



HDA SSD Scoping Report

Shop Top Housing

1-9 The Boulevarde and 2-12 Churchill Avenue, Strathfield

Prepared for Esperia Court Pty Ltd

04.11.25

24011

Beam Planning acknowledge that Aboriginal and Torres Strait Islander peoples are the First Peoples and Traditional Custodians of Australia. We pay respect to Elders past and present and commit to respecting the lands we walk on, and the communities we work with.

Author:	Chris Forrester Director	cforrester@beamplanning.com.au
	Matthew Norman Principal	mnorman@beamplanning.com.au
	Emily Batten Planner	ebatten@beamplanning.com.au

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1.0 Introduction

This Scoping Report has been prepared by Beam Planning on behalf of Esperia Court Pty Ltd (Esperia Court) (the Applicant) to request Project-specific Secretary's Environmental Assessment Requirements (SEARs) and Rezoning Study Requirements for a concurrent State Significant Development Application (SSDA) and Rezoning Proposal relating to a new shop top housing development. The proposed development is to be located at 1-9 The Boulevard and 2-12 Churchill Avenue (the site).

Specifically, the proposed development comprises a mixed-use building (with the tower form and height subject to further architectural testing) with commercial retail at ground and first floors and apartments above (including affordable dwellings). The proposal is also exploring the possibility of relocating vehicle access from Churchill Avenue to The Boulevard, thereby enabling Strathfield Council's vision for an expanded, pedestrianised Town Square and improving safety and connection between Strathfield Station and the civic plaza.

On 8 August 2025, the Housing Delivery Authority (HDA) recommended that the proposed development on the site as outlined in Expression of Interest (EOI) application (#265819), be declared State Significant Development (SSD) under Section 4.36(3) of the *Environmental Planning and Assessment Act 1979* (EP&A Act). The Minister for Planning and Public Spaces issued SSD Declaration Order (No 12) 2025 on 21 August 2025, formally declaring the project as SSD. The proposal will be facilitated by a concurrent amendment to the applicable Environmental Planning Instrument (EPI), being the *Strathfield Local Environmental Plan 2012* (SLEP).

This Scoping Report has been prepared with consideration of both the Department of Planning, Housing and Infrastructure's (the Department) *State Significant Development Guidelines (March 2024)* and the *Local Environmental Plan Making Guidelines (August 2023)*. It provides an overview of the project, sets out the statutory context, and identifies the key likely environmental and planning impacts that will be considered as part of the application.

The Applicant

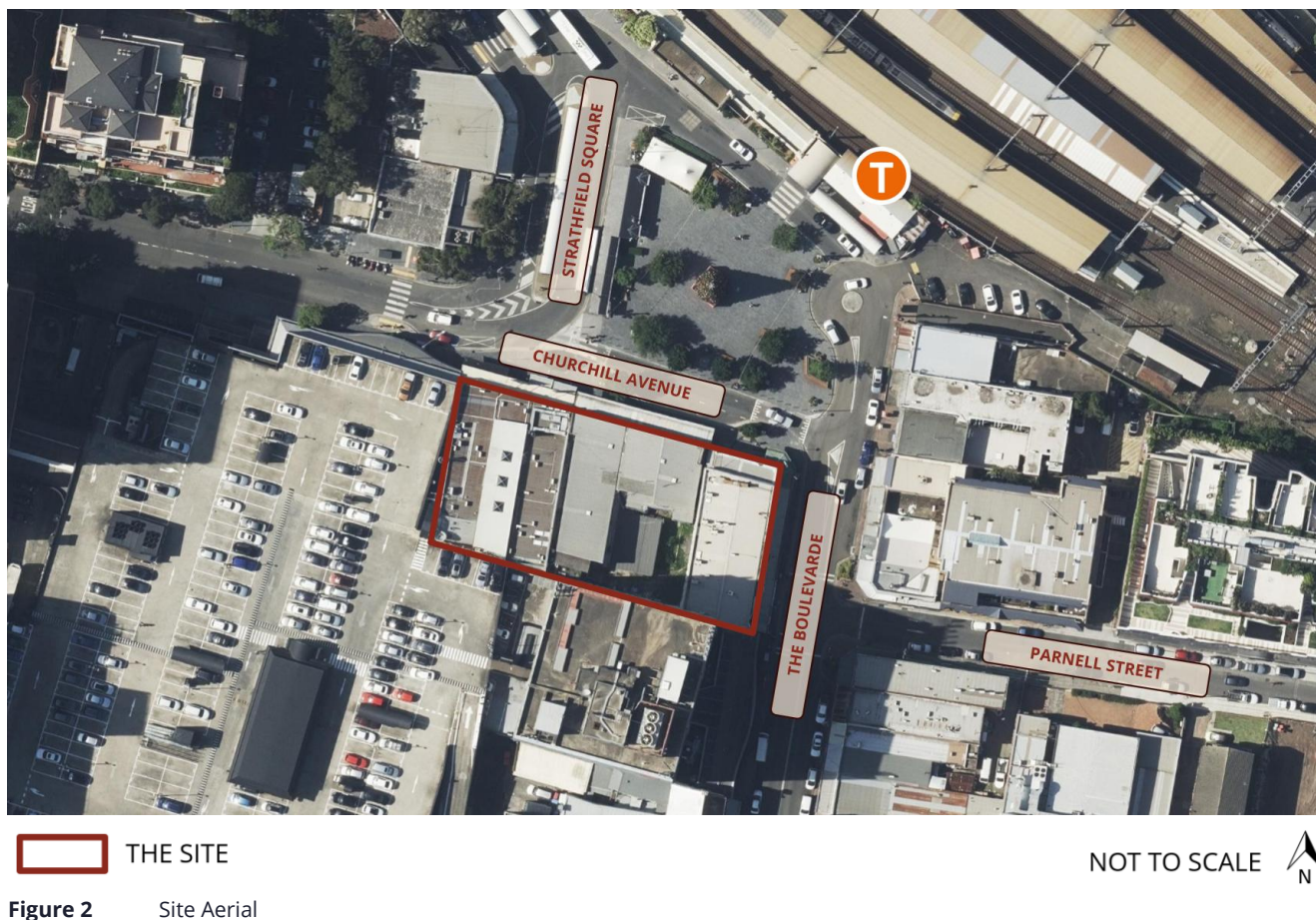
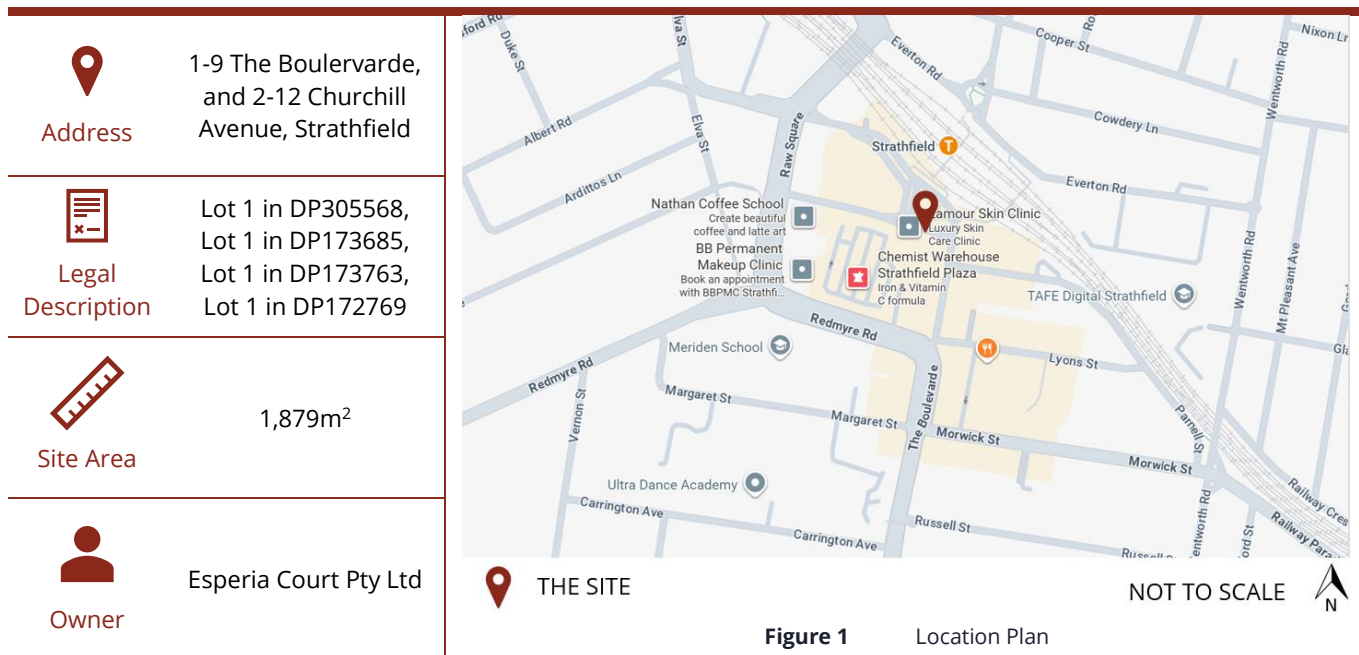
Table 1 Applicant Details

Applicant	Esperia Court Pty Ltd
ABN	22 000 457 492
Address	16 Spring Street Sydney NSW, 2000

The Site

The site is located within the Strathfield Local Government Area (LGA) on the corner of The Boulevard and Churchill Avenue, directly south of Strathfield Train Station and Strathfield Square and adjoining Strathfield Plaza to the west. It occupies one of the most prominent positions in the Strathfield Town Centre, benefitting from immediate access to high frequency public transport and key retail, commercial and civic uses, making it ideally suited for high-density, transit-orientated development.

Figure 1 provides a location plan, while **Figure 2** provides an aerial image of the site.



2.0 Background

2.1 Planning History

DA/2016/087

Consent was granted for the demolition of existing structures and the construction of a 15-storey mixed-use development with four levels of basement parking, on three of the four adjacent lots (Lot 1 in DP 173685, Lot 1 in DP 173763, Lot 1 in DP172769) (**Figure 3**). While the consent has been 'physically commenced,' construction has not progressed to the demolition of the existing commercial development. This delay is due to market conditions and acquisition of the fourth lot (after receiving development consent) that could be incorporated into a larger scheme which better optimises the site's strategic potential in response to the objectives of the National Housing Accord and recent changes to planning policy.



Figure 3 DA/2016/087 Scheme

Source: Integrated Design Report

Strathfield Town Centre Our Place Our Future

Strathfield Council is currently progressing a master planning process for the Strathfield Town Centre (**Figure 4**) which is now in Round Two of community and stakeholder engagement with the exhibition of the *Key Directions Report in May 2025*. This report sets out the emerging vision for the centre, focusing on a safer, more vibrant and sustainable town centre with an expanded Town Square, improved pedestrian connections and a greater mix of housing, retail and civic uses. Despite numerous masterplans and feasibility studies for the Strathfield Town Centre prepared over the past 20 years, no amendments to the planning controls contained in the SLEP have been delivered, and the current process will not provide timely changes to address urgent housing needs. The Applicant has engaged with Strathfield Council on Our

Place Our Future and the relationship between the Site and the Town Centre Masterplan area and will continue to work with Council during the detailed design of the development.

Within this context, the subject site is recognised by Council as an ‘opportunity site’, reflecting its prominent location adjoining Strathfield Square and Strathfield Station and its capacity to deliver significant uplift and public domain improvements to the south of the square. The project, now formally declared as SSD, provides a timely mechanism to deliver much-needed housing within Housing Accord timeframes while supporting and giving effect to the objectives of the Town Centre Plan.



Figure 4 Masterplan Study Area

Source: Strathfield Council

3.0 Strategic Context

The proposed amendments to the SLEP, and the project as a whole, align with and give effect to the strategic planning framework relevant to the site, as evidenced by the acceptance of the proposal by the HDA and its declaration as SSD. This project, if approved, will deliver approximately 332 new dwellings in a highly desirable and accessible location within 50m walking distance of Strathfield Station, and will deliver a range of public benefits including affordable housing, activation of the ground plane, improved pedestrian safety and the facilitation of Strathfield Council's vision for an expanded Town Square. The proposal is a direct response to the current housing crisis and the State's commitments to the National Housing Accord, which highlights the need to deliver housing is urgent.

3.1 Key Strategic Plans

The following strategic plans are likely to be relevant to the justification and evaluation of the project and will be investigated in more detail in the EIS:

- NSW State Priorities;
- National Housing Accord 2022;
- NSW Housing Strategy;

- Housing 2041;
- NSW Government Housing Targets;
- State Infrastructure Strategy;
- Future Transport Strategy;
- Better Places: An Integrated Design Policy for Build Environment of NSW;
- Development near Rail Corridors and Busy Roads;
- RMS Guide to Traffic Generating Development;
- Greater Sydney Region Plan – A Metropolis of Three Cities;
- Our Greater Sydney 2056 Western City District Plan;
- North West Rail Link Corridor Strategy;
- Strathfield 2040 Local Strategic Planning Statement; and
- Strathfield Town Centre – Our Place Our Future.

In addition to the above, the future application will undertake a detailed assessment against the relevant Section 9.1 Ministerial Directions.

3.2 Cumulative Impacts

The site is located within the future Strathfield Town Centre Masterplan area, which is anticipated to undergo significant transformation in the coming years in line with its strategic designation for high-density, mixed-use development. A number of surrounding sites remain underutilised and are expected to be redeveloped following the finalisation of the Masterplan, collectively contributing to a substantial uplift in residential density and infrastructure demand across the precinct. As one of the first parcels to be redeveloped, the proposal will set a benchmark for design quality and public domain outcomes and is less constrained by cumulative impacts at this stage given that other redevelopment proposals are yet to be advanced. Nevertheless, cumulative considerations informed by the existing planning framework and the Masterplan in its current form will be addressed as part of the assessment, including traffic generation, infrastructure servicing, overshadowing, amenity, and integration with the surrounding public domain to ensure a coordinated and holistic outcome for the precinct. This will inform the tower heights, solar access, built form, and separation of the proposal.

The site is located approximately 250m to the south-east of SSD Application (SSD-80432461) at 2-6 Pilgrim Avenue and 11-13 Albert Road, Strathfield which is currently under assessment (response to submissions phase) and seeks consent for a mixed use development comprising two ground floor commercial units and two 20-storey residential towers. The cumulative impact of the proposal with SSD-80432461 will reinforce the desired increased density and building heights in the Strathfield Masterplan Area. In this regard the cumulative impacts of the built form of the two development will likely reinforce the hierarchy of the centre, without resulting in a direct impact on amenity due to the separation of the buildings. The technical studies supporting the EIS (such as transport study) will consider the potential cumulative impacts of this development.

4.0 The Proposal

As detailed in the preceding sections, the project comprises a concurrent Rezoning Proposal and a SSDA applying to the site. The Rezoning Proposal seeks to amend the planning controls under the SLEP, while the SSDA will seek the delivery of proposed development across the site. The following sections outline the details of each planning component.

4.1 Rezoning Proposal

To facilitate the proposed development described in **Section 4.2** of this Scoping Report, a Rezoning Proposal is sought to seek the following amendments to the SLEP:

- Increase the existing maximum building height and FSR to facilitate the proposed building; and
- Amend Clause 6.8 to remove its application to the site, removing the requirement that residential floor space not exceed 35% of the total FSR.

The proposed amendments seek to optimise the site's strategic location adjacent to Strathfield Station, by enabling high-density, transit-orientated development near key infrastructure and public transport. The amendments will facilitate an uplift in housing supply, including a commitment to deliver 5.1% of the residential floor space as affordable housing for a period of 15 years, while supporting the site's function as a mixed-use precinct through the integration of ground-level retail and non-residential uses.

The Rezoning Proposal will give regard to the strategic and site-specific merit of the project, detailing the rationale for providing suitable density adjacent to Strathfield Station and confirming a lack of any significant adverse impacts to surrounding residences or public spaces.

4.2 State Significant Development Application

The proposed amendments to the SLEP, as outlined above, will facilitate the following development which will be sought in a concurrent SSDA:

- Demolition of all structures to clear the site;
- Construction of a mixed use building comprising a broad mix of 1, 2, 3, and 4 bedroom apartments, as well as 5.1% of the residential floor space dedicated as affordable housing for a period of 15 years, to provide housing diversity. The tower form is being developed within a building envelope in consideration with PANS-OPS, the ADG, solar amenity and urban design considerations;
- Mixed-use podium comprising commercial/retail premises on the ground and first floors and residential uses above. The podium will also include an element of car parking;
- Investigation of a relocated vehicular access point from The Boulevard, replacing the approved Churchill Avenue entry and thereby allowing the expansion of the Strathfield Town Square;
- Associated basement and podium car parking, landscaping and public domain improvements to integrate the development with the adjoining civic plaza and Strathfield Station.

Architectural Drawings and an Architectural Design Report illustrating the proposed development will be prepared to accompany the future SSDA. **Figure 5** provides a preliminary envelope investigation and indicative floor plan concepts.

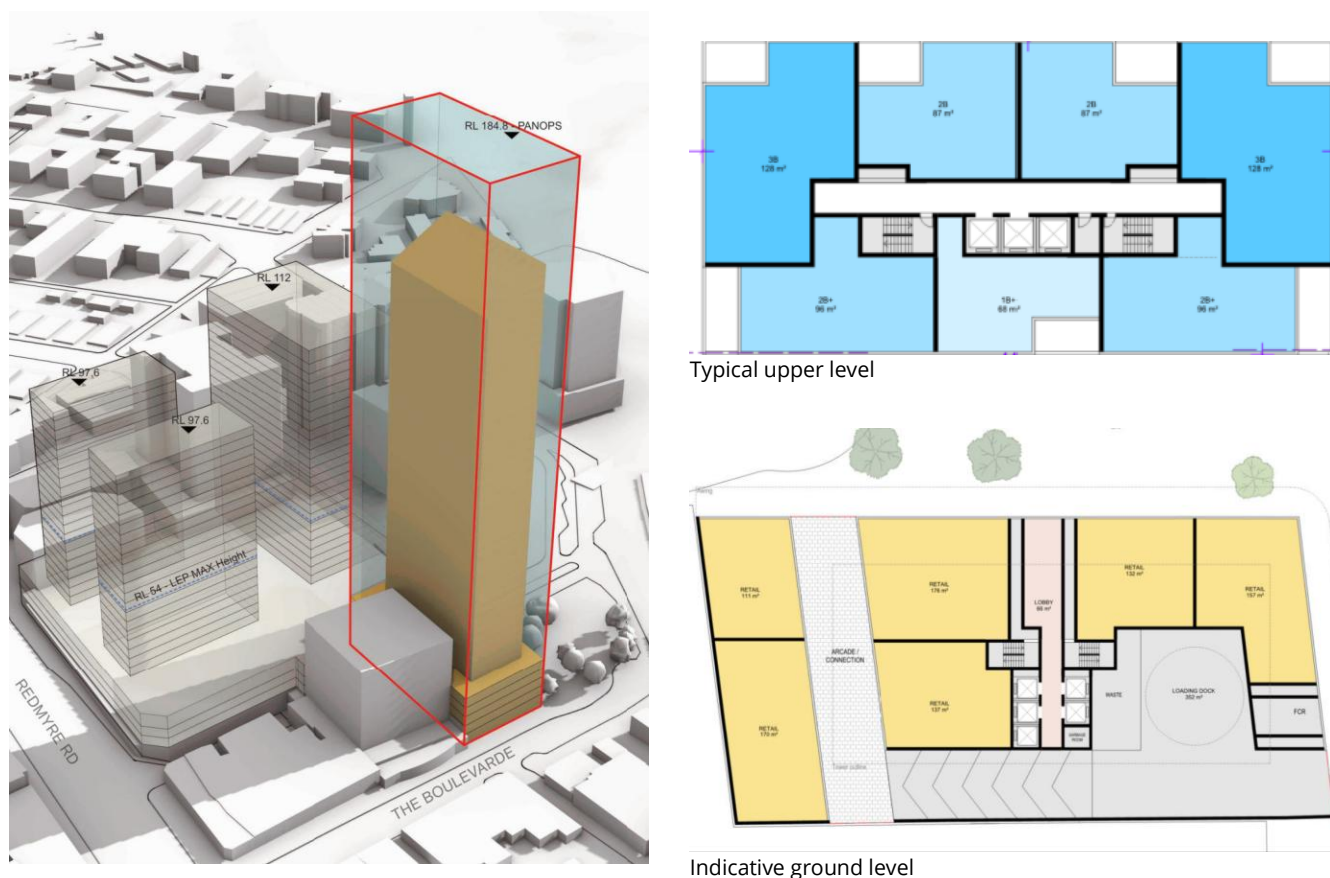


Figure 5 Preliminary envelope concepts

Source: Architectus

5.0 Consideration of Alternatives

A range of development options have been considered during the planning process to determine the most appropriate outcome for the site. These options were evaluated in terms of feasibility, merit, urban design outcomes and broader community benefit.

The following alternatives were considered as part of the process leading to this proposal, and will be discussed in further detail in the EIS:

- **Alternative 1: Do Nothing** - This option would retain the existing buildings and uses on the site. The site would remain underutilised, delivering no contribution to housing supply, affordable housing or public domain improvements. Importantly, it would fail to support Council's vision for a revitalised Town Centre or respond to the State Government's Housing Accord commitments. This option is therefore not considered a reasonable or desirable outcome.
- **Alternative 2: Compliant Development Application** - This option would pursue a scheme within the current provisions of the SLEP, which set a height limit of 42–54m, an FSR of 3:1–5:1 and apply a 35% residential floor space cap under Clause 6.8. An approved DA already exists for part of the site, providing for a 15-storey mixed-use building. However, that scheme does not extend across all four lots and would therefore deliver only a partial redevelopment outcome and a potential for site isolation of 12 Churchill Avenue. As a result, the site would continue to be underutilised relative to its location and strategic role, and would not maximise opportunities for housing delivery, affordable housing, or improvements to the adjoining public domain. This option is therefore not considered to represent the best use of the land.
- **Alternative 3: The Proposal** - This option involves a concurrent Rezoning Proposal and SSDA to facilitate a mixed-use tower. The proposal leverages its strategic location to provide a diversity of well-located housing stock, including a guaranteed affordable housing component, and provides retail activation and public domain improvements at the ground plane. The potential opportunity to relocate the vehicular access to The Boulevard will enable the expansion and pedestrianisation of Strathfield Square in line with Council's vision. This option achieves the strategic planning objectives of both State and local policy, contributes to housing supply in a highly accessible location, and establishes a benchmark for future development in the Town Centre.

6.0 Statutory Context

Table 2 provides an overview of the key statutory requirements for the project.

Table 2 Statutory Requirements

Matter	Comments
Power to Grant Consent	The development is declared SSD pursuant to State Significant Development Declaration Order 2025 (No 12, Part 2, Section 1(v)). Pursuant to Section 4.5(a) of the EP&A Act, the Minister for Planning and Public Spaces, or their delegate will be the consent authority for the application.
Permissibility	The proposal is located on land which is subject to the SLEP. The site is zoned E2 Commercial Centre. Commercial premises and shop top housing are both permitted with consent in the zone and the development is therefore permissible.
Other Approvals	• Biodiversity Conservation Act 2016 – Due to the nature of the site, a waiver to the requirement for a Biodiversity Development Assessment Report (BDAR) will be sought prior to lodgement of the SSDA. • Water Management Act 2000 – Authorisation will be required if groundwater is to be impacted during construction and excavation. • Sydney Water Act 1994 - Section 78 of the <i>Sydney Water Act 1994</i> requires consent authorities to notify Sydney Water where an application for development could affect Sydney Water services. Accordingly, the applicant will consult with Sydney Water during the preparation of the EIS if deemed necessary. • Roads Act 1993 - A consent under Section 138 of the <i>Roads Act 1993</i> may be required to facilitate new driveway connections <u>Approvals not applicable:</u> • An approval under Part 4, or an excavation permit under section 139, of the <i>Heritage Act 1977</i>; and, • An approval under the <i>Environmental Protection and Biodiversity Conservation Act 1999</i>.

Matter	Comments
Pre-conditions to exercising the power to grant consent	Biodiversity Conservation Act 2016 (BC Act) A BDAR waiver will be requested from the Department to satisfy Section 7.9(2) of the BC Act.
	National Parks and Wildlife Act 1974 (NPW Act) The NPW Act aims to prevent the unnecessary or unwarranted destruction of relics and the active protection and conservation of relics of high cultural significance. Given the heavily disturbed nature of the site, a full Aboriginal Cultural Heritage Assessment Report (ACHAR) is not considered necessary for this site. Therefore, an Aboriginal Cultural Due Diligence Report will be prepared instead to accompany the application.
	State Environmental Planning Policy (Transport and Infrastructure) 2021 (Transport and Infrastructure SEPP) <u>Section 2.122 Traffic-generating development</u> Development consent must not be granted to certain traffic-generating development unless the consent authority has given written notice of the application to TfNSW, and taken into consideration any submission made in response to that notification, and the accessibility of the site concerned, and the potential traffic safety, road congestion or parking implications of the development. The development will comprise residential development with 300 or more dwellings and as such is anticipated to be Traffic Generating Development. <u>2.100 Impact of rail noise or vibration on non-rail development</u> This section applies to development for the purposes of residential accommodation adjacent to a rail corridor. A Noise and Vibration Assessment will be submitted with the SSDA assessing the impacts of rail noise and vibration on the development.
	State Environmental Planning Policy (Resilience and Hazards) 2021 (Resilience and Hazard SEPP) Chapter 4 of the Resilience and Hazard SEPP aims to promote the remediation of contaminated land for the purpose of reducing the risk of harm to human health or any other aspect of the environment. Specifically, Section 4.6(1)(b) requires the consent authority to be satisfied that the land is suitable in its contaminated state, or will be suitable after remediation, for the purpose for which the development is proposed to be carried out. Contamination on three of the four adjoining sites has been previously addressed under DA/2016/087, including site investigations confirming the land is suitable for the proposed mixed-use development. Works have commenced under the existing approval, and the proposal does not introduce a more sensitive land use than that approved. As such, these three sites have been demonstrated to be suitable for the proposed use. On the more recently acquired site, Lot 1 in DP305568, a preliminary site investigation will be prepared to accompany the future application to determine the suitability of the site for the proposed development.
	Environmental Planning and Assessment Act 1979 (EP&A Act) The future application will take into consideration the following sections of the EP&A Act: Section 1.3 Objects of Act Section 4.15 Evaluation
Mandatory matters for consideration	State Environmental Planning Policy (Housing) 2021 (Housing SEPP) The future application will provide an assessment against Chapter 2 and Chapter 4 of the Housing SEPP. As required by Section 147, a Design Verification Statement will be prepared, along with an assessment against the Apartment Design Guide (ADG).
	State Environmental Planning Policy (Sustainable Buildings) 2021 (Sustainable Building SEPP) The future application will implement a range of environmentally sustainable development initiatives to meet industry benchmarks and standards, as well as reduce emissions and consumption of energy in accordance with Chapter 2 and 3 of the Sustainable Building SEPP. A BASIX Certificate will also be provided for the development.
	Strathfield Local Environmental Plan 2010 (SLEP) The future application will have regard for the following relevant clauses: • Clause 2.1 Land use zones • Clause 4.3 Height of buildings • Clause 4.4 Floor space ratio • Clause 4.4B Exceptions to floor space ratio (Strathfield Town Centre)

Matter	Comments
	• Clause 5.10 Heritage conservation • Clause 5.21 Flood planning • Clause 5.22 Special flood considerations • Clause 6.1 Acid Sulfate soils • Clause 6.2 Earthworks • Clause 6.4 Essential services • Clause 6.7 Design excellence for Strathfield Town Centre • Clause 6.8 Additional provisions for development in Strathfield Town Centre In respect of Clause 6.7, an Alternative Design Excellence Strategy (Strategy) has been prepared in accordance with the <i>Housing Delivery Authority: Alternative Design Excellence Strategy Guidelines</i> and submitted to the Government Architect for endorsement.

7.0 Community Engagement

Early consultation has occurred with the following stakeholders outlined in **Table 3**, prior to the submissions of this request for SEARs.

Table 3 Early Engagement Undertaken

Stakeholder	Comments
Strathfield Council	Esperia Court has presented the concept to Council on 12 April 2024 to Council who were generally receptive of the proposal. A formal submission to the 'Strathfield Town Centre Our Place Our Future' Masterplan process was made, which recognises the site as an 'Opportunity Site'. Since then, ongoing dialogue has occurred with Council who has expressed a desire to work cooperatively with Esperia Court to ensure a positive outcome for Strathfield Square.

The applicant will be undertaking future engagement to inform the EIS in accordance with the expected SEARs and the Department's *Undertaking Engagement Guidelines for State Significant Projects (2021)*. Consultation is anticipated with the following government and industry stakeholders:

- Department of Planning, Housing and Infrastructure;
- The NSW Office of the Government Architect;
- Strathfield City Council;
- Transport for NSW (TfNSW);
- Community Housing Provider partner;
- NSW State Emergency Service (SES);
- Neighbouring Landowners;
- Surrounding Residents and Businesses;
- Local Indigenous Community;
- Local Community Groups and Members; and
- Relevant Service Providers – Endeavour Energy, Ausgrid, Jemena, Sydney Water.

The EIS will be publicly exhibited after the Department has completed its review to confirm all issues outlined in the SEARs have been adequately addressed. Key stakeholders will have another opportunity to examine the project, including finalised development plans and the accompanying consultant reports and assessments, within the final EIS.

8.0 Proposed Assessment of Impacts

This Section identifies the matters requiring further assessment in the EIS and the proposed approach to assessing each of these matters.

Table 8 Matters of consideration applicable to the site requiring further assessment

Assessment Matter	Proposed Approach
Built Form & Urban Design	The EIS will be supported by an Architectural Design Report which will demonstrate the proposed built form is appropriate for the site. This assessment will consider the increased floor space, as well as the proposed height, bulk and massing, setbacks, streetscape amenity, and active frontages.
Design Excellence	Clause 6.7 Design Excellence for Strathfield Town Centre applies to the site. An Alternative Design Excellence Strategy has been submitted to GANSW for consideration prior to lodgement of the SSDA. In accordance with the exemption pathway, the design will be reviewed by the State Design Review Panel (SDRP), and the findings of the SDRIP will be considered by the consent authority in its determination.
Public Domain	The EIS will be accompanied by Landscape and Public Domain Plans, and an Architectural Design Report to assess and demonstrate how the proposal will deliver a high-quality new public domain. Particular focus will be given to how the site interfaces with Strathfield Square and may facilitate Council's objectives of their masterplan.
Traffic and Parking	A Traffic, Transport and Accessibility Impact Assessment will accompany the EIS, providing an assessment of the traffic and parking impacts of the development, as well as a Construction Traffic Management Plan. This will include a detailed investigation of the relocation of vehicular access from the approved Churchill Avenue entrance to The Boulevard. The applicant will work with Council's traffic advisors to co-ordinate an approach to the potential closure of Churchill Avenue to coincide with the timing of the development and deliver a positive generational change to the Strathfield Square that would otherwise not be possible.
Residential Amenity	The residential amenity of the development will be assessed to confirm a high level of amenity is achieved. Guiding this assessment will be the design principles for residential apartment developments under Schedule 9 of the Housing SEPP and the ADG. This will include an assessment of potential future development at the adjacent Memocorp site.
Heritage	The site is located approximately 30m north of the following local heritage items and conservation areas: • C15 – The Boulevard Retail Conservation Area • I200 – Two story shops located at 35-39 The Boulevard • I201 – “Keary’s Corner” – Victorian shop located at 39 The Boulevard As such, a heritage impact assessment will be prepared to assess the proposals impact on these items.
Contamination	Contamination on three of the four adjoining sites has been previously addressed under DA/2016/087, including site investigations confirming the land is suitable for the proposed mixed-use development. Works have commenced under the existing approval, and the proposal does not introduce a more sensitive land use than that approved. As such, these three sites. have been demonstrated to be suitable for the proposed use. On the more recently acquired site, Lot 1 in DP305568, a preliminary site investigation will be prepared to accompany the future application to determine the suitability of the site.
Social and Economic Impacts	The EIS will address how the proposed development is suitable for the site, and that the proposed development is in the public interest. Where any adverse impacts resulting from the proposed development are anticipated, the EIS will include mitigation measures required to ensure the impacts are reasonable and appropriate.
Other Technical Reports	The EIS is also proposed to be supported by: • Economic Impact Assessment; • Waste Management Plan; • Construction Management Plan; • Geotechnical and Groundwater assessment; • Integrated Water Management Plan and Flood Assessment;

Assessment Matter	Proposed Approach
	• Acoustic and vibration Assessment Report ; • Electrolysis analysis (if required); • Ecological Sustainability Assessment, Section J Assessment and BASIX Certificate; • BCA and Fire Safety Statement; • Utilities and Services Infrastructure Assessment; • EDC Report; • Visual Impact Analysis; • Accessibility Assessment; and • Community Consultation Report.

Table 4 Matters of consideration not requiring further assessment

Assessment Matter	Proposed Approach
Bushfire	The site is not affected by bushfire prone land and therefore, a bushfire assessment report is not necessary for this proposal.
Biodiversity	A Biodiversity Development Assessment Report (BDAR) Waiver Request will be prepared and lodged with the Department to confirm the site is not subject to any significant biodiversity value.