



NSW Department of Planning, Housing & Infrastructure
Attn Chris Eldred
4 Parramatta Square
12 Darcy Street, Parramatta

24 November 2025

SUBMISSION REGARDING STATE SIGNIFICANT DEVELOPMENT APPLICATION (SSDA) SSD-80441462

Purpose of this Submission

City West Housing **OBJECTS** to Application No SSD-80441462 for proposed Main Works for a mixed-use development with concurrent rezoning located at 881-885 Bourke Street Waterloo (Site) for the reasons following.

This proposal also relates to SSD-8091150 for Early Works (Early Works SSDA) at the subject site which has **not been determined** by the NSW Planning Secretary and is currently under assessment for:

- Site establishment
- Bulk excavation
- Construction of piled shoring wall and capping beam
- Infrastructure services augmentation
- Ancillary site works.

City West Housing submitted an objection to SSD-8091150 for the following key areas of concern which are also a concern for this Main Works SSDA:

- Lack of consultation with City West Housing
- Proposed Hours of Work
- Limited detail regarding construction program and works
- Noise Impacts to Boronia residents
- Vibration impacts to Boronia residents
- Impact to Boronia Apartments Building
- Impacts on Boronia Residents' amenity

About City West Housing

City West Housing is a registered charity and a Tier 1 Community Housing Provider (R4526151110). Since 1994 we have developed, owned and managed affordable rental apartments for thousands of Sydneysiders. Since its inception we have successfully delivered nearly 1,000 affordable rental housing apartments in the City of Sydney LGA and is now the largest owner of affordable rental housing in the area. We have a waiting list of over 1,600 eligible households waiting years to be offered an affordable home. Our most recent development is Boronia Apartments in Waterloo next to the subject site.

Boronia Apartments by City West Housing

Boronia Apartments is located at 895 Bourke Street, Waterloo. City West Housing has owned the site since 2014 and received conditional development approval for the site in 2015 from the City of Sydney (DA number D/2015). In November 2022 the City of Sydney approved an amendment to the DA (D/2015/941B)

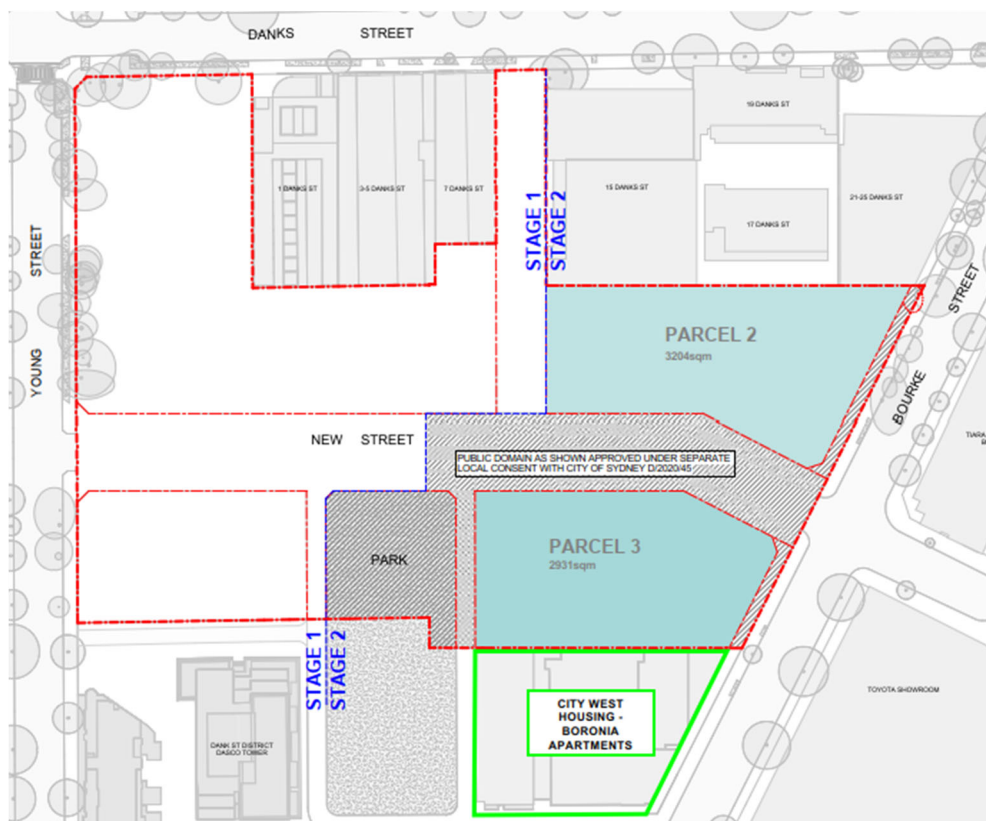
which paved the way for commencement of construction in June 2023. Construction of 74 affordable rental apartments was completed in September 2025 and the building is now fully occupied by over 120 residents.

The residents represent the local community and include a range of very low, low and moderate income households. The residents include singles, couples, young families and retirees. A minimum of 50% of Boronia residents are social housing residents supported by funding from the state and commonwealth and therefore likely to be at home during the day, in addition to shift workers who sleep during the day. Appreciating the adjacent proposed construction works, we have clearly declared to our applicants that the Boronia building will be subject to construction impacts, and they should not accept an offer at Boronia if they cannot accept this. Notwithstanding this disclosure, City West Housing residents' amenity needs to be considered in the construction process by our neighbouring sites.

As part of our resident focused design approach, we have incorporated passive design elements rather than reliance on air conditioning for thermal comfort. This approach has multiple benefits including reducing our carbon footprint and lowering residents' electricity costs. Boronia residents will rely on opening the windows for cross ventilation. While acoustics have been considered in our design, extensive noise and dust from neighbouring construction sites for prolonged periods was not incorporated in our design criteria.

The northern boundary of Boronia Apartments is shared with the full extent of Parcel 3 of the SSDA Site as shown in **Figure 1** below and as such, City West Housing and the residents of Boronia Apartments, form key stakeholders in considering the impacts of both the Early Works SSDA and this Main Works SSDA for the proposed buildings on the Site.

Figure 1 – Boronia Apartments Location Plan



Source: Appendix D1 - Architectural Drawings Approval Plans the Early Works SSDA as modified.

Reasons City West Housing Object to SSD-80441462

The following are key areas of concern identified in the proposal as also identified in the objection to the Early Works SSDA:

- Lack of consultation with City West Housing
- Proposed Hours of Work
- Limited detail regarding construction program and works
- Noise Impacts to Boronia residents
- Vibration impacts to Boronia residents
- Impact to Boronia Apartments Building
- Impacts on Boronia Residents' Amenity

Lack of Consultation

Upon learning that the Applicant was the new owner of the development Site, City West Housing expressed an interest directly to the Applicant to have an open dialogue given our position as a key stakeholder. While City West Housing provided site tours to the Applicant's design team, no follow up consultation was offered, and the notice of the community consultation was not provided to our registered address given our site was under construction.

Although a site tour was conducted with members of the Applicant's development team, the Main Works SSDA had already been submitted to DPHI for test of adequacy and any points of concern were to be raised in the formal SSDA submissions process.

Of additional concern is the use of "letterbox drop" for notifications regarding proposed construction works as noted in s6.1 of *Appendix LL Construction Traffic Management Plan* (Appendix LL) to the SSDA application. The letterboxes for Boronia Apartments are situated within the secure lobby and are therefore not accessible to the general public for proposed letterbox drops.

It is requested that a condition of consent is included requiring the Applicant to communicate construction activities to City West Housing via development@citywesthousing.com.au such that City West Housing may then communicate activities to the residents of Boronia Apartments including expected durations to better prepare residents for noisy and dirty works.

Proposed Hours of Work

The Main Works SSDA inconsistently represents the proposed construction hours across the consultant reports and the Environmental Impact and Rezoning Statement. Based on Appendix LL (Figure 2), City West Housing has concerns that the proposed "permitted work hours" represent an overly long period of exposure for tenants of Boronia Apartment to construction noise, vibration, and dust and would result in an overall reduced quiet enjoyment of their homes. Allowing an 11-hour construction workday and a further 8-hours of exposure every Saturday, totaling 63-hours per week, would cause high impact to the sensitive residents living in Boronia Apartments and create a high trigger environment over many years as the site is continuously developed.

Figure 2 – Proposed permitted construction hours for the Main Works SSDA

Table 5-2 Permitted Work Hours

Day(s)	Permitted Work Hours
Mondays to Friday	7:00am – 6:00pm
Saturday	7:00am – 3:00pm
Sunday and Public Holidays	No Work

Source: Appendix LL - Construction Traffic Management Plan the Main Works SSDA.

The directly adjoining site to the south (903-921 Bourke Street, Waterloo NSW, the Dasco site) is also under construction and anticipated to take several years to complete as well, and as such residents of

Boronia Apartments would be subject to construction noise surrounding the whole development for years at a time 6 days a week. Permitted work hours of 7am-6pm are more akin to development in a CBD location where ongoing residential receivers are less present and commercial buildings have higher exclusion to the noise, dust and vibration due to the closed facades and availability of air conditioning.

As highlighted above, very few Boronia Apartments have air conditioning so many of the residents rely on natural cross ventilation causing high exposure to the construction activities.

Based on this, City West Housing requests a condition of consent which mirrors that approved by the City of Sydney in the Dasco sites development application extracted below:

Figure 3 – Permitted hours condition for 903-921 Bourke Street, Waterloo NSW, the Dasco site

NOTICE OF DETERMINATION – APPROVAL D/2021/1415	
SCHEDULE 1D	
(157) HOURS OF WORK AND NOISE – OUTSIDE CBD	
The hours of construction and work on the development must be as follows:	
(a)	All work, including building/demolition and excavation work, and activities in the vicinity of the site generating noise associated with preparation for the commencement of work (eg. Loading and unloading of goods, transferring of tools etc) in connection with the proposed development must only be carried out between the hours of 7.30am and 5.30pm on Mondays to Fridays, inclusive, and 7.30am and 3.30pm on Saturdays, with safety inspections being permitted at 7.00am on work days, and no work must be carried out on Sundays or public holidays.
(b)	All work, including demolition, excavation and building work must comply with the City of Sydney Code of Practice for Construction Hours/Noise 1992 and Australian Standard 2436 – 2010 Guide to Noise Control on Construction, Maintenance and Demolition Sites.
(c)	Notwithstanding the above, the use of a crane for special operations, including the delivery of materials, hoisting of plant and equipment and erection and dismantling of on-site tower cranes which warrant the on-street use of mobile cranes outside of above hours can occur, subject to a separate application being submitted to and approved by Council under Section 68 of the Local Government Act 1993 and Sections 138/139 of the Roads Act 1993.
Note: Works may be undertaken outside of hours, where it is required to avoid the loss of life, damage to property, to prevent environmental harm and/or to avoid structural damage to the building. Written approval must be given by the Construction Regulation Team, prior to works proceeding.	
The City of Sydney Code of Practice for Construction Hours/Noise 1992 allows extended working hours subject to the approval of an application in accordance with the Code and under Section 4.55 of the Environmental Planning and Assessment Act 1979.	
Reason	
To protect the amenity of the surrounding area.	

Source: Notice of Determination – Approval, Application Number D/2021/1415, City of Sydney LGA

This standard City of Sydney condition sets clear expectations around any works after 5:30pm and provides certainty for City West Housing to communicate with residents that from 5:30pm onwards there will be no construction noise, vibration and dust generated from the site.

In addition City West Housing requests a condition of consent to manage dust and that regular water misting of the subject site is carried out both during excavation and ongoing use of any construction access road until such time as the development is suitably paved to manage dust.

Construction Program, Vehicles and Works

Appendix LL also sets out the proposed construction works program for the two stages of the Main Works SSDA, reproduced below for ease of review.

Figure 4 Construction Works Program & Vehicle Frequency Main Works SSDA

Table 5-3 Works Program for Stage 1

Phase	Works Stage	Stage 1	Stage 2
		Estimated Period (Weeks)	Estimated Period (Weeks)
1	Enabling works	16	16
2	Piling and excavation	36	32
3	Basement structure	24	24
4	Tower structure	64	40
5	Top off to completion	36	40

Note: The entire program is anticipated to take approximately 44 months to complete (including allowances for overlapping works between Stages 1 and 2).

Table 5-4 Construction Design Vehicles and Frequency

Phase	Works Stage	Nominal Construction Vehicle	Frequency (vpd)
1	Enabling works	Excavators, Truck & Dog (16.8m)	50
2	Piling and excavation	4 x 40T Drilling Rigs, Truck & Dog (16.8m)	50
3	Basement structure	4 x 40T Drilling Rigs, Concrete Pump Trucks (12.5m), Semi-Trailers	15-20
4	Tower structure	4 x 40T Drilling Rigs, Concrete Pump Trucks (12.5m), Semi-Trailers	15-20
5	Top off to completion	12.5m HRV	5-10

Source: Appendix LL - Construction Traffic Management Plan the Main Works SSDA.

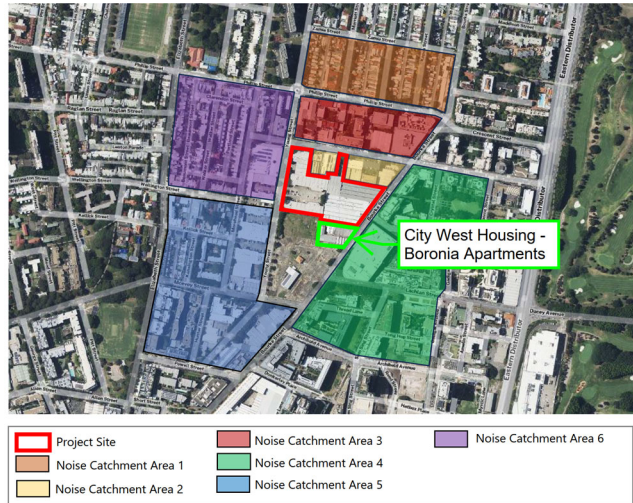
It is difficult to appreciate the cumulative impacts of the proposed program and which phases within each Stage will overlap as noted in the “note”. This also makes it difficult to understand the full impact of the construction vehicles frequenting site as shown in Table 5-4 and if the phases listed will overlap, therefore increasing the noise emitted from the construction site. Better understanding of the overlapping of works will ensure total impacts at any one time to City West Housing tenants is fully understood.

City West Housing requests that further information be provided to understand the “work stages” occurring simultaneously or linearly and subsequently the number of construction design vehicles operating on site at a particular time.

Noise and Vibration Impacts

The *Noise and Vibration Impact Assessment Report* at Appendix H of the Main Works SSDA does not include City West Housing’s Boronia Apartments in the assessment of noise and vibration impact even though City West Housing’s Development Application (DA) was approved in 2022 and the building was largely complete at the time of the reports production in September 2025. As such, the Boronia Apartment’s is noted in bright green on the below aerial with the assumed noise levels equivalent to “Noise Catchment Area 2” for analysing impact levels as these sites are in as close proximity as Boronia Apartments.

Figure 5 – Aerial site map illustrating the noise catchment areas



Source: Appendix H - Noise and Vibration Impact Assessment Report the Main Works SSDA as modified.

Table 22 of the Noise and Vibration Impact Assessment Report is the most concerning for City West Housing in that it reports on the “worst case” predicted noise levels generated.

Figure 6 – Catchment 2 Worst Case Predicted Construction Noise

Table 22 – Worse-Case Predicted Noise Impacts – Catchment 2			
Scenario	Predicted Level dB(A) L ₁₀	Recommended Construction Noise Level dB(A) L ₁₀	
1 – Impact Piling	118 1.7-2.0 times greater	M-F 7am-8am	62
		M-F 8am-5pm	67
		Sat 7am-8am	57
		Sat 8am-5pm	66
2 – Basement Structure, Tower Structure & Top-off to Complete	105 1.5-1.8 times greater	M-F 7am-8am	62
		M-F 8am-5pm	67
		Sat 7am-8am	57
		Sat 8am-5pm	66

Source: Appendix H - Noise and Vibration Impact Assessment Report the Early Works SSDA as modified.

This shows that the predicted noise levels for all the construction activities will exceed the recommended construction levels ranging from 1.5 times to 2 times the recommended levels. Given the construction programme for the site and the number of piles and basement structure to be delivered there will be significant and sustained ongoing exposure for City West Housing tenants over the coming years.

City West Housing appreciates that they are the first building to be delivered in a large urban renewal precinct and that construction noise is to be anticipated as the site becomes infilled overtime. However, it is requested that appropriate conditions be put in place to mitigate as best as possible impacts to tenants and their quiet enjoyment of their homes, these include:

- 1. Activities exceeding the recommended levels are scheduled at the least-sensitive times of the day and City West Housing is notified via email 7 days prior to works occurring;**
- 2. Regular respite periods from noisy works are set for the site and followed by contractors; and**
- 3. Quiet work methods and technologies are adopted.**

Setting these criteria and being able to communicate anticipated impacts to residents of Boronia Apartments aims to reduce likelihood of noise complaints as it provides greater certainty to sensitive receivers.

Operational noise levels are also of a concern for City West Housing. In particular, retail noise and the nighttime noise levels expected from mechanical plant across the site which is only marginally meeting the objective noise levels. Of significant concern for City West Housing is the proposed 24/7 gymnasium use on the same level as the only private outdoor space for City West Housing residents which also has bedrooms and living rooms facing onto this area taking advantage of cross flow ventilation to naturally cool these spaces. Although the Main Works SSDA proposes no classes in the gym as a way to manage noise pollution the Main Works SSDA is not seeking retail use approval at this point.

City West Housing requests a condition of consent that ensures the recommendations for mechanical plant noise attenuation in the report are implemented and that performance levels be set for acoustic performance of the façade and glazing of the gym as well as outdoor use of the balcony area adjoining the gym be limited to 10pm as ways to manage noise pollution to the tenants of Boronia Apartments who rely on window openings for fresh air.

Impacts to Boronia Apartments Asset

In addition to noise, vibration levels during certain construction activities including the proposed piling, produce significant ground vibrations. *Appendix C – Consolidated Mitigation Measures* of the Main Works SSDA only recommends vibration monitoring at the western and eastern boundaries of the site (NV-7). City West Housing requests that the Applicant also monitor at the shared boundary between the sites as a minimum to review and understand vibration impacts to the Boronia Apartments in anticipation of managing any damage to the asset.

It is noted that the *Groundwater Assessment Report* (Appendix I) of the Main Works SSDA highlights “the maximum predicted ground settlement occurring immediately outside of the shoring wall is less than 6 mm, which is deemednegligible”. Any damage to the Boronia Apartments ground slab would not be negligible, however. There is a vapour management system installed under the ground suspended slabs to manage vapours from in-ground contamination associated with the dry-cleaning industry. The vapour membrane contains odours from the contamination making safe for residential uses above. Cracking or damage to the vapour membrane due to draw-down effects caused during de-watering of the Applicant’s site would impact City West Housing’s ability to maintain residential uses.

City West Housing therefore requests that engagement with Boronia Apartment’s Structural Engineer occurs to ensure the safeguarding of the asset during excavation and construction. It is also requested

that a condition be set requiring a detailed dilapidation survey of Boronia Apartments at the commencement of both excavation and construction of both Stages 1 and 2 of the Main Works SSDA.

Overall, damage to the asset represents a costly issue for City West Housing, like any other owner and operator, however additional unexpected maintenance costs significantly impacts City West Housing's ability to deliver more affordable rental housing which is much needed across Sydney.

Impacts on Boronia Apartments Resident's Amenity

The Main Works SSDA poses several potential impacts to the amenity of the Boronia Apartments residents including height and massing, overshadowing, solar, wind, security and operational noise as already outlined. Although City West Housing understands the urgent need for additional housing in Sydney, it is important to balance the preservation of amenity to existing residents as well as preserving amenity for public areas such as the new proposed park.

Initial analysis by Turner Studio, the architect for Boronia Apartments, indicates that there would be some negative impacts to Boronia Apartments potentially compromising the ability to achieve compliance with:

- *State Environmental Planning Policy (Housing) 2021*, namely:
 - The Apartment Design Guide; and
 - Schedule 9 Design Principles for Residential Apartment Development.
- *State Environmental Planning Policy (Sustainable Buildings) 2022* – particularly thermal performance (NatHERS Rating).

Height & Massing:

The concentration of GFA in the south-west corner of the Applicants site directly to the north of Boronia Apartments presents significant impact to residents. Preliminary analysis suggests that the 35-storey tower proposed directly to the north of the northeast corner of Boronia Apartments would increase overshadowing and privacy issues for Boronia Apartments as well as the proposed 14 storey tower due north. The hierarchy of distributing mass across the site should also consider the impact to existing buildings and not just public spaces such as the proposed park.

Figure 7 – Street Impact Bourke Street



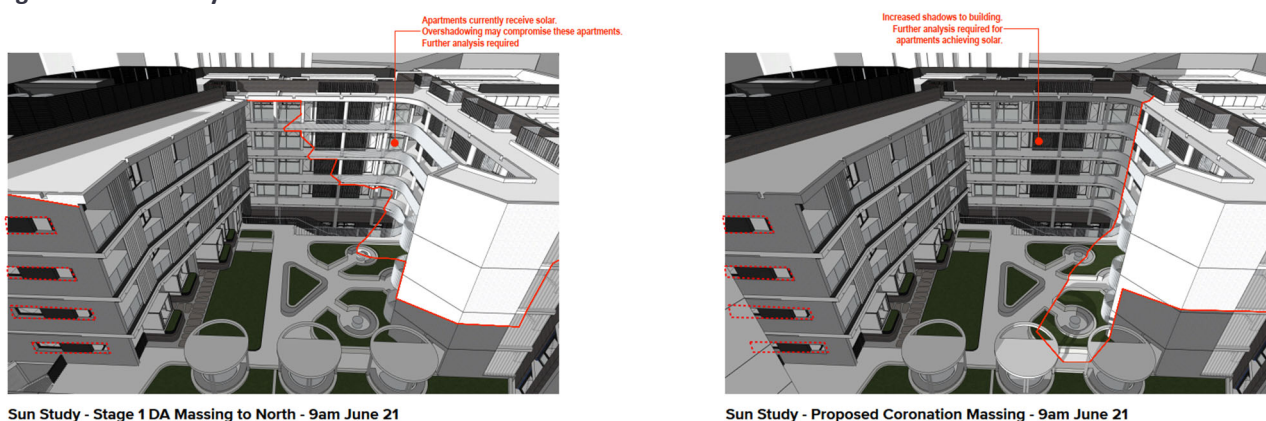
Source: Turner STUDIO - Review of proposed neighbouring development

Privacy & Overshadowing

The shadow overlay diagrams in *Appendix E3 Architectural Design Report A2 Solar Access* demonstrate that the northeast block of Boronia Apartments will no longer achieve solar access until 12pm whereas before it was achieving solar access from 9am.

Initial analysis on privacy and overshadowing indicates that the 35-storey tower creates direct overlooking to an arrangement of windows on the northeastern elevation of Boronia Apartments with these windows looking directly into the kitchen and living rooms of these 3-bedroom apartments.

Figure 8 – Sun Study various times



Source: Turner STUDIO - Review of proposed neighbouring development

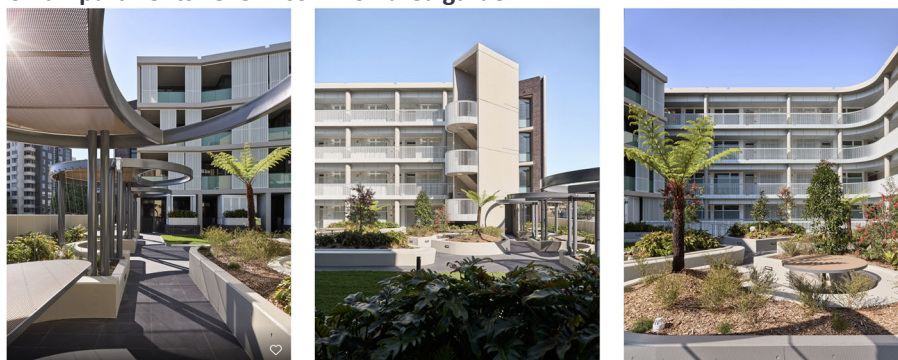
While solar access to public spaces provides important amenity, the vulnerable residents of Boronia Apartments should also be considered given that many of them are regularly home throughout the day and cannot always afford to operate a heater during winter. It is also of concern that the Applicant's overlay diagrams show that the Boronia Apartments common area garden on level 1 is mostly overshadowed for long periods of time during the winter solstice. As the sole communal open space this area is an important space for residents seeking respite from their apartments when they are unable to leave the building itself.

On this basis, a reconsideration of the distribution of GFA across the Applicants site is requested given that the overshadowing appears to be burdening neighbouring sites rather than the development taking its share of overshadowing impacts.

Wind:

The *Pedestrian Wind Environment Study* (Appendix X) presents a concern for City West Housing, particularly the assumption of 6.0 for the Pedestrian Comfort Criteria at the Boronia Apartments level 1 common area. This criterion does not anticipate residents sitting in this area for extended periods of time, if it did it would be at comfort level 4.0. This space however is the only private outdoor space for the residents to enjoy and has been specifically designed for residents to remain in for long periods of time with several seating options that are covered or not covered as shown below in photos of the area:

Figure 9 – Boronia Apartments Level 1 common area garden



Source: photos by Barton Taylor Photography, commissioned by City West Housing.

It is requested that additional wind amelioration devices are introduced on the Applicant's side and tested to bring the comfort levels back down closer to 4.0 so that City West Housing residents are no worse off with the introduction of such density directly on the boundary.

Security:

The lack of separation of the Applicant's podium space, which is a public space attached to a gymnasium, is of concern as well. The boundary wall and close alignment of floor levels pose a potential for unauthorised access between the properties which is a concern for City West Housing particularly given the vulnerable cohort which includes women and children escaping family and domestic violence. **Further consideration by the Applicant's design team is requested to provide assurance that access cannot be easily achieved whilst also managing any further contribution to overshadowing of the common area garden.**

Figure 10 – Applicant diagram of interface between City West Housing and proposed parcel 3



Figure 82 Parcel 3 interface with City West Housing Development to the south

Source: Design Team

Additional Considerations – Affordable Housing Contribution

City West Housing notes that the Applicant's proposal for the Main Works SSDA includes affordable housing that is time limited for 15 years and a monetary contribution being made under the City of Sydney Affordable Housing Policy of 3% for residential uses and 1% for non-residential uses. **It is requested that the timing of this funding contribution is required with each stage's first Construction Certificate application rather than a lump sum payable at Occupation Certificate stage. This will enable faster delivery of much needed affordable rental housing in the area as funding support is delivered sooner rather than later.**

We look forward to supporting the state in delivering much needed additional quality housing in NSW.

Yours faithfully,

Lisa Sorrentino
Head of Development
City West Housing