponent) in support of a mixed use development (including affordable housing) at 19A Evans Avenue, Eastlakes (the subject site). The project comprises multiple buildings above a 2-level podium, with three storeys of basement parking. The ground and first floors will be occupied by retail, recreational and commercial spaces, while the upper levels will accommodate residential dwellings. The residential apartment development component is proposed to include build to rent and build to sell housing. The site is bounded by Evans Avenue to the north, Barber Avenue to the east and south, and Eastlakes Reserve to the west.

The site is originally known as the Eastlakes Shopping Centre, is located in the Bayside Local Government Area (LGA) with street addresses at 19A Evans Avenue and 193A Gardeners Road, Eastlakes. Major Projects Approval MP09_0146 (**MP09_0146**) applies to the entire site. This approval allowed for a multi-storey mixed-use development inclusive of shops and residential apartment developments.

The original site is divided into two landholdings, referred to as the 'North Site' and the 'South Site', which are separated by Evans Avenue. The South Site, to which this scoping report relates, currently contains a single-storey shopping centre and associated car parking, with vehicular access from Barber Avenue to the south and Evans Avenue to the north. A delivery dock and service area are also access via Barber Avenue. For information, these facilities are due to be demolished shortly.

The North Site has frontages to Gardeners Road to the north, Evans Avenue to the south, and residential flat buildings to the east and west. Previously, this area contained car parking for the Eastlakes Shopping Centre and a row of single-storey shops along the northern boundary. New Mixed-use development 'the Grand' on the North Site has been completed under this consent.

The boarder site comprises 2 lots, legally described as Lots 30 in DP124620 (South Site) and 4 (North Site) in DP1230963, that covers an area of approximately 24,053m². An aerial photo of the site is shown in **Figure 1**.

This report seeks industry-specific Secretary's Environmental Assessment Requirement (SEARs) for the preparation of an Environmental Impact Statement (EIS) that will accompany a State Significant Development Application (SSDA). The proposal and site are 'declared projects' by the NSW Minister of Planning and Public Spaces, following the submission of an Expression of Interest to the Housing Development Authority. This proposal should be regarded as an SSDA with a concurrent Planning Proposal as existing development standards would be exceeded by more than 20% in some instances.

The new proposal introduces a mix of build-to-rent and build-to-sell housing models, with a commitment to deliver 10% affordable housing for a period of 10 years in line with the Housing Delivery Authority (HDA) scheme, supporting a broader range of housing needs. Key elements of the proposal aim to enhance the main street along Evans Avenue, creating a more vibrant and engaging urban environment. Additionally, improvements to the interface

with Eastlakes Reserve are designed to activate the park space and increase passive surveillance, contributing to a safer and more lively community setting.

The key provisions sought by the SEARs is a change in land use zone from E1 – Local Centre, according to the Bayside Local Environmental Plan 2021, to MU1 – Mixed Use. The SEARs will also seek to change the height of building development standard from 14m to up to 79m and the residential floor space ratio (FSR) standard from 1.5:1 to up to 5.5:1, as well as a minimum non-residential FSR of 2.5:1.



Figure 1 Site Aerial

2. THE SITE AND SURROUNDS

The site is known as the Eastlakes Shopping Centre at 19A Evans Avenue, Eastlakes and situated within Bayside Local Government Area (LGA). Legally, the property describes Lot 30 in Deposit Plan 1246820.

The Shopping Centre was built in the early 1960's and is a single-level retail complex, with a gross floor area of approximately 13,100sqm and a leasable retail area of approximately 10,200sqm comprising two main tenants, Woolworths and Aldi, 58 specialty shops and associated car parking.

The site has a total area of 2.32 hectares (23,200m²) and includes the shopping centre, car parking areas and a group of single-storey shops fronting Gardeners Road. The site comprises the following properties, **formerly** known as:

- Lot 3 DP 248832 (Eastlakes Shopping Centre and car park south of Evans Avenue – subject site)
- Lot 41 DP 601517
- Lot 100 DP 700822 (193A Gardeners Road, Eastlakes, car park north of Evans Avenue and shops fronting Gardeners Road).



Figure 2. The Original Site (Source: MP09_0146 SSD, Major Project NSW)

The proposed development is located on Evans Avenue and Barber Avenue in Eastlakes and is likely to comprise multiple buildings with a shared 2-level podium and basement car parking.

The site is irregularly shaped, encompassing a total area of 18,241m². It features 142.655m frontage along Avans Avenue, a 147.775m frontage on the eastern side along Barber Avenue, a 121.85m frontage on the southern side along Barber Avenue, and a 148.405m frontage adjoining Eastlakes Reserve. An aerial view of the proposed development is shown below in **Figure 3** and a location map refers to **Figure 4**.



Figure 3. Aerial view (Source: SIX Maps 2025)



Figure 4. Locality aerial view (Source: Google Map 2025)

3. DEVELOPMENT HISTORY

Existing Developments and Modifications

On 19 September 2013, the Planning Assessment Commission, on behalf of the Minister for Planning, granted Major Project Approval (**MP09_0146**) for:

Mixed use development incorporating basement car parking, ground floor retail area, and residential development above, communal open space, public domain landscaping and associated infrastructure works.

The original approval gave consent only to carrying out the development described in detail below:

- demolition and removal of all existing buildings;
 - construction of a mixed use development 1 - 9 storeys in height, including ground floor retail floor space of 15,960m²;
 - up to 428 residential apartments;
- basement car parking over two levels;
- associated landscaping;
- associated infrastructure, stormwater and utility works; and
- stratum subdivision.

The Project Approval (**MP09_0146**) has been modified on five occasions, as detailed in **Table 1**.

Table 1 Project Approval (**MP09_0146**) Modifications

Modification	Description	Type	Status	Date
MOD 1	Design changes to North Site include changes to Building 1B, ground floor commercial layout, basement parking arrangements and landscaping and street trees.	S75W	Approved	28/06/2018
MOD 2	Modification to Condition B29(e) to allow larger construction vehicles access during construction.	S75W	Approved	19/12/2017
MOD 3	Removal and replacement of four trees along the northern side of Evans Avenue to facilitate the	S75W	Approved	14/03/2018

	construction of the approved development.			
MOD 4	Redesign the development on the South Site and refinement to the development on the North Site. <u>South Site</u> • increase the number of basement parking levels from 2 to 4 and number of parking spaces from 980 spaces to 1,204 (additional 224 spaces) • provide an additional part level of retail / commercial floor space in the podium, change podium layout and footprint • redesign and increase the height of residential buildings from 2 to 8 (equivalent) storeys above the podium (33 m) to 4 to 10 storeys above the podium (42 m) • redesign communal open space and public domain areas • increase the GFA from 50,819m² to 60,469m² (additional 9,650m²) • increase in dwellings from 425 to 490 (additional 65 dwellings) • permit loading dock and waste collection operations between 5 am and 10 pm and establish shopping centre operating hours. <u>North Site</u> • changes to floor plans of apartments in Buildings 1	S75W	Approved	18/06/2020

	and 1A and ground floor of Building 1B • changes to basement layout and carparking • changes to rooftop plant services and lift overruns • changes to façade design of Buildings 1 and 1A • amendments to the podium and ground level landscape design • changes to the approved hours for the shopping centre and loading dock.			
MOD 5	Minor design modifications to the North Site: • Provision of a dry cleaners in the north-east corner of the level 1 basement, • Provision of a carwash facility within the south-east corner of the level 1 basement, and • Provision of a mezzanine for plant storage within the ground floor loading dock and reconfiguration of the supermarket tenancy	S4.55(1A)	Approved	09/02/2021
MOD 6	A Modification to the South Site is registered on the Planning Portal but has not been submitted. The changes listed include: • Reduction in basement levels from 4 to 3 • Increase in number of podium levels • Amendments to building and massing	S4.55(2)	Prepare Mod Report	Ongoing

	• Amendments to dwelling mix • GFA changes.			
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The Previous Development Application in regard to **South Site** (19A Evans Avenue, Eastlakes)

DA No.	Description	Status	Date
DA-2008/278	Internal fitout and alterations to the existing building, one internally illuminated roof sign fronting Evans Avenue and use of the premises as a convenience retail store to operate between 7am to 10pm seven days per week	Approved	04/08/2008
DA-2017/112	Construction of an observatory tower over the existing car park Undertake external works to the façade of Shop 41, construction of an observatory tower over the existing car park structure and removal of two car parking spaces on the structure and one at grade space.	Approved	28/09/2017

4. THE PROPOSAL

Given the proposal is the subject of a recently announced Housing Delivery Authority (HDA) SSDA, the exact details of the scheme have not yet been determined. The proposal will seek to deliver 1,000 dwellings as part of a mixed use development. It will also include a 2 level podium with commercial and retail services, most likely being a full line supermarket, a range of specialty stores, medical centre, food and drink premises', indoor entertainment facilities and a child care centre.

The residential component will most likely be split for build to sell (BTS) and build to rent (BTR) purposes. The built form for the residential component will most likely be in the form of 4 to 5 towers on top of the podium. Suites, 1 bed, 2 bed and 3 bedroom dwellings will be provided in both the BTR and BTS schemes.

The basement approved as part of the applicable Major Projects approval has capacity for some 1,500 car spaces which should be sufficient for the proposed HDA scheme. It is expected that car share vehicles as well as site specific bus service will be catered for in the basement as well.

The proposal will achieve a residential floor space ratio of approximately 5.5:1, and a non-residential floor space minimum of 2.5:1, as well as a height of building of approximately 79m. Communal open space will be provided throughout the podium as well as the roof top.

Subject to further discussions with DPHI, the proposal may require a concurrent rezoning to include the abovementioned heights and FSR as development standards, as well as to make BTR a permissible land use on the site. This could be achieved as part of changing the existing E1 – Local Centre zoning at the site according to the Bayside Local Environmental Plan 2021, to MU1 – Mixed Use.



Figure 5. Perspective image of intended modification application. Not indicative of HDA scheme



Figure 6. Perspective image of intended modification application, from Munday Reserve. Not indicative of HDA scheme



Figure 7. Perspective image of intended modification application. Not indicative of HDA scheme

5. STATUTORY PLANNING CONTEXT

The subject site is zoned E1- Local Centre according to the BLEP 2021.

The objectives of the E1 zone are:

- To provide a range of retail, business and community uses that serve the needs of people who live in, work in or visit the area.
- To encourage investment in local commercial development that generates employment opportunities and economic growth.
- To enable residential development that contributes to a vibrant and active local centre and is consistent with the Council's strategic planning for residential development in the area.
- To encourage business, retail, community and other non-residential land uses on the ground floor of buildings.
- To ensure development within the zone does not detract from the economic viability of commercial centres.
- To ensure the scale of development is compatible with the existing streetscape and does not adversely impact on residential amenity.
- To ensure built form and land uses are commensurate with the level of accessibility, to and from the centre, by public transport, walking and cycling.
- To create lively town centres with pedestrian focused public domain activated by adjacent building uses and landscape elements.
- To accommodate population growth in the Rockdale town centre through high density residential uses that complement retail, commercial and cultural premises in the town centre.

The proposal would satisfy the objectives given it provides residential floor space. The proposal would satisfy the Apartment Design Guide recommended design controls and adopt relevant urban design provisions in relation to street definition and activation, in particular. The proposal would also provide retail and business services and opportunities to the locality. In all, it is considered that the proposal would be consistent with the zone objectives.

Part 4 of the Housing SEPP relates specifically to Build to Rent schemes. In summary, it provides that BTR is permissible in land uses zones in which residential flat buildings are permissible, and in land use zones E2, MU1, B3, B4, B8 and SP5. The subject site arguably is neither of these. In this case, a concurrent rezoning from E1 Local Centre to MU1 Mixed use may be beneficial to explicitly enable BTR as a permissible land use as was listed in the EOI. Further, a concurrent rezoning would be suitable to address the change in height of building and FSR development standards referenced in the EOI which are notably different to those listed in the BLEP 2021.

For context purposes, the currently applicable land use zone and development standards applicable to the subject site according to the BLEP 2021 are provided in the following map extracts.

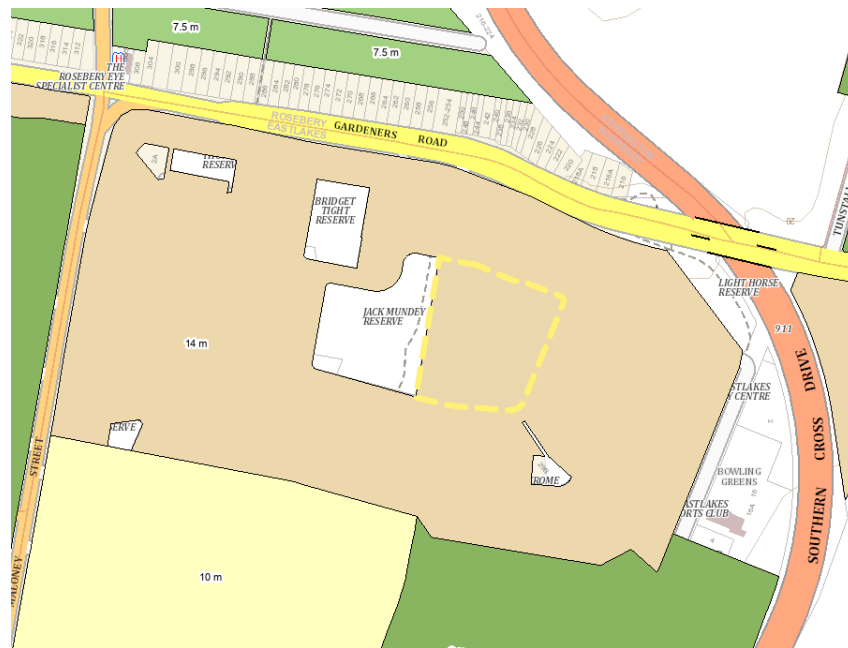


Figure 8: Extract of locality height of building map with subject site outlined yellow (Source: Espatial viewer/PPUD)

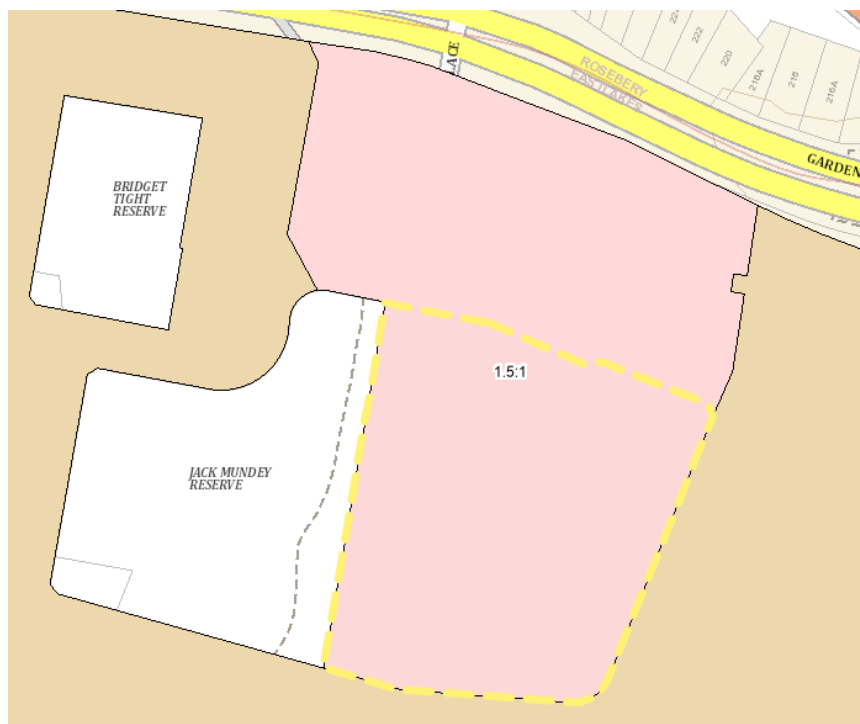


Figure 9: Extract of locality FSR map with subject site outlined yellow (Source: Espatial viewer/PPUD)



Figure 10: Extract of locality land use map with subject site outlined yellow (Source: Espatial viewer/PPUD)

6. ENVIRONMENTAL PLANNING CONSIDERATIONS

Numerous specialised services were already engaged for the purposes of preparing a modification to the existing Major Projects approval applicable to the site. These include Plus Architecture, PTC Traffic, hydraulic engineers, geotechnical engineers, contamination assessors and the like. The intended modifications sought to increase dwelling yield at the site. As such, detailed analysis has already been completed in relation to the site.

That said, the intended modification scheme is somewhat different to the provisions outlined in the HDA scheme. Therefore, at this stage, providing an environmental assessment of any HDA scheme is arguably not entirely useful as part of the SEARs request process.

That said, a discussion with DPHI in relation to including BTR as a permissible use at the site would be prudent as part of the SEARs request stage. PPUD recommends making BTR a permissible land use at the site and this would provide greater clarity in terms of design, internal amenity and affordability of the overall development. In essence, it would strengthen the character of the development.

As part of the SSDA, typical impacts would be assessed in detail such as traffic, solar access, ventilation, communal open space, visual impact, contamination, parking, wind, solar reflectivity and the like.

7. CONCLUSION

A HDA EOI nominating 1,000 dwellings was supported for the site by the HDA and the NSW Minister for Planning. Overall, the proposal will seek to deliver a self-sufficient precinct whereby market housing, BTR, affordable housing, retail services, commercial services, recreational services, childcare facilities, a supermarket, as well as ample parking can be provided on site.

Extensive analysis had already been undertaken in relation to the site for the purposes of an imminent modification to the exiting Major Projects approval. Whilst extensive, those investigations do not suitably reflect the 'HDA scheme'. In this case, this scoping report does not provide a detailed analysis of the intended proposal. This will be provided as part of any SSDA and accompanying EIS.

Regardless of the above, it would be prudent at this point to discuss a concurrent rezoning of the site to enable BTR at the site. Such a rezoning could also address any change in FSR and building height as well. To achieve this outcome, this SEARs request seeks to change the zoning of the site from E1 local centre to MU1 mixed use. This will render BTR permissible as it would trigger the application of Chapter 3, Part 4 (Build to rent housing) of the Housing SEPP to the subject site. The rezoning would also seek to increase the height of building standard to 79m and the residential FSR to 5.5:1 as well as a minimum non-residential FSR of 2.5:1.