



IRF25/675

Gateway determination report – PP-2025-355

Additional and Diverse Housing – Strathfield Medium
Density Housing Strategy Implementation

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Acknowledgment of Country

The Department of Planning, Housing and Infrastructure acknowledges the Traditional Owners and Custodians of the land on which we live and work and pays respect to Elders past, present and future.

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Table 1. Reports and plans supporting the proposal

Attachment	Title
A	Planning proposal
B	Strathfield Medium Density Housing Strategy 2024
C	Urban Design Strategy – April 2024
D	Housing Strategy Research – January 2024
E	Council Minutes – December 2024
F	Council Report – December 2024
G	Council Minutes – February 2025
H	Council Report – February 2025
I	SLPP resolution - August 2024

1 Planning proposal

1.1 Overview

Table 2. Planning proposal details

LGA	Strathfield
PPA	Strathfield Council
NAME	Additional and Diverse Housing – Strathfield Medium Density Housing Strategy Implementation
NUMBER	PP-2025-355
LEP TO BE AMENDED	Strathfield Local Environmental Plan 2012 (SLEP 2012)
ADDRESS	Whole of the local government area (LGA)
RECEIVED	28/02/2025
FILE NO.	EF25/4621
POLITICAL DONATIONS	There are no donations or gifts to disclose, and a political donation disclosure is not required
LOBBYIST CODE OF CONDUCT	There have been no meetings or communications with registered lobbyists with respect to this proposal

1.2 Objectives of planning proposal

The planning proposal (**Attachment A**) contains objectives and intended outcomes that adequately explain the intent of the proposal.

The objective of the planning proposal is to amend SLEP 2012 to create capacity for additional and diverse housing across the R2 Low Density Residential and R3 Medium Residential zones of the Strathfield LGA, and to implement the Strathfield Medium Density Housing Strategy 2024 (SMDHS) (**Attachment B**). Specifically:

- Increase additional housing choice options for the needs of different household types.
- Encourage greater housing supply in the form of medium density residential development and address housing shortages.
- Support public infrastructure by allowing for a moderate increase in density in urban areas where existing infrastructure is in place.
- Improve land use efficiency of established low-density residential areas and ensure that land zoned for high density residential is not sterilised and allows for the orderly development of land.

The Department's assessment and response are detailed in Part 2 below.

1.3 Explanation of provisions

The planning proposal seeks to amend the SLEP 2012 as per **Table 3** below. The planning proposal (**Attachment A**) provides example clauses and more detail on the intended changes summarised below.

Table 3. Summary of proposed amendments

Provision	Description
1. R2 Zone - Land use and Objectives	Allow dual occupancy, manor houses, multi-dwelling housing, and terraces as permissible land uses. Revise the objectives to highlight that these provisions support the delivery of housing within the R2 zone.
2. R3 Zone - Land use	Allow manor houses and multi-dwelling housing (terraces) as permissible land uses.
3. R4 Zone - Land use	Prohibit manor houses, multi-dwelling housing, multi-dwelling housing (terraces) to protect land for high-density residential development and promote the most efficient use of R4 zoned land.
4. Amend SLEP 2012 Clause 4.1A Minimum Lot Sizes for dual occupancies, multi dwelling housing and residential flat buildings	Remove reference to dual occupancy. Amend objectives of the clause. Introduce a lot width requirement taken at the front building line for all uses. Amend or introduce minimum lot sizes for specified residential uses.
5. New dual occupancy clause in R2 and R3	Specify the minimum lot size, minimum frontage, and minimum subdivision lot size for the LGA, categorised as 'Area 1' and 'Area 2' (Large Lot Area). Specify that dual occupancy development is not permitted on 'battle-axe' lots. In Area 2, allow and provide requirements for dual occupancy development on corner lots; and lots which have dual access, either from a lane or two streets.
6. Density clause in R2	Introduce provisions for density-per-dwelling for multi-dwelling housing, and multi-dwelling (terraces).
7. New Floor Space Ratio (FSR) in R2	Allow 0.65:1 FSR for dual occupancy, multi-dwelling housing, and manor houses in R2 zone.
8. New Part 6 Local Provisions in R2 and R3	Encourage tree canopy retention and defined landscaped areas.
9. Repeal Schedule 1 – Use of certain land in Greenacre	Amend additional permitted uses (APU) mapping for dual occupancy in Greenacre R2 zone.
10. Update Dictionary	Insert 'manor house' and 'multi-dwelling housing (terraces)'.

1.4 Supporting documents

The following is a summary of the evidence base Council prepared to support the proposed amendments to the SLEP 2012.

Strathfield Medium Density Housing Study (Attachment B)

- The SMDHS aims to address the lack of medium density housing in the LGA, to identify appropriate housing typologies, assess development feasibility, and recommend planning controls to increase dwelling diversity without compromising local character.

Urban Design Strategy (Attachment C)

- The Urban Design Strategy aims to provide urban design inputs for the housing strategy, focusing on assessing the built form implications, local character, and feasibility of introducing medium density housing in the LGA.
- The report informs development control changes that enables more diverse housing whilst respecting local context.

Housing Strategy Research (Attachment D)

- The study gauges community attitudes towards medium density housing in the LGA.

Development Control Plan

- Draft development control plan provisions are being drafted by Council and are proposed to be exhibited concurrently with the Planning Proposal.
- At a minimum, objectives and controls addressing the following will be included: building setbacks, separation and envelopes, solar access and overshadowing, site coverage and landscaped area including soft landscaping and deep soil areas, street privacy, private open space, access, parking, driveways and garages and streetscapes.

1.5 Site description and surrounding area

The planning proposal applies to R2 Low Density Residential, R3 Medium Density Residential and R4 High Density Residential zones across the Strathfield LGA. **Figure 1** below shows the Strathfield LGA and surrounding LGAs.

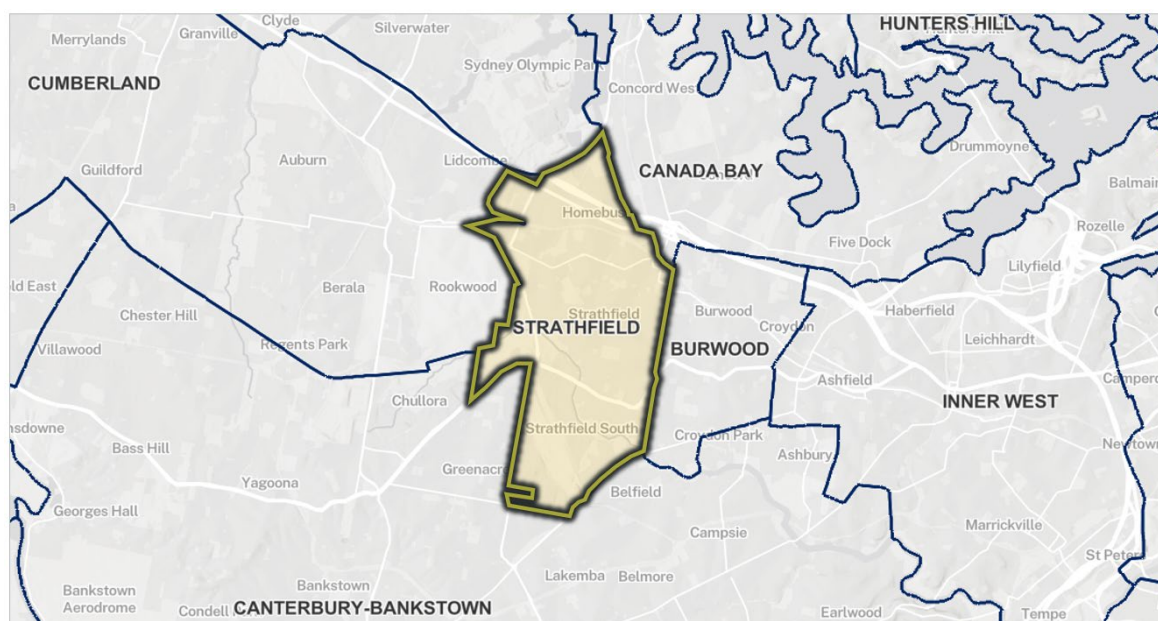


Figure 1. Strathfield LGA (Source: Edited map from idcommunity)

1.6 Mapping

The planning proposal includes mapping showing the proposed amendments to the Additional Permitted Uses map. The mapping is high level in nature and is suitable for community consultation.

1.7 Background

1.7.1 Policy direction

The following strategic planning projects are related to this proposal.

Homebush Transit Oriented Development (TOD) Precinct

The Homebush TOD rezoning proposal shown in **Figure 2** below aims to implement the vision for Homebush outlined in the Parramatta Road Corridor Urban Transformation Strategy to deliver more diverse and well-located homes close to key public transport infrastructure.

- 18,000 additional homes within the precinct (50% within Strathfield LGA)
- 3% affordable housing contribution for all new residential development in the precinct, delivering over 500 affordable homes.
- 3,000 additional jobs

The Homebush TOD precinct will support higher-density growth in the LGA's north. While the TOD focuses on delivering higher-density residential development near transport infrastructure, the subject planning proposal aims to facilitate low and medium density housing typologies in the other parts of the LGA.

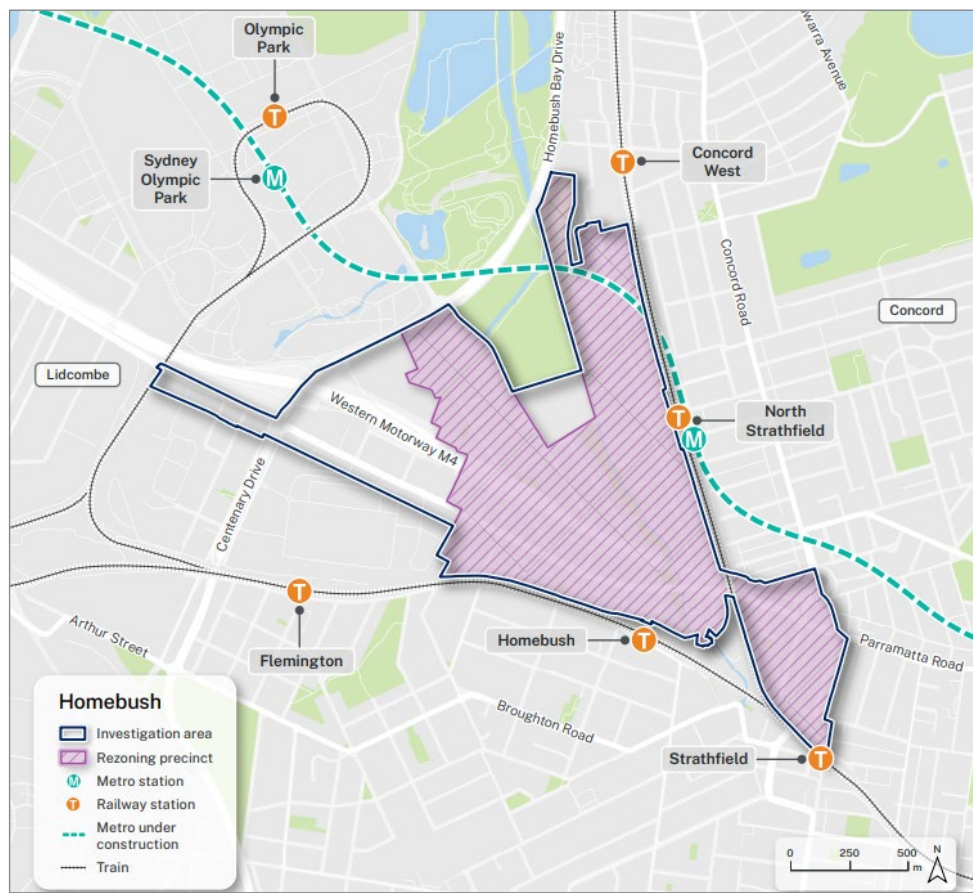


Figure 2. Homebush TOD precinct

NSW Government Low and Mid-Rise Housing Policy

Stage 1 of the LMR Policy commenced on 1 July 2024. It introduced dual occupancies and semi-detached dwellings as permissible uses in all R2 Low Density Residential zones across NSW. This policy aims to broaden housing choice within established residential areas. Strathfield LEP 2012 does not permit dual occupancy in the R2 zone, and therefore the use was made permissible via Stage 1 of the reform. Existing complying development pathways under the SEPP (Exempt and Complying Development) - Low-Rise Housing Diversity Code do not currently apply where permissibility is provided via the LMR Policy. It is intended this pathway will become available following changes to introduce minimum lot sizes.

Shown indicatively in **Figure 3** below, Stage 2 of the NSW Government's LMR Housing Policy commenced on 28 February 2025. It builds on Stage 1 by encouraging low and mid-rise housing within 800m of nominated town centres and transport hubs through the introduction of new planning controls. The policy forms part of the State Environmental Planning Policy (Housing) 2021 (Housing SEPP) and seeks to accelerate housing supply in well-located areas with access to infrastructure and services.

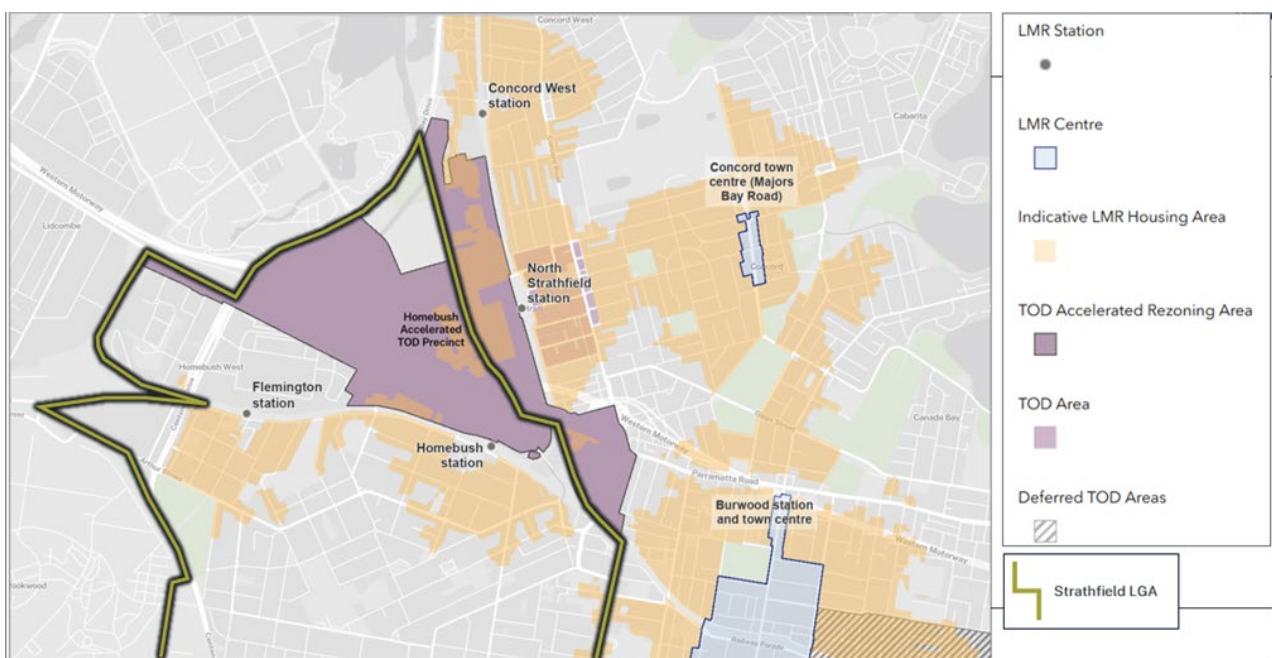


Figure 3. Indicative LMR, TOD, and Council boundary map (source: DPHI)

NSW Housing Pattern Book and Complying Development Pathway

On 16 July 2025, State Environmental Planning Policy (Exempt and Complying Development Codes) 2008 (Codes SEPP) and the Environmental Planning & Assessment Regulation 2021 (EP&A Reg) were amended to create a new complying development pathway for certain low and mid-rise residential development.

Under this amendment, development that complies with a design from the NSW Housing Pattern Book (Pattern Book) may be able to be approved via a complying development certificate (CDC), removing the need to lodge a development application. The Pattern Book provides a set of eight pre-approved architectural designs intended to streamline approval for dual occupancies/semi-detached dwellings, multi dwelling housing, terraces, and manor houses. As noted above, the complying development pathway is not currently available to dual occupancies which were permitted through the LMR Stage 1 changes, however this pathway will be introduced in the future.

1.7.2 Timeline

A timeline of events for this planning proposal and broader housing reforms are outlined in **Table 4** below.

Table 4. Timeline of events

Date	Event
November 2023	<ul style="list-style-type: none"> Strathfield Medium Density Housing Strategy prepared Supporting studies prepared - Urban Design Strategy & Housing Strategy Research
December 2023	<ul style="list-style-type: none"> Explanation of Intended Effect on Changes to create low and mid-rise housing released by the Department.
July 2024	<ul style="list-style-type: none"> LMR Stage 1 was made
August 2024	<ul style="list-style-type: none"> Strathfield Local Planning Panel (SLPP) considers planning proposal to have merit and Council resolves to submit planning proposal to the Department
September 2024	<ul style="list-style-type: none"> Council submits first version of the planning proposal (PP-2024-2100)
November 2024	<ul style="list-style-type: none"> Homebush TOD Accelerated Precinct was made
December 2024	<ul style="list-style-type: none"> Council resolves to withdraw PP-2024-2100 due to concerns that it could adversely impact the streetscape and landscape character of certain areas within the LGA (Attachment E - F)
Feb 2025	<ul style="list-style-type: none"> Council submits the second, current version (PP-2025-355) of the proposal for a Gateway determination with changed provisions (Attachment G - H)
Feb 2025	<ul style="list-style-type: none"> LMR Stage 2 was made
July 2025	<ul style="list-style-type: none"> Codes SEPP and the EP& Reg amended to create new complying development pathway for Pattern Book Development. Certain residential development types can proceed as complying development on R1, R2, and R3 zoned land if it meets the Pattern Book and other requirements.

2 Need for the planning proposal

Is the planning proposal a result of an assured local strategic planning statement, or Department approved local housing strategy, employment strategy or strategic study or report?

This proposal is informed by a council-led strategy and seeks to implement its key recommendations. The proposal is aligned with the Strathfield LSPS and LHS and their relevant objectives, priorities and actions.

Is the planning proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

A planning proposal is the best means of achieving the objectives and intended outcomes through amending the local planning framework. It is the only mechanism by which the proposed provisions, land use tables, and maps may be introduced, amended or removed from SLEP 2012. The amendments propose changes to permissibility, new provisions for minimum lot size, bespoke dual occupancy clauses, FSR, and landscaping.

However, certain aspects of the proposal are not supported for various reasons. The Department has conducted an assessment which is summarised in **Table 5** below. The proposal includes drafting of proposed clauses and amendments to demonstrate changes intended. The Gateway determination includes a condition requiring the proposal to note that the drafting is indicative only and final wording will be subject to the drafting process by Parliamentary Counsel.

Table 5. Assessment of proposed provisions

Proposed provision	DPHI Position	Explanation
1. Amend R2 land-use and zone objectives <ul style="list-style-type: none"> Permit dual occ, multi-dwelling housing, multi-dwelling (terraces) Amend objectives to support housing diversity. 	Supported	No additional comments.
2. Amend R3 land-use <ul style="list-style-type: none"> Permit manor houses and multi-dwelling housing (terraces) 	Supported	No additional comments.
3. Amend R4 land-use <ul style="list-style-type: none"> Prohibit manor houses, multi-dwelling housing, multi-dwelling (terraces) 	Not supported	<p>This change is not supported for the following reasons:</p> <ul style="list-style-type: none"> Limiting the range of permissible typologies could inadvertently prevent sites from developing and restrict what the land can deliver. The removal of the proposed prohibition will be conditioned within the Gateway determination. Another Gateway condition will require Council to consider the need for any additional development standards aligned to the remainder of the proposal, given the uses will remain permissible.
4. Amend minimum lot size (MLS) clause for dual occupancies, multi-dwelling housing and residential flat buildings (RFB) <ul style="list-style-type: none"> Remove reference and provisions for dual occs (moved to a separate clause) Amend objectives of the clause Amend or introduce MLS and lot width for specified uses. 	Partially supported	<p>Support for this provision is subject to Council:</p> <ul style="list-style-type: none"> Considering a minimum lot size aligned to the remainder of the proposal for the following typologies which are proposed to be newly permitted as no such standards are currently proposed: <ul style="list-style-type: none"> Multi-dwelling housing in R2 Multi-dwelling housing (terraces) in R2 Removing all references to minimum frontage/lot width provisions from the LEP. <p>Appropriate gateway conditions will be recommended as per above.</p>

Proposed provision	DPHI Position	Explanation
5. New dual occupancy clauses in R2 and R3 <ul style="list-style-type: none"> Specify the minimum lot size, minimum frontage, and minimum subdivision lot size for the LGA, categorised as 'Area 1' and 'Area 2' (Large Lot Area). In Area 2, allow and provide requirements for dual occupancy on corner lots; and lots which have dual access, either from a lane or two streets. 	Partially supported	<p>Support for this provision is subject to Council:</p> <ul style="list-style-type: none"> Noting the concurrent process to review minimum lot size for R2 zoned land being undertaken by the Department, which may render this amendment unnecessary. Removing all references to minimum frontage/lot width provisions from the LEP. <p>Appropriate gateway conditions will be recommended as per above.</p>
6. New density provisions for multi-dwelling housing and multi-dwelling housing (terraces) in R2 <ul style="list-style-type: none"> New density-per-dwelling for multi-dwelling housing, and multi-dwelling (terraces) 	Not supported	<p>This change is not supported for the following reasons:</p> <ul style="list-style-type: none"> The desired future character can be adequately addressed through lot size and FSR controls. <p>The removal of this provision will be conditioned within the Gateway determination.</p>
7. New FSR for dual occupancy, multi-dwelling housing and manor houses in R2 <ul style="list-style-type: none"> Insert FSR for medium density building typologies in R2 	Supported	<p>Supported as this will incentivise housing supply and diversity beyond the current FSR for R2 which sits between 0.5:1-0.65:1 dependent on lot size.</p>
8. New clause to encourage tree canopy and landscaped areas in R2 and R3 <ul style="list-style-type: none"> Add a qualifying clause related to planting Add minimum landscaped area and dimension requirements 	Not supported	<p>This change is not supported for the following reasons:</p> <ul style="list-style-type: none"> Landscaping controls already exist in the DCP and have generally high compliance. Introducing detailed landscaping controls in the LEP may conflict with the planning proposal's broader goal of enabling diverse and additional housing. Documentation supporting the planning proposal suggests a DCP provision as an appropriate mechanism to facilitate the desired outcome. <p>The removal of this provision will be conditioned within the Gateway determination.</p>
9. Repeal Schedule 1 – Additional Permitted Uses, Section – Use of certain land at	Supported	<p>Supported as the dual occupancy APU in Greenacre will be redundant as a result of the other amendments.</p>

Proposed provision	DPHI Position	Explanation
Greenacre and associated mapping <ul style="list-style-type: none"> Repeal APU mapping for dual occupancy in Greenacre R2 		
10. Update Dictionary to insert manor house, and multi-dwelling housing (terraces) <ul style="list-style-type: none"> Insert definitions of new dwelling types to SLEP 2012. 	Supported	Supported.

2.1 Additional assessment of proposed provisions

The following planning proposal provisions have not been supported or are only partially supported following assessment by the Department. Gateway conditions will be applied to ensure these elements are either removed or revised prior to public exhibition.

Item 3: Prohibit manor houses, multi-dwelling housing, and multi-dwelling (terraces) in Zone R4

The proposal seeks to prohibit manor houses, multi-dwelling housing, and multi-dwelling housing (terraces) in the R4 High Density Residential zone. Council advises that this amendment is intended to protect land for high-density residential development and ensure the most efficient and orderly use of R4-zoned land.

While the intent to prioritise higher-density outcomes in R4 zones is acknowledged, proponents are already incentivised to deliver the most feasible and viable housing typology in response to market demand, site-specific constraints, and economic considerations. Introducing a blanket prohibition on certain forms of medium-density housing may not necessarily result in better outcomes and risks undermining the natural, market-led delivery of housing.

Furthermore, limiting the range of permissible housing typologies could inadvertently render some sites undevelopable, particularly smaller, irregular, or otherwise constrained parcels, where the prohibited typologies may be the only viable or appropriate form of development. This may result in missed opportunities to increase housing supply and diversity within the zone.

Ensuring these typologies remain permissible in R4 is also essential to enable the application of the recently introduced NSW Housing Pattern Book. Retaining their permissibility ensures the Pattern Book remains a viable pathway for development, supporting the delivery of diverse, well-designed housing and contributing to greater housing supply.

Accordingly, this provision is not supported. A Gateway condition is recommended to ensure this element of the planning proposal is removed prior to public exhibition.

As the proposed prohibition of certain dwelling types in the R4 zone is not supported, a Gateway condition is recommended requiring Council to consider including minimum lot size provisions for these typologies aligned to the remainder of the planning proposal. This ensures that all permissible residential uses in the R4 zone are supported by relevant development standards.

Item 4: Amend Minimum Lot Size Clause for Dual Occupancies, Multi-Dwelling Housing, and Residential Flat Buildings (RFBs)

The proposal seeks to remove existing provisions for dual occupancies—relocating them to a separate clause outlined below—and introduce new MLS requirements and supporting provisions for medium-density housing typologies.

The Department generally supports the intent of the amendment, subject to the following changes:

- Council is to consider a minimum lot size for multi-dwelling housing and multi-dwelling housing (terraces) in the R2 zone aligned to the remainder of the proposal, as no such standards are currently proposed. Including these provisions at the LEP level will provide necessary guidance for development.
- Removal of all references to minimum frontage/lot width provisions from the LEP. The proposed minimum lot width/frontage controls for residential development are better placed in Council's DCP, consistent with their intended level of flexibility. DCP controls can better reflect local variation and allow for more adaptable design responses. When LEP lot width controls are considered alongside other development standards such as FSR and minimum lot size, the cumulative impact of all the standards can have adverse effects on development potential. In some cases, it could result in a reduced building footprint that limits the feasibility of typical housing forms and restrict the design and delivery of housing.

A Gateway condition is recommended requiring that the planning proposal be updated prior to public exhibition to apply the changes.

Item 5: New dual occupancy clauses in R2 and R3

The proposal seeks to introduce a new clause outlining development requirements for dual occupancies in the R2 and R3 zones. It includes specific standards for minimum lot size, minimum frontage, and minimum subdivision lot size, applied across the LGA and categorised into 'Area 1' and 'Area 2' (Large Lot Area). The proposed clause also seeks that dual occupancies on battle-axe lots are not to be permitted.

Council states that the amendment aims to increase housing supply and support greater housing diversity, while also balancing the need to preserve key local values such as heritage, established residential character, landscaping, and tree canopy cover. The approach is intended to promote more varied housing options that remain sympathetic to the distinctive qualities of different areas across the LGA.

The inclusion of the 'large lot area' in the proposal presents an inconsistency with the Strathfield LHS. While it acknowledges the existing character and community preference for large lots, it does not propose dedicated precincts, nor tailored planning controls to preserve them. The large lot approach is also not fully consistent with the objectives of Ministerial Direction 6.1 – Residential Zones, particularly those aimed at promoting housing diversity and encouraging more efficient use of land and infrastructure.

Despite this inconsistency, the large lot component is considered acceptable in the context of the proposal as a whole. The proposal facilitates increased and more diverse housing supply across the LGA, with potential for significant contributions towards meeting Council's housing needs. As such, the overall strategic housing outcomes are considered to outweigh the identified inconsistencies with the LHS.

In light of the above, the Department generally supports the intent of the amendment, subject to the following changes:

- Note that the proposed minimum lot size provisions for dual occupancies, may be subject to removal should the Department led introduction of minimum lot sizes related to LMR Stage 1 be finalised prior to the planning proposal.
- Removal of all references to minimum frontage/lot width provisions from the planning proposal. Council may consider proposed minimum lot width/frontage controls in any future DCP review.

A Gateway condition is recommended requiring that the planning proposal be updated prior to public exhibition to apply the changes.

Item 6: New density provisions for multi-dwelling housing and multi-dwelling housing (terraces) in R2

The proposed clause seeks to introduce a density-per-dwelling control for multi-dwelling housing and multi-dwelling housing (terraces) within the R2 Low Density Residential zone. Council advises that the intent of this amendment is to ensure consistency with the desired future character by aligning the density of multi-dwelling developments with that of dual occupancies.

While the objective of maintaining consistency in built form is acknowledged, the desired future character in the R2 zone can be sufficiently guided by controls, including minimum lot size and FSR. These provisions collectively provide an appropriate framework for managing built form and development intensity.

Introducing an additional density control at the LEP level is considered unnecessary. It imposes another layer of regulation that risks creating confusion and inefficiencies in the application of the planning framework.

Accordingly, this provision is not supported. A Gateway condition is recommended to ensure this element of the planning proposal is removed prior to public exhibition.

Item 7: New FSR for dual occupancy, multi-dwelling housing and manor houses in R2

The provision seeks to set a maximum FSR of 0.65:1 for dual occupancies, multi-dwelling housing, terraces, and manor houses in the R2 zone, with the aim of incentivising the delivery of a broader range of housing types. By increasing FSR, the amendment is intended to support greater housing diversity and provide more housing choice within low-density residential areas.

SLEP2012 generally does not include a mapped FSR for land in the R2 zone, instead FSR is determined through a sliding scale relative to the lot size resulting in FSRs between 0.5:1-0.65:1. The proposed FSR will allow for a modest increase for the specified uses, particularly for larger lots where the sliding scale allocates lower FSR.

It is noted that the gross floor area provided for dual occupancy complying development through the Exempt and Complying SEPP, may in many cases provide a more generous built form. Council may wish to consider if the FSR increase provides a sufficient incentive to achieve the objectives of the proposal.

The Department generally supports the intent of this amendment.

Item 8: New clause to encourage tree canopy and landscaped areas in R2 and R3

The proposed clause seeks to introduce additional landscaping provisions aimed at enhancing environmental and amenity outcomes in residential development. Specifically, it seeks to ensure opportunities for the retention or introduction of deep soil zones and vegetation that support local biodiversity and strengthen the urban tree canopy.

Council advises that the provision is a direct response to strong community feedback calling for the protection and enhancement of landscaping and tree canopy in new residential developments. It also notes that the provision will help ensure more intensive residential development includes sufficient landscaping to complement built form, protect biodiversity, and mitigate urban heat island effects.

While these objectives are supported in principle, the Department notes that landscaping outcomes for low and medium density residential development, particularly dwelling houses and dual occupancies, are already appropriately addressed under the existing DCP. Council has indicated that these controls have been consistently applied and that compliance levels are generally high.

Although Council's concerns regarding future dual occupancy development are acknowledged, there is currently no evidence to suggest that such developments will result in poorer landscaping outcomes. Future proposals should be afforded the opportunity to demonstrate compliance with DCP controls. Rather than embedding these controls at the LEP level, Council can further refine

landscaping requirements through the DCP which is currently being updated concurrently with this LEP amendment.

Documentation supporting the planning proposal also proposes DCP landscaping provisions as an appropriate mechanism to achieve the outcome sought. The Strathfield Medium Density Strategy (**Attachment B**) addresses landscaped area as a combination of both 'hard and soft' landscaping and recommends a DCP provision. A further breakdown of landscaped area is provided in the Urban Design Report (**Attachment C**) suggesting of the proposed 40% landscaped area, 25% is to be soft landscaping and 15% deep soil.

The definition of landscaped area within the SILEP means a part of a site used for growing plants, grasses and trees, but does not include any building, structure or hard paved area. It is not clear if this higher test has been considered in defining the proposed LEP clause and landscaped area as submitted to the Department. It is noted Council's current DCP includes a requirement of 40% landscaped area for dual occupancies, however this area may also include private yard space and balconies which may not meet the definition of landscaped area under the SILEP.

The Department notes that a Tree Canopy Guide has been developed to support the achievement of greening outcomes through development under the Low and Mid Rise Policy. The Guide includes minimum site area percentages for tree canopy and deep soil, as well as tree planning rates.

A Gateway condition is recommended to ensure this element of the planning proposal is removed prior to public exhibition.

3 Strategic assessment

3.1 Regional Plan

The *Greater Sydney Region Plan – A Metropolis of Three Cities (2018)* (Region Plan) integrates land use, transport and infrastructure planning and sets a 40-year vision for Greater Sydney as a metropolis of three cities. The Region Plan contains objectives, strategies and actions which provide the strategic direction to manage growth and change across Greater Sydney over the next 20 years.

The proposal is generally consistent with the Region Plan. A more detailed evaluation of its consistency is provided in the assessment of the *Eastern City District Plan* below, which is strategically aligned with the Region Plan, giving it effect.

3.2 District Plan

The site is within the Eastern District. The former Greater Sydney Commission released the *Eastern City District Plan* on 18 March 2018. The plan contains planning priorities and actions to guide the growth of the district while improving its social, economic and environmental assets.

The planning proposal is consistent with the following priorities:

- Infrastructure and collaboration
- Liveability
- Sustainability

The Department is satisfied the planning proposal gives effect to the District Plan in accordance with section 3.8 of the *Environmental Planning and Assessment Act 1979* (Act). **Table 6** below provides an assessment of the planning proposal against relevant directions and actions.

Table 6 District Plan assessment

District Plan Priority	Justification
Infrastructure and Collaboration	
E1. Planning for a city supported by infrastructure	<p>The planning proposal seeks to introduce new development standards for medium density housing in the R2 and R3 zones to create capacity for additional and diverse housing in the LGA.</p> <p>It does not seek to increase the area of R2 and R3 zoned land but supports take-up of permissible housing types within the existing zone boundaries.</p> <p>The proposal supports this priority by encouraging growth and redevelopment in areas that are already well-served by transport, services, and utilities.</p> <p>It is not expected that the proposal will create infrastructure demand for out of sequence infrastructure.</p> <p>The proposal is consistent with this priority.</p>
Liveability	
E4 Fostering healthy, creative, culturally rich and socially connected communities E5. Providing housing supply, choice and affordability, with access to jobs, services and public transport E6. Creating and renewing great places and local centres, and respecting the District's heritage	<p>The proposal is consistent with these priorities by:</p> <ul style="list-style-type: none"> Introducing and encouraging dual occupancy, manor houses, and multi dwelling housing in R2 and R3 zones creates capacity for additional and diverse housing through unlocking development potential within existing low and medium density residential areas. Supporting the delivery and diversification of housing across the LGA, promoting growth in a low-density setting through dual occupancy developments, and medium-density options such as townhouses and terraces. Balances the provision of additional and diverse dwellings with the preservation of existing local heritage. The proposal does not seek to amend existing heritage conservation clauses. <p>The proposal is consistent with this priority.</p>

3.3 Local Strategies

The proposal states that it is consistent with the following local plans and endorsed strategies, as well as the strategic direction and objectives outlined in **Table 7** below.

Table 7. Local strategic planning assessment

Local Strategy	Justification
Strathfield 2040 Local Strategic Planning Statement	The main objective of the Strathfield LSPS is to set a 20-year vision for land use planning in the LGA, aligning local priorities with broader state and regional plans—particularly the Greater Sydney Region Plan and the Eastern City District Plan.

Local Strategy	Justification
	<p>As the LSPS gives effect to District Plan priorities, the proposal is consistent with the following LSPS priorities, for the reasons detailed above in Section 3.2:</p> <ul style="list-style-type: none"> • P1. Collaboration ensures growth is sustained by well-planned and accessible infrastructure • P6. Development balances growth with best practice planning and infrastructure provision to deliver sustainable, liveable and well-designed neighbourhoods. • P8. Diverse housing options provide for people at all lifecycles and connects them to jobs, recreation, services and transport. • P18. Our community is involved in designing Strathfield's future.
Strathfield Local Housing Strategy 2020	<p>Strathfield's LHS guides the provision of housing in the LGA over a 20-year period, ensuring that housing supply aligns with the needs of a growing and diverse community.</p> <p>The LHS highlights that current opportunities for medium density housing in the LGA are limited. It suggests that planning controls could be refined to better support this type of development.</p> <p>The proposal is generally consistent with Council's Housing Strategy. In particular:</p> <ul style="list-style-type: none"> • Objective 1: Plan for up to approximately 13,500 additional dwellings in the 2016 to 2036 period to meet the needs of a growing population • Objective 4: Ensure housing growth aligns with community expectations regarding local character and heritage • Objective 5: Encourage housing that provides innovative and well-designed housing diversity at a local scale • Objective 6: Provide opportunities for a diversity of housing typologies and tenure models to allow for growth <p>This proposal demonstrates a balanced approach by increasing housing supply while responding to local context and character. Specifically, it addresses the relevant LHS objectives through:</p> <ul style="list-style-type: none"> • Facilitating a variety of additional housing types through expanding housing choice including dual occupancy, manor houses, multi dwelling housing, and terraces as permissible land uses; with revised objectives to support the delivery of housing. • Rationalising provisions to support the delivery of various housing typologies in the R2 and R3 zones. This ensures consistency with the clause objectives and efficient operation of planning controls. <p>However, the 'large lot area' component of the proposal is inconsistent in relation to this strategy:</p> <ul style="list-style-type: none"> • While the LHS recognises the existing character and community sentiment for large lots within the LGA, it does not propose the creation of a specific precinct or overlay to preserve these areas, nor does it introduce bespoke planning controls exclusive to them. • The proposed approach is not adequately aligned with Objectives 6 and Priority 4 of the LHS, particularly when compared with the broad provisions

Local Strategy	Justification
	<p>proposed across the rest of the LGA, which more effectively supports housing diversity and capacity.</p> <p>Despite this, the inclusion of the large lot component is considered acceptable in this instance. The proposal, in its entirety, will deliver additional and diverse housing across the LGA contributing to the NSW Government's five-year target of 3,500 dwellings. As such, the strategic housing outcomes of this proposal are considered to outweigh this inconsistency with the LHS.</p>

3.4 Local Planning Panel recommendation

On 2 August 2024, the SLPP considered the planning proposal and determined it had strategic and site-specific merit to proceed to the Department for a Gateway determination. The SLPP provided advice regarding FSR, landscaped area and other provisions which was addressed in the report to Council and final planning proposal.

The SLPP noted and supported the key components of the planning proposal, namely:

- It will enable a diversity of building types and choice to cater for the need of different household types in Strathfield.
- It will help address the current housing crisis by encouraging land to be used more efficiently to enable more dwellings to be built.
- The community's view on increasing density has been sought, there is general support for medium density development.

See **Attachment I** for the SLPP resolution.

3.5 Section 9.1 Ministerial Directions

The planning proposal's consistency with relevant section 9.1 Directions are discussed below in **Table 8**:

Table 8. 9.1 Ministerial Direction assessment

Directions	Consistency	Justification
3.2 Heritage Conservation	Consistent	<p>Direction 3.2 aims to conserve items, areas, objects and places of environmental heritage significance and indigenous heritage significance.</p> <p>The Direction requires that a proposal contain provisions to facilitate the conservation of heritage items identified in a study of the environmental heritage of the area.</p> <p>This proposal applies to all land zoned R2 and R3 within the LGA, including sites that contain heritage items and are located within Heritage Conservation Areas. It does not propose any changes to the existing heritage conservation provisions, which will remain in effect and continue to provide appropriate consideration for any future development.</p> <p>The planning proposal is consistent with this Direction.</p>
4.1 Flooding	Consistent	<p>Direction 4.1 seeks to ensure that development is commensurate with flood risk. The planning proposal</p>

Directions	Consistency	Justification
		<p>does not seek to rezone land, but amends permissibility and scale of which development may occur.</p> <p>Strathfield LGA has a number of area of flood prone land particularly around Cooks River and Boundary and Powells Creeks. The proposal notes that no changes are proposed to the existing flood controls that apply.</p> <p>While the proposal may facilitate a minor increase of development potential on sites subject to flood risk, the Department considers that the proposal is consistent with the Direction as it does not seek to newly permit residential use of land nor facilitates significant increase of the land. The Department notes that future development will be required to address flooding where relevant.</p>
4.4 Remediation of Contaminated Land	Consistent	<p>Direction 4.4 aims to minimise health and environmental risks by ensuring contamination and remediation are considered in planning proposals.</p> <p>The land proposed for uplift is already zoned residential, is well-established, and has historically been used for residential purposes. It is not expected to be contaminated.</p> <p>A review of Council's Contaminated Land Register was conducted to determine whether any properties affected by this planning proposal are identified as contaminated or unsuitable for residential development. No such properties were found.</p> <p>The planning proposal is consistent with this Direction.</p>
4.5 Acid Sulfate Soils	Justifiably inconsistent	<p>Direction 4.5 aims to avoid significant adverse environmental impacts from the use of land that may contain acid sulfate soils.</p> <p>The land proposed for rezoning and uplift under this proposal is currently zoned residential and has a long-established history of residential use within an urban setting. Most of the Strathfield LGA is mapped as being subject to Class 5, which represents the lowest likelihood of Acid Sulfate Soils being present. Areas of greater classes are mapped to the north of the LGA, around Homebush and Homebush Bay, and to the south near the Cooks River.</p> <p>The direction requires a study to support change to planning controls. The Department notes that the planning proposal does not seek to rezone land, and SLEP 2012 includes a clause requiring appropriate consideration of Acid Sulfate Soils at the development assessment stage.</p> <p>The planning proposal's inconsistency with this Direction is considered to be minor and justified.</p>
5.1 Integrated Land Use and Transport	Consistent	<p>Direction 5.1 ensures urban structures, building forms, land use locations, development designs, subdivision and street layouts achieve specified planning objectives related to transportation integration.</p>

Directions	Consistency	Justification
		<p>The proposal proposes alterations to provisions relating to urban land, however, is consistent with Improving Transport Choice – Guidelines for Planning and Development (DUAP 2001), and The Right Place for Business and Services – Planning Policy (DUAP 2001).</p> <p>The planning proposal is consistent with this Direction.</p>
6.1 Residential Zones	Consistent	<p>Direction 6.1 aims to encourage diverse housing types for current and future needs, efficiently use and provide access to infrastructure and services, and minimise the environmental impact of residential development.</p> <p>The Direction applies because the proposal involves land zoned for residential uses.</p> <p>Council states that:</p> <ul style="list-style-type: none"> • The proposal provides capacity for additional housing in existing R2 and R3 zones. • The introduction of various medium density housing typologies will broaden housing choice in the LGA. • LGA-wide residential intensification enables increased demand on existing infrastructure to be distributed. • Introduction of density provisions in R2 ensures new development have physical capacity to accommodate good design outcomes. • The proposal increases residential density in existing residential zones. <p>The Department has recommended a number of elements of the proposal be removed, in part due to the potential impact on facilitating the diversity and supply of housing which this direction seeks to achieve.</p> <p>As discussed in the Local Housing Strategy (LHS) section above, the inclusion of the 'large lot area' is considered inconsistent with objectives relating to promoting housing diversity and encouraging more efficient use of existing infrastructure and services.</p> <p>Despite this, the Department has accepted the large lot component on the basis that the proposal, on balance, demonstrates the capacity to contribute to Strathfield's housing needs.</p> <p>Accordingly, while this element is inconsistent with the LHS, the proposal overall is considered to exhibit general strategic alignment with the intent and objectives of this Direction.</p>

3.6 State environmental planning policies (SEPPs)

The planning proposal is consistent with the following SEPPs in **Table 9**:

Table 9. Assessment of planning proposal against relevant SEPPs

SEPP	Consistency	Justification
SEPP (Housing) 2021 <ul style="list-style-type: none"> Seeks to deliver a supply of safe, diverse, and affordable housing. Chapter 6 contains provisions to allow more low and mid-rise housing options in LGAs. 	Conditioned for consistency	<p>The proposal introduces land uses and supporting provisions that are generally consistent with the objectives of this SEPP.</p> <p>However, the requested exclusion from the LMR provisions, as detailed in the proposal, is inconsistent with the intent of this Policy.</p> <p>The aim of the LMR chapter of the Housing SEPP is to encourage the development of low and mid rise housing in well-located areas with access to goods, services, and public transport.</p> <p>The Department does not support the planning proposal as a substitute for the Policy, nor does it support any requests for a deferral or exemption from its application.</p> <p>A Gateway condition is recommended to remove all references indicating the proposal is a replacement for LMR Housing Policy.</p> <p>Additionally, Council must include a clear advisory note confirming that recent State-led housing policies, particularly the LMR Housing Policy, apply to some of the land subject to the planning proposal.</p> <p>This note must outline that the Stage 2 provisions in the LMR Housing Areas (contained in Chapter 6 of the Housing SEPP) prevail over local planning controls, and that wherever an inconsistency arises, the SEPP would apply in accordance with the statutory hierarchy of planning instruments.</p>
SEPP (Transport & Infrastructure) 2021 <ul style="list-style-type: none"> Establishes requirements for proposals that are likely to place an increased demand on infrastructure, services and facilities. 	Consistent	<p>The proposal does not contain any planning provisions which affect or hinder the delivery of infrastructure, educational establishments, childcare facilities, or major infrastructure corridors.</p>
SEPP (Exempt and Complying Development Codes) 2008 <ul style="list-style-type: none"> Streamlines and fast-tracks certain low-impact, routine development. 	Consistent	<p>The proposal seeks to introduce minimum lot sizes for dual occupancy, manor houses and multi dwelling housing (terraces). The Exempt and Complying SEPP adopts the lot sizes of these uses from the relevant LEP for complying development. As such, once finalised the LEP controls will set the requirement under a complying development pathway.</p>

SEPP	Consistency	Justification
SEPP (Resilience and Hazards) 2021 <ul style="list-style-type: none"> Coordinated framework for assessment of development, focusing on coastal management, hazardous and offensive development, and remediation of contaminated land. 	Consistent	The proposal does not involve any hazardous or offensive development. The land proposed for rezoning is currently zoned for residential use and forms part of a long-established urban area with a history of residential development. Given this context, the areas identified for uplift are considered unlikely to be contaminated.

4 Site-specific assessment

4.1 Environmental

The proposal is not site-specific and applies to land across the LGA occupied generally by existing low-density housing within an established urban setting. There is no known critical habitat, threatened species, populations or ecological communities within proximity to the subject areas. Any site-specific environmental impacts would be appropriately assessed at the development application stage. Given the nature and scope of the proposal, it is unlikely to result in adverse effects on sensitive environmental areas.

4.2 Social and economic

The following **Table 10** provides an assessment of the potential social and economic impacts associated with the proposal:

Table 10. Social and economic impact assessment

Impact	Assessment
Social	<p>This proposal aims to increase housing capacity and choice in response to the ongoing housing crisis and Council's obligations under the National Housing Accord.</p> <p>It supports improved housing supply and affordability by increasing dwelling capacity in a way that promotes diverse housing types and densities.</p> <p>The proposal delivers medium-density housing that is responsive to local context and character.</p>

Impact	Assessment
Economic	<p>The proposal facilitates the uplift of existing residential areas by enabling greater housing and diversity within established urban settings, driving broader renewal and revitalisation across the LGA.</p> <p>The anticipated uplift is expected to stimulate greater development activity across the LGA, encouraging investment and accelerating housing delivery.</p> <p>By facilitating additional housing within existing residential zones, the proposal promotes a more efficient use of current infrastructure, such as transport networks, utilities, and community facilities.</p> <p>The proposal also creates opportunities to enhance local infrastructure through the collection of development contributions.</p>

In light of the above, the social and economic impacts of the proposal are considered as positive.

4.3 Infrastructure

The proposal encourages delivery of housing in locations that optimise the use of existing and planned infrastructure and services. It will facilitate increased residential density within R2 and R3 zones through the introduction of new housing typologies in areas where public infrastructure is already well-established.

As additional dwellings will be dispersed across the LGA or concentrated in existing centres with good access to public transport, significant new infrastructure demand is not anticipated. However, to support informed decisions regarding State infrastructure needs, consultation with relevant State agencies and utility providers is recommended and has been incorporated into the Gateway determination.

Council should undertake regular review of its Local Infrastructure Contributions Plan to ensure local infrastructure provisions aligns with growth, and remains responsive to changing community needs.

5 Consultation

5.1 Community

Early engagement by Council with residents gauged general community sentiment on planning within the LGA. Details of the early engagement is contained within **Attachment D**.

Summary:

- Support is highest for an increase in development of townhouses / terraces and dual occupancy housing. These types of development are generally more supported by younger residents and those currently residing in multi-unit dwellings.
- There is a moderate level of concern regarding medium density development across the LGA.
- Safety, security, privacy and access to public transport, shops and open spaces were the most important in regard to housing choice in the LGA.

Council indicates a consultation period of 28 days. However, the planning proposal is categorised as a 'complex' LEP planning proposal under the LEP Making Guidelines (August 2023) as it responds to new policies. Accordingly, a community consultation of 30 working days will form a condition within the Gateway determination.

5.2 Agencies

Council has not specified which agencies to consult with. It is recommended the following agencies be consulted and given 30 working days to comment:

- Transport for NSW
- Relevant utility providers, including Ausgrid and Sydney Water.

6 Timeframe

The LEP Plan Making Guidelines (August 2023) establishes maximum benchmark timeframes for planning proposal by category. The planning proposal is categorised as 'complex'.

The Department recommends an LEP completion date of **14 August 2026** in line with its commitment to reducing processing times. A condition to the above affect is conditioned within the Gateway determination.

7 Local plan-making authority

Council has not requested delegation to be the Local Plan-Making authority. The Department recommends that Council not be authorised to be the local-plan making authority for this proposal given the relationship with emerging State policy.

8 Assessment summary

The planning proposal, as amended by the Gateway conditions, is supported to proceed with conditions for the following reasons:

- It demonstrates strategic merit in being consistent with the relevant objectives, directions, and priorities of the Greater Sydney Region Plan, Eastern City District Plan, Local Strategic Planning Statement and other local strategic plans, applicable SEPPs, and Section 9.1 Ministerial Directions.
- It will encourage the increased capacity and delivery of medium density housing in the LGA by supporting more diverse housing options that respond to local context and character.
- It will rationalise development standards to ensure effective operation of planning controls.

9 Recommendation

It is recommended the delegate of the Secretary:

- Agree that inconsistency with Section 9.1 Ministerial Directions 4.5 Acid Sulfate Soils and 6.1 Residential Zones is justified.

It is recommended the delegate of the Minister determine that the planning proposal should proceed subject to conditions:

Gateway Conditions

1. Prior to exhibition, the planning proposal is to be amended to:
 - a) Remove proposed *Item 3 Amendment to the Land Use Table for the Zone R4 High Density Residential*
 - b) Consider a minimum lot size for multi-dwelling housing (terraces) and manor houses for the R4 zone.

- c) Consider a minimum lot size for multi-dwelling housing and multi-dwelling housing (terraces) for the R2 zone.
 - d) Identify that provisions related to dual occupancy minimum lot size may be amended through changes being investigated by the Department relating to Low and Mid-Rise Housing Policy Stage 1 supporting provisions.
 - e) Remove proposed *Item 6 Introduce density provisions for multi dwelling housing and for multi dwelling housing (terraces) in R2 Low Density zone.*
 - f) Remove proposed provision *Item 8 Introduce a new clause to encourage tree canopy retention and landscaped areas in R2 and R3 zones.*
 - g) Remove all references to proposed minimum lot width provisions from the LEP.
 - h) Removal all references indicating that the proposal is a replacement for the NSW Low and Mid-Rise Housing Policy.
 - i) Include an advisory note confirming that recent State-led housing policies, particularly the NSW Low and Mid-Rise Housing Policy, applies to the subject land. The note must outline that the Stage 2 provisions in the Low and Mid-Rise Housing Areas prevail over local planning controls, and that wherever an inconsistency arises, the State Environmental Planning Policy (Housing) 2021 would apply in accordance with the statutory hierarchy of planning instruments.
 - j) Include an advisory to clarify that the draft clauses are indicative only and will be subject to drafting by Parliamentary Counsel's Office, should the proposal progress to finalisation.
2. Public exhibition is required under section 3.34(2)(c) and clause 4 of Schedule 1 to the Act as follows:
- a) The planning proposal is categorised as complex as described in the *Local Environmental Plan Making Guideline (August 2023)* and must be publicly available for a minimum of 30 working days; and
 - b) The planning proposal must comply with the notice of requirements for public exhibition of planning proposals and the specifications for material that must be made publicly available along with planning proposals as identified in *Local Environmental Plan Making Guideline (August 2023)*.
3. Consultation is required with the following public authorities/organisations and government agencies under section 3.34(2)(d) of the Act:
- a) Transport for NSW
 - b) Relevant utility providers, including Ausgrid and Sydney Water.
- Each public authority/organisation is to be provided with a copy of the planning proposal and any relevant supporting material via the NSW Planning Portal and given at least 30 working days to comment on the proposal.
4. A public hearing is not required to be held into the matter by any person or body under section 3.34(2)(e) of the Act. This does not discharge Council from any obligation it may otherwise have to conduct a public hearing (for example, in response to a submission or if reclassifying land).
5. Given the nature of the proposal, Council is not authorised to exercise the functions of the local plan-making authority under section 3.36(2) of the Act.



12 September 2025

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