



New South Wales Government  
Independent Planning Commission

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# **242-244 Beecroft Road, Epping Amending Concept SSD and Amending Detailed Design SSD SSD-68939460 and SSD-68708456**

## **Statement of Reasons for Decision**

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Michael Chilcott

19 August 2025

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# 1. Introduction

1. On 7 July 2025, the NSW Department of Planning, Housing and Infrastructure (**Department**) referred the State significant development (**SSD**) Applications SSD-68939460 (**Amending Concept SSD**) and SSD-68708456 (**Amending Detailed Design SSD**) (the **Applications**) from The Trustee for the Think Planners Unit Trust (**Applicant**) to the NSW Independent Planning Commission (**Commission**) for determination.
2. The Applications seek approval for proposed works in the Paramatta City Council Local Government Area (**LGA**) under section 4.38 of the *Environmental Planning and Assessment Act* (**EP&A Act**), as follows, and which together form the **Project**:
  - an Amending Concept SSD for alterations and additions to the Concept building envelopes approved via SSD-8784 (**Existing Concept Approval**) to accommodate additional apartments, including increased building heights, additional gross floor area, an additional basement car parking level and minor alterations to building footprints; and
  - an Amending Detailed Design SSD for alterations and additions to the development approved via SSD-31576972 (**Existing Detailed Design Approval**) for the construction of the development in accordance with the Concept amendments proposed.
3. The Applications constitute SSD under section 4.36 of the EP&A Act as they satisfy the criteria under section 2.6(1) of the *State Environmental Planning Policy (Planning Systems) 2021* (**SEPP Planning Systems**).
4. In accordance with section 4.5(a) of the EP&A Act and section 2.7 of the SEPP Planning Systems, the Commission is the consent authority for the Applications as Parramatta City Council (Council) objected to the Applications.
5. Andrew Mills, Chair of the Commission, determined that Dr Sheridan Coakes (Chair) and Michael Chilcott would constitute the Commission for the purpose of exercising its functions with respect to the Applications.
6. The Department assessed the Applications concurrently and concluded in its Assessment Report (**AR**), dated June 2025 that the Applications are approvable, subject to its recommended conditions.

## 2. The Applications

### 2.1 The Site

7. The Project Site (**Site**) is known as 242-244 Beecroft Road, Epping. It has a frontage to Beecroft Road to the east and Ray Road to the west (**Figure 1**). The Site is located in close proximity to existing public transport, including Epping train station (T9 Northern Line and the M1 Sydney Metro line) 300m south of the Site and multiple bus services (including from Ray Road and the Beecroft Road bus interchange). The Site in its broader locality context is illustrated in **Figure 2**.



Figure 1 – Local Context Map (Source: AR, Figure 1)



Figure 2 – Broader Locality Map (Source: AR, Figure 2)



## 2.2 Existing Approvals

### 2.2.1 Approved Concept Approval (SSD-8784)

8. On 22 July 2020, the then Minister for Planning approved the Concept Application (SSD-8784) permitting a mixed-use development including:
- building envelopes with a scale of five to 15 storeys;
  - a maximum GFA of 38,700m<sup>2</sup> consisting of a maximum of 37,700m<sup>2</sup> of residential GFA and a maximum of between 750m<sup>2</sup> and 1000m<sup>2</sup> of non-residential GFA;
  - conceptual land use for residential and non-residential floor space (which could include office premises, business premises, food and drink premises, shops and medical centres);
  - a minimum 5% residential GFA as affordable housing dwellings for 10 years; and
  - basement car parking, motorcycle parking, bicycle parking and service vehicle spaces (AR, para 4).

### 2.2.2 Approved Concept Approval Modification (SSD-8784-Mod-1) and Approved Detailed Design Approval (SSD-31576972)

9. On 19 September 2023, the Commission granted consent to a section 4.55(2) modification to SSD-8784 and a concurrent detailed design application (SSD-31576972) (AR, para 5).
10. The Concept Approval Modification modified the layout of the approved building envelopes including adjusting the alignment of the buildings to improve solar access, increasing the height of buildings due to higher localised ground levels, relocating basement car park access and rearranging communal open spaces (AR, para 6).
11. The detailed design approval granted consent for the construction of a mixed-use development with a scale of five to 15 storeys, comprising the following:
- five residential flat buildings containing 374 apartments (including 19 affordable housing dwellings for a period of 15 years);
  - commercial premises;
  - basement car parking;
  - an outdoor public plaza and publicly accessible through-site link; and
  - stratum subdivision of the Site (AR, para 7).

## 2.3 The Project

The current Applications seek to amend the approved Concept and approved Detailed Design SSDs following recent amendments to *State Environmental Planning Policy (Housing 2021 (SEPP Housing))*. The amendments to SEPP Housing allow for a potential uplift of up to 30% above development standards applicable to a site for gross floor area and building height, where a proposal includes at least 15% affordable housing for at least 15 years.

12. The key aspects of the Project are set out in **Table 1** and a complete description of each component of the Project and the Site are set out in the Department's AR at **Appendix C**.

13. The Project has an estimated development cost of \$51,474,638 and is expected to generate 40 construction jobs and result in the loss of 1 operational job (from 15 to 14) due to the small reduction in the floor area of the proposed commercial premises (AR, Table 2).

*Table 1 – Key aspects of the Project (Source: AR, Table 2)*

Aspect	Description
Gross floor area (GFA)	<ul style="list-style-type: none"> <li>11,216m<sup>2</sup> of additional GFA (total of 49,829m<sup>2</sup>), comprising:               <ul style="list-style-type: none"> <li>11,310m<sup>2</sup> of additional residential premises; and</li> <li>94m<sup>2</sup> reduction in commercial premises from 913m<sup>2</sup> to 819m<sup>2</sup>.</li> </ul> </li> </ul>
Building heights	<ul style="list-style-type: none"> <li>One, two, three and four storey additions to podiums and towers:               <ul style="list-style-type: none"> <li>Building A: 2.85m additions (+1 storey to seven total storeys);</li> <li>Building B: 11.16m additions (+3 storeys to 16 total storeys);</li> <li>Building C: 12.6m additions (+4 storeys to 18 total storeys);</li> <li>Building D: 7.1m additions (+2 storeys to seven total storeys); and</li> <li>Building E: 11.76m additions (+4 storeys to 17 total storeys).</li> </ul> </li> </ul>
Basement	<ul style="list-style-type: none"> <li>One additional level of basement car parking.</li> <li>193 additional car parking spaces (total of 559 spaces).</li> </ul>
Dwellings	<ul style="list-style-type: none"> <li>105 additional apartments (total of 479 including 81 affordable apartments and 48 adaptable apartments).</li> <li>A total of 20% of all apartments incorporate the Liveable Housing Guideline's silver level universal design features<sup>1</sup>.</li> </ul>
Open space	<ul style="list-style-type: none"> <li>284m<sup>2</sup> of additional communal open space (total of 4,438m<sup>2</sup> or 43.7% of site area).</li> <li>41m<sup>2</sup> of additional deep soil zones (total of 2,116m<sup>2</sup> or 20.8% of site area).</li> </ul>

### 3. Material Considered by the Commission

14. In this determination, the Commission has given consideration to the:
- matters raised in public submission received by the Commission as set out in [Appendix A – Community Consultation Report](#);
  - material and planning framework as set out in [Appendix B – Commission's Considerations](#); and
  - Department's whole-of-government assessment as set out in [Appendix C – Department's Assessment Report](#).

<sup>1</sup>Incorporates features into new homes to improve accessibility and adaptability.



## 4. Reasons for the Decision

15. The Commission finds that the Project is consistent with the State and local strategic planning framework and applicable statutory provisions. The Project supports the delivery of additional housing, including affordable housing, with good access to public transport connections, employment centres, services and amenity. The Commission considers the built form, scale and layout of the Project to be consistent with the development standards applicable to the Site, and appropriate for the Site and its context, including the prior approved development.
16. Whilst acknowledging the concerns raised by City of Parramatta Council, the Commission finds that the Project's traffic impacts, and provision of parking do not warrant refusal of the Project. The Commission acknowledges that the road network surrounding the Project is strained, specifically noting the network's underperforming intersections. However, the Commission finds that with the Project's cumulative traffic generation contributing a less than 1% increase to traffic movements on the network, it will result in a negligible impact on the existing traffic congestion with no changes to existing levels of service. The Commission also notes that precinct-wide road improvement works to increase network capacity are being planned by relevant road authorities to mitigate traffic impacts, including congestion in the area. Additionally, the Commission notes Council has prepared a Draft Master Plan (which was on public exhibition until 18 August 2025) which envisages changes to the surrounding road network, including local roads such as Ray Road, and is indicative that there is a broader consideration of traffic matters being undertaken at a precinct level.
17. In relation to car parking, the Commission notes that Council objects to the number of spaces provided by the Project (193 additional spaces, 559 in total), on the grounds this is excessive and would contribute to traffic congestion in the locality.
18. A non-discretionary development standard (**NDDS**) relating to car parking applies to the Project pursuant to SEPP Housing. The Commission notes section 4.15(2) of the EP&A Act limits restricts a consent authority from applying a development standard more onerous than a NDDS. The Project's proposed car parking meets the NDDS, therefore the Commission cannot impose a more onerous parking allocation on the Project. The Applicant advises the Project's car parking provides a level of supply to meet the demand from market apartment residents. The Commission has considered the traffic impacts of the Project on the existing road network and finds the parking proposed will not significantly impact the local road network and will meet market demands. The Commission finds the proposed provision of residential car parking to be appropriate given its consistency with the provisions of SEPP Housing and is not a basis for refusal of the Project. The Commission also notes the Project's excellent access to public transport, including the Epping train station 300m to the south and multiple bus services including from Ray Road and the Beecroft Road bus interchange.
19. The Commission has considered the potential impacts of the Project including height and density increases, overshadowing, design, flooding and stormwater, construction impacts, and waste servicing. These matters have been addressed through design responses and are capable of being further mitigated and managed via the imposed conditions of consent.
20. The Commission is satisfied that the Project will not result in unacceptable impacts on the surrounding natural and/or built environment and that it will make a positive contribution to the locality through its urban design outcomes. The Project is considered by the Commission to be an orderly and economic use of the land which will not adversely impact the socio-economic character of the area.

21. The Commission finds that the Applications meet all applicable legal requirements, are consistent with NSW Government policies and that their approval is in the public interest. The Commission has therefore determined to approve the Applications subject to the conditions of consent in [Appendix D – Instrument of Consent \(Amending Concept SSD-68939460\)](#) and [Appendix E – Instrument of Consent \(Amending Detailed Design SSD-68708456\)](#) requiring the Applicant to:
- prevent, minimise and/or offset adverse social and environmental impacts;
  - set standards and performance measures for acceptable environmental performance;
  - require regular monitoring and reporting; and
  - provide for the ongoing environmental management of the development.
22. The Commission's reasons for the decision are as given in this Statement of Reasons for Decision dated 19 August 2025.



Dr Sheridan Coakes (Chair)  
Member of the Commission



Michael Chilcott  
Member of the Commission

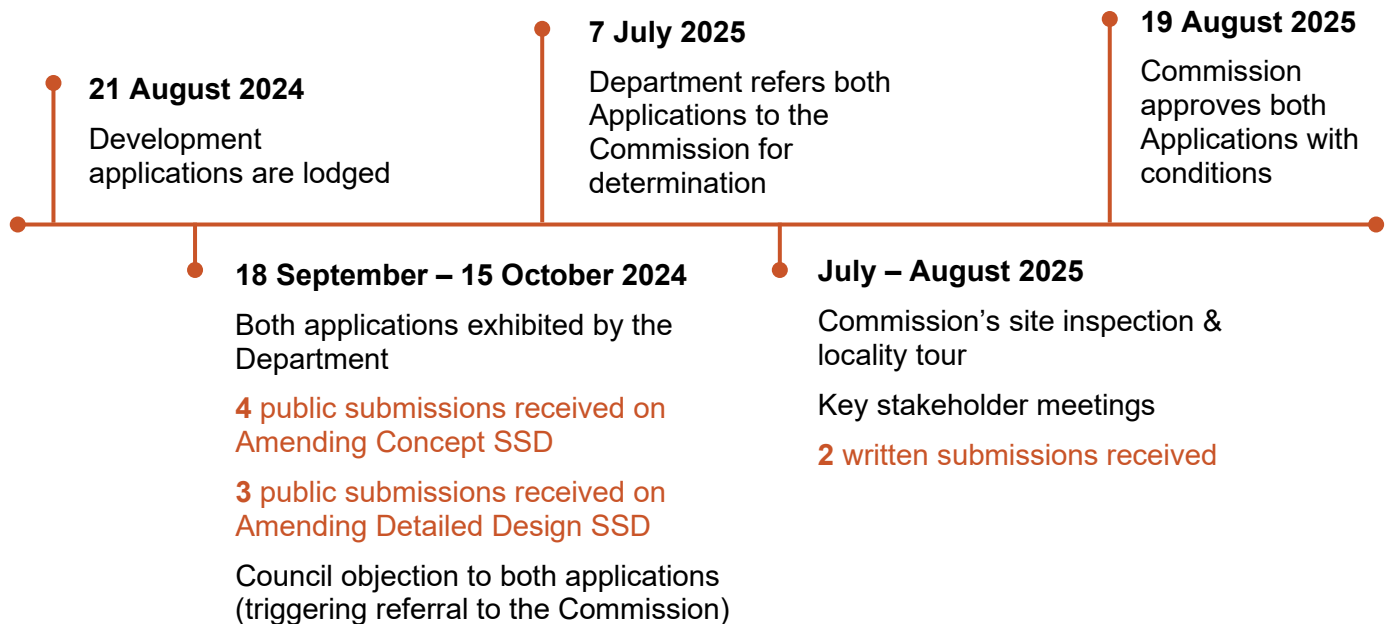


## Appendix A – Public Consultation

### Public consultation overview

A summary of the Project timeline and key engagement milestones are outlined below.

Appendix A – Figure 1: Project and engagement timeline



### Department's public exhibition of the Project

During its assessment of the projects the Department publicly exhibited both applications and sought comment from Council and relevant government agencies. For the Amending Concept SSD three of the four submissions objected to the Project, and one supported the Project. For the Amending Detailed Design SSD two submissions objected to the Project and one supported the Project. Council objected to both applications. Further consideration of submissions made to the Department is provided at section 4 and Appendix B of the Department's AR.

### The Commission's public consultation

#### *The Commission's meetings*

The Commission met with the Department, the Applicant, and Council (refer to *Appendix B – Material Considered by the Commission*). Transcripts from these meetings were made publicly available on the Commission's website.

#### *Site Inspection and locality tour*

The Commission undertook a site inspection and locality tour on 25 July 2025. Seven of the Applicant's representatives also attended the site inspection. A record of the site inspection and locality tour, including notes and photographs, was made available on the Commission's website.

## Written submissions

The community was offered the opportunity to make written submissions to the Commission from 10 July – 23 July 2025. The Commission received a total of two written submissions comprised of one supporting submission and one submission from Council objecting to both applications.

## Consideration of submissions

The Commission's consideration of these matters is set out in the table below. This is not an exhaustive report of the submissions considered by the Commission but is reflective of key issues that emerge from those submissions.

### Appendix A – Table 1: Key matters raised in submissions

Themes raised in submissions from the community	Commission's consideration
<b>Housing typology and site suitability</b>	
<ul style="list-style-type: none"> <li>Support for the Project as the proposal provides more affordable housing than the prior proposal, and that it provides additional commercial space.</li> <li>Support for the Project due to the site being suitably located near good public transport options, jobs, and is located where people want to live.</li> </ul>	<p>The Commission acknowledges the reasons for support that were raised in this submission.</p> <p>As discussed in <b>Appendix B – Table 2</b>, the Commission finds the Project to be a positive contribution to housing supply (including affordable housing) within the Epping, Parramatta LGA and Sydney metropolitan area. The Project will contribute to housing targets in a locality that is well-served by excellent public transport options with access to jobs and services.</p>
<b>Traffic generation</b>	
<ul style="list-style-type: none"> <li>Council's position is that due to the significant congestion in the surrounding road network, and particularly in Rawson Street, that any additional traffic generation in Ray Road cannot be supported due to the significant capacity impact it will have on the right turn movements in Rawson Street.</li> <li>Council considers that any improvements to the local traffic network must be coupled with maintaining lower levels of car parking in new high density residential development in order to improve traffic flow within Epping</li> </ul>	<p>The Commission acknowledges the road network within the locality is congested and contains underperforming intersections. However, as discussed in <b>Appendix B – Table 4</b>, the Project's cumulative contribution to the existing road network represents less than 1% additional traffic and no changes to the level of service of the network.</p> <p>Car parking is discussed below.</p>
<b>Car parking</b>	
<ul style="list-style-type: none"> <li>As the site is close to existing public transport and Council considers excessive car parking will have an adverse impact on traffic within the surrounding road network, a lower rate of residential car parking should be provided.</li> </ul>	<p>A NDDS applies to the Project's car parking pursuant to SEPP Housing, the Department's AR (para 58) states the Project's proposed car parking (193 additional spaces, 559 in total) meets the NDDS.</p> <p>The Commission has considered the traffic impacts of the Project on the existing road network and finds the parking proposed will not create significant traffic generation and will align with the level of car parking expected by the market for a development of this scale.</p>

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- Council recommends parking should be in line with rates per dwellings for high density development of the *Transport for NSW (TfNSW) Guide to Transport Impact Assessment (2024)* consistent with Council's Development Control Plan (PDCP) 2023 rates for Epping Town Centre, as opposed to the SEPP (Housing) 2021 rates for infill affordable housing.
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### *Prior issues raised with the Department*

The Commission notes submissions received by the Department raised concerns with the Project's built form and subsequent potential overshadowing impacts. The Department's AR (para 36-47) sets out that the Project:

- complies with SEPP Housing's height and density provisions;
- will be compatible with existing developments within the Epping town centre;
- has distributed its massing in a manner that maintains sound residential amenity and voids unreasonable visual and amenity impacts (such as overshadowing);
- will have limited overshadowing impacts on residential properties along Ray and Cliff Roads at mid-winter, properties would continue to receive more than 2 hours of sunlight access; and
- maintains a high-quality design outcome, noting the State Design Review Panel (SDRP) supported the Project and that it also adopted the SDRP's recommendations regarding an increase in communal open space, minimising overshadowing impacts, and providing a more detailed Connecting to Country response.

## Appendix B – Commission’s Considerations

### Material considered by the Commission

Appendix B – Table 1: Material considered by the Commission

Document	Date
<b>Amending Concept SSD (SSD-68939460)</b>	
Applicant's EIS and its accompanying appendices	21 August 2024
Government agency advice to the Department	Various
Public submissions made to the Department during exhibition	Various
Applicant's Response to Submissions Report and its accompanying appendices	April 2025
Applicant's responses to the Department's requests for further information and their accompanying appendices	22 April 2025 28 May 2025
Existing Concept Approval (SSD-8784), as modified	20 July 2025, as modified on 19 September 2023
<b>Amending Detailed Design SSD (SSD-68708456)</b>	
Applicant's EIS and its accompanying appendices	21 August 2024
Government agency advice to the Department	Various
Public submissions made to the Department during exhibition	Various
Applicant's Response to Submissions Report and its accompanying appendices	April 2025
Applicant's responses to the Department's requests for further information and their accompanying appendices	22 April 2025 28 May 2025
Existing Detailed Design Approval (SSD-31576972)	19 September 2023
<b>Other</b>	
Department's AR and recommended conditions of consent	June 2025, received 21 July 2025
Comments and presentation material from meetings with:	
• Applicant	18 July 2025
• Council	18 July 2025
• Department	24 July 2025
Observations made at the Site Inspection	25 July 2025
Written submissions made to the Commission during the public submissions period	Various
Department's responses to the Commission's Requests for Information	21 July 2025 25 July 2025 6 August 2025 13 August 2025
Applicant's response to the Commission's Request for Information	25 July 2025
Correspondence from the Applicant	21 July 2025
Department's advice to the Commission regarding the imposition of conditions	6 August 2025 13 August 2025



## Planning Framework

### Strategic Context

The Commission considers the Project to be a positive contribution to housing supply within the Sydney metropolitan area and enables the delivery of affordable housing in a strategically located area that is well-serviced by existing infrastructure.

The Project will contribute to the NSW Government's housing target of 377,000 well-located homes over the next 5 years (19,500 of which are to be located in the Parramatta LGA), whilst also providing additional employment floor space within the Epping Central Business District (CBD). The Project will also contribute to the diversity of housing typologies available within the Parramatta LGA.

#### Appendix B – Table 2: Strategic context

Strategic context	Commission's consideration
<i>Greater Sydney Region Plan (GSRP) and Central City District Plan (CCDP)</i>	<p>The GSRP guide and informs planning across five districts, including the Central City District. The CCDP is a 20-year plan to manage growth and achieve the 40-year vision for Greater Sydney, it is a guide to implementing the GSRP at a district level and informs local planning.</p> <p>The CCDP identifies Epping as a 'strategic centre' which benefits from excellent public transport links. By providing additional housing and employment floor space within the Epping Town Centre with access to jobs, good and services, the Commission finds the Project to align with the CCDP, in particular the following Planning Priorities:</p> <ul style="list-style-type: none"> <li>• <i>Planning Priority C5: Providing housing supply, choice and affordability, with access to jobs, services and public transport</i></li> <li>• <i>Planning Priority C10: Growing investment, business opportunities and jobs in strategic centres</i></li> </ul>
<i>Parramatta Local Strategic Planning Statement – City Plan 2036 (LSPS)</i>	<p>The LSPS provides strategic direction on how the City of Parramatta will plan growth for the next 20 years. The LSPS notes that the population of the Parramatta LGA will increase by 198,000 people by 2036 (p. 17) and acknowledges Epping as an important strategic centre, growth precinct and commercial hub. The Commission finds the project to be generally consistent with the LSPS through the delivery of additional housing (including affordable housing) and commercial (employment) floor space, specifically aligning the Planning Priority 4 (<b>PP4</b>) and the related Council Policy Direction P12:</p> <p><i>"PP4: Focus housing and employment growth in the GPOP and Strategic Centres; as well as stage housing release consistent with the Parramatta Local Housing Strategy (when endorsed)"</i></p> <p><i>"P12: Focus high-rise development in Parramatta CBD and Strategic Centres (Epping and Sydney Olympic Park) as shown on the Structure Plan Map"</i></p>
<i>Parramatta Local Housing Strategy, July 2020 (LHS)</i>	<p>The LHS guides planning for housing within the Parramatta LGA, with the LHS identifying the provision of 87,900 new dwellings by 2036 to meet its dwelling targets set by the CCDP. As with the CCDP and LSPS, the LHS identifies Epping as a strategic centre. By providing 105 additional dwellings on the Site (total of 479 including 81 affordable) above what is already approved, the Project is considered to make a positive contribution to Council's and the State's housing needs.</p>
<i>Draft Epping Town Centre Master Plan (Draft Master Plan)</i>	<p>Council has placed the Draft Master Plan on public exhibition between 16 July - 18 August 2025. The Site is located outside and to the north of Master Plan's study area (<b>Appendix B – Figure 1</b>), however considering its spatial relationship to the Epping Town Centre, the Commission considers it prudent to give regard to the Draft Master Plan's intended outcomes.</p>

The Commission notes the Epping Town Centre was rezoned in 2013 as a part of the Urban Activation Program by the NSW Government. The Draft Master Plan does not seek to adjust the height and floor space ratio (FSR) uplift or land use zoning which took place in 2013.

The Draft Master Plan (p.5) outlines “... the design principles and implementation pathway to transform Epping into a vibrant, connected and community-focused centre. It does not propose increased density, but shapes future buildings to ensure high-amenity community places”.

The Commission finds the Project's high-quality design, built form and landscaping elements align with the Draft Master Plan's intended outcomes and will make a significant contribution the desired future character of the Epping Town Centre.

**Affordable  
Housing Action  
Plan 2023-2025**

Through the provision of 105 dwellings on the Site in additional to those previously approved – a total of 479 dwellings including 81 affordable dwellings – the Project is considered to be generally consistent with the intent of Council's action plan.

*Appendix B - Figure 1: Extract from the Draft Epping Town Centre Masterplan showing the study area relative to the Site and the Project (mark ups in yellow by the Commission)<sup>2</sup>*



<sup>2</sup> The Site is identified as being in Epping Town Centre (East), albeit located west of the railway line. This is a legacy of the site being formally within the Hornsby Shire LGA, also noting the Parramatta Development Control Plan 2023 (DCP) which maps the eastern side of Epping as 'Epping Town Centre' (former Hornsby Shire LGA) and the western side of Epping as 'Epping Central' (Parramatta LGA).

## Statutory Context

### Appendix B – Table 3: Statutory context

Statutory Context	Commission's consideration
State significant development	The Project is SSD pursuant to section 4.36 of the EP&A Act as it satisfies criteria pursuant to section 2.6(1) and item 19 of Schedule 1 of SEPP Planning Systems for residential development with an estimated development cost over \$30 million associated with rail infrastructure. The Site is partly located above the North West Metro underground tunnel and was formerly part of the construction site for the Sydney Metro (AR, Table 2).
Consent authority	The Commission is the declared consent authority for both Applications under section 4.5(a) of the EP&A Act and section 2.7(1) of SEPP Planning Systems as Council objected to both Applications.
Permissibility	<p>The Site is located with Zone R4 High Density Residential (<b>R4 zone</b>) under the PLEP. Residential development is permissible with consent in the R4 zone.</p> <p>Commercial premises larger than 100m<sup>2</sup> for neighbourhood shops are prohibited within the H4 zone, however clause 4.38(3) of the EP&amp;A Act allows for consent to be granted for partly prohibited development, such as is the case for the existing Concept Approval and existing Detailed Design Approval.</p>
Objects of the EP&A Act and Ecologically Sustainable Development	The Commission has considered the Objects of the EP&A Act and is satisfied that the Applications are consistent with those Objects. The Commission finds that the Applications are consistent with ESD principles and would achieve an acceptable balance between environment, economic and social considerations.
Other approvals and authorisations	Pursuant to section 4.41 of the EP&A Act, several approvals are integrated into the SSD process and therefore are not required to be separately obtained for the Applications. Pursuant to section 4.42 of the EP&A Act, further approvals are required but must be substantially consistent with any development consent for the Project.
Mandatory considerations	Commission's consideration
Relevant environmental planning instruments (EPIs)	<p>Appendix C of the AR identifies relevant EPIs for consideration. The key EPIs (in their present, consolidated form) include:</p> <ul style="list-style-type: none"> <li>• <i>State Environmental Planning Policy (Planning Systems) 2021</i>;</li> <li>• <i>State Environmental Planning Policy (Transport and Infrastructure) 2021</i>;</li> <li>• <i>State Environmental Planning Policy (Resilience and Hazards) 2021</i>;</li> <li>• <i>State Environmental Planning Policy (Biodiversity and Conservation) 2021</i>;</li> <li>• <i>State Environmental Planning Policy (Sustainable Buildings) 2022</i>;</li> <li>• <i>State Environmental Planning Policy (Housing) 2021</i>; and</li> <li>• <i>Parramatta Local Environmental Plan 2022</i>.</li> </ul> <p>The Commission has considered these EPIs as part of its determination.</p>
Relevant Development Control Plans (DCPs)	Pursuant to section 2.10 of the SEPP Planning Systems, DCPs do not apply to SSD.
Any planning agreement or draft planning agreement	Not applicable to the Project.
Likely impacts of the development	The Commission has given consideration to the likely impacts of the development and has set out its reasons for decision in section 4 of the Statement of Reasons for Decision.

Suitability of the Site for development	<p>The Site is suitable for the following reasons:</p> <ul style="list-style-type: none"> <li>the Site is able to physically accommodate the Project without significant impacts arising on the natural and built environment, or the creation of adverse social-economic impacts within the locality;</li> <li>the Project provides well-located, built-for-purpose housing to meet the changing housing needs of the City of Parramatta LGA, and is located in close proximity to excellent public transport links, employment lands, retail outlets and social services;</li> <li>the Project is generally consistent with the objectives of the R4 zone;</li> <li>the built form and scale of the Project is compatible with the transforming character of the locality and provides an appropriate built form relationship to existing and potential future developments within the locality;</li> <li>the Project is an orderly and economic use of land; and</li> <li>impacts on surrounding land uses have been minimised where possible, with some impacts capable of being mitigated through conditions of consent.</li> </ul>
The public interest	<p>The Commission has considered the public interest in deciding to grant conditional consent to the Applications. In doing so, the Commission has evaluated the likely impacts of the Applications and considered the relevant ESD principles. The Commission has concluded that approval of the Project supports and is not prejudicial to the public interest and that subject to conditions, development consent can be granted.</p>

## Key issues

Key issues considered by the Commission in its determination of the Applications are outlined below in **Appendix B: Table 4**. The Commission notes this is not an exhaustive report of all issues pertaining to the Project or as raised in written submissions, however, is illustrative of what the Commission regards as key issues in the determination of the Applications.

### Appendix B – Table 4: Key issues in the Commission’s determination

Issue	Commission’s findings
Traffic	<p>The Applicant’s Traffic Impact Assessment (TIA) estimates the proposed additional 105 dwellings would generate between six and eight additional traffic movements per hour during peak periods (comparative to the Original Concept Approval) (AR, para 48). This results in a cumulative traffic generation of 97 vehicle trips per hour in the AM peak and 77 vehicle trips in the PM peak (AR, para 49).</p> <p>The Department noted that the TIA modelling of Ray Road and Carlingford Road indicates a Level of Service D during the AM peak, a Level of Service E during the PM peak and both the Ray Road and Rawson Street intersections would operate at Level of Service F (AR, para 53).</p> <p>The Commission notes the assessment of the Original Concept Approval concluded that the development would generate less than a 1% increase in traffic volume within the local road system and would not change the level of service of major intersections (SSD-31576972 and SSD-8784-Mod-1 SoR, para 87). The Department acknowledged that the cumulative traffic generation of the proposal (i.e. inclusive of the additional vehicle trips as part of the Applications) would still result in a less than 1% traffic increase on the road network.</p> <p>In its submission to the Commission, Council identified its position that “<i>any additional traffic generation in Ray Road cannot be supported due to the significant capacity impact it will have on the right turn movements in Rawson Street</i>”.</p>



Issue	Commission's findings
	<p>The Commission acknowledges that the Project is situated within an existing strained road network with underperforming intersections. The Commission is of the view that the Project's cumulative traffic generation (representing less than a 1% increase on the local road network), will result in a negligible impact on existing traffic congestion. The Commission further notes that precinct-wide road improvement works to increase network capacity are being planned by relevant road authorities to assist with alleviating traffic congestion in the area.</p> <p>The Commission further notes that Council's Draft Master Plan (which was on public exhibition until 18 August 2025) envisages changes to the surrounding road network, which includes the potential to prevent access to Beecroft Road from Ray Road. Whilst it cannot be guaranteed that such traffic changes will result from the Draft Master Plan and that such changes would be subject to a detailed TIA and input from relevant stakeholders (i.e. roads authorities), it is indicative that there is a broader consideration of traffic matters being undertaken at a precinct level.</p> <p>For the reasons set out above, the Commission finds the traffic impacts of the Project are within acceptable parameters and do not warrant refusal of the applications. To ensure traffic impacts are appropriately managed during construction, the Commission has imposed condition C21 (on the Amending Detailed Design) which requires the Applicant to prepare a Construction Pedestrian and Traffic Management Sub-Plan in consultation with TfNSW and Council to ensure any changes to the existing road network are captured in the management of construction traffic. The Commission has also imposed (on the Amending Detailed Design) condition E28 which requires the Applicant to prepare a Green Travel Plan (GTP), as recommended by TfNSW.</p>
Parking	<p>The Project seeks to increase the car parking spaces for the residential component of the Project, with separate car parking rates for the proposed affordable housing and market housing (AR, para 57). The proposed car parking rates are in accordance with the rates contained in SEPP Housing.</p> <p>The existing approvals on the Site permitted 366 car parking spaces and the proposal seeks to increase car parking spaces to 559 (193 additional spaces) (AR, para 57). The Commission notes that the amount of residential car parking is proposed to increase from 299 to 474 spaces, visitor spaces proposed to increase from 53 to 68 spaces and commercial spaces to decrease from 13 to 12 spaces.</p> <p>Council objected to the amount of residential car parking and maintained this objection in its submission to the Commission stating that <i>"the subject applications should provide a lower rate of residential car parking in line with Table 8.4 rates per dwellings for high density development of the Transport for NSW (TfNSW) Guide to Transport Impact Assessment (2024) which are consistent with Council's Development Control Plan (PDGP) 2023 rates for Epping Town Centre"</i>. Council states that this would result in 381 residential spaces if calculated in accordance with the TfNSW rates, compared to 474 calculated based on the SEPP Housing rates for infill affordable housing.</p> <p>Council is of the view reducing car parking is appropriate on the basis of</p> <ul style="list-style-type: none"> <li>• available high order public transport available in Epping;</li> <li>• that the TfNSW Guide to Transport Impact Assessment recognises Epping as a Category 1 area;</li> <li>• excessive parking would have an adverse impact on traffic;</li> <li>• there is significant growth proposed and occurring in Epping;</li> <li>• Council's 2018 Traffic Study indicated applying lower car parking rates within walking distance of the public transport options would help address worsening traffic conditions; and</li> <li>• approval of the Project's proposed parking may undermine the development controls in the area and may set a precedent.</li> </ul>

Issue	Commission's findings
	<p>The Commission agrees with the Department that section 4.15(2) of the EP&amp;A Act limits the discretion of a consent authority concerning a NDDS and prevents a consent authority applying a more onerous standard. The Commission is of the view that a more onerous standard could include a car parking requirement that departs from what is established in SEPP Housing. Additionally, the Commission has considered the traffic impacts of the Project on the existing road network and considers the parking to provide a level of supply to meet the demands of the market within significant impacts arising on the road network in the locality and therefore concludes the proposed car parking to be acceptable.</p> <p>The Commission notes that to encourage multi-modal transport options, the Project proposes 479 residential bicycle spaces, 48 residential visitor bicycle spaces, 8 non-residential bicycle spaces, and the preparation of a Green Travel Plan which have been imposed as conditions of consent. The Commission has imposed (on the Amending Detailed Design) condition B30 which sets out the requirements for car and motorcycle parking, including provision of electric vehicle charging infrastructure. As described above, the Commission has also imposed (on the Amending Detailed Design) a requirement for the Applicant to prepare a GTP which would assist occupants of the development with alternative travel choices (as opposed to cars) to and from the Site.</p>
Waste servicing	<p>Council raised concerns to the Department regarding the design of the waste servicing area and recommended it be designed to accommodate heavy rigid vehicles (HRV) in accordance with its requirements (AR, Table 9).</p> <p>The Applicant clarified that a HRV can be accommodated during the design development stage prior to a Construction Certificate being issued, and provided a marked-up drawing demonstrating a HRV can service the development (AR, Table 9).</p> <p>The Department were satisfied with the additional information and recommended a condition of consent requiring the Applicant to amend the basement design in accordance with Council's requirements to accommodate heavy rigid vehicles as per the additional information provided, prior to the issue of a Construction Certificate</p> <p>The Commission is of the view that design amendments related to waste servicing were more appropriately made prior to determination to ensure waste servicing will be undertaken in accordance with Council's requirements. Therefore, the Commission requested updated architectural plans for the basement levels demonstrating HRVs can be accommodated.</p> <p>In response, the Applicant provided Revised Architectural Plans for the lower ground level and the three basement levels demonstrating access for HRVs, swept path analysis confirming a HRV waste collection vehicle can appropriately enter and exit the Site in a forward direction, and a letter from an appropriately qualified person confirming the amended design was prepared to respond to Council's feedback and in compliance with the relevant requirements of Australian Standards.</p> <p>The Commission is satisfied that the amended plans have satisfied the Commission's request and demonstrate a HRV waste collection vehicle can be accommodated.</p> <p>The Commission has imposed (on the Amending Detailed Design) condition B6 requiring written evidence that Council has reviewed the final design drawings and details demonstrating that heavy rigid vehicles can be accommodated and that Councils requirements have been satisfied and included the amended plans within condition A2.</p>
Consistency with the Concept Approval	<p>The Commission is satisfied that the Project's documentation (including the additional information provided to the Commission by the Department) demonstrates the Amending Detailed Design application is consistent with the Amending Concept Approval.</p>
All other issues identified by the Department	<p>After consideration of all other issues identified by the Department in its AR, the Commission is satisfied that any potential land use planning impacts arising have been adequately addressed, and/or can be mitigated and managed through the imposed conditions of development consent.</p>

## Appendix C – Department's Assessment Report

[Link to Department's Assessment Report, dated June 2025](#)

## **Appendix D – Instrument of Consent (Amending Concept SSD-68939460)**

[Link to Instrument of Consent for SSD-68939460, dated 19 August 2025](#)



## **Appendix E – Instrument of Consent (Amending Detailed Design SSD-68708456)**

[Link to Instrument of Consent for SSD-68708456, dated 19 August 2025](#)



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