

REPORT NAME PTE25-24 Finalisation of Planning Proposal and Site Specific DCP for 53-61 Rawson Street, Epping

REPORT OF Senior Project Officer

BRIEFING DATE: 26 May 2025

PURPOSE: To seek approval for the finalisation of a Planning Proposal and Site-Specific Development Control Plan (DCP) for land at 53-61 Rawson Street, Epping.

Recommendation:

- (a) That Council approve the finalisation of the Planning Proposal (**Attachment 1**) for land at 53-61 Rawson Street, Epping which seeks to amend the Parramatta Local Environmental Plan 2023 (PLEP 2023) in relation to the subject site by:
 - i. Introducing an additional local provision to allow an additional Floor Space Ratio (FSR) of 1.5:1 for commercial premises only; and
 - ii. Amending the height of buildings control from 48m (15 storeys) to part 103m RL (22m/5 storeys), part 197m RL (112m/33 storeys) and part 206m RL (122m/36 storeys).
- (b) That Council adopt the DCP controls (**Attachment 2**) for insertion into Part 8 of the Parramatta DCP 2023.
- (c) That Council delegate authority to the Chief Executive Officer to make any minor amendments and corrections of a non-policy and administrative nature to the Planning Proposal and DCP that may arise during the finalisation processes.

PLANNING PROPOSAL TIMELINE



SUMMARY

1. This report presents the outcomes of the public exhibition of the Planning Proposal and Site-Specific Development Control Plan (DCP) for land at 53–61 Rawson Street, Epping, and seeks Council's endorsement for their finalisation.
2. The Planning Proposal seeks to amend the Parramatta Local Environmental Plan 2023 (PLEP 2023) by:
 - Introducing a site-specific provision to allow an additional 1.5:1 Floor Space Ratio (FSR) for commercial premises only, increasing the total FSR to 6:1.
 - Amending the height of buildings control from 48 metres (15 storeys) to part 103m RL (22m/5 storeys), part 197m RL (112m/33 storeys) and part 206m RL (122m/36 storeys).
3. The DCP, exhibited alongside the Planning Proposal, supports a two-tower scheme with a 3–5 storey podium, delivering a mix of residential and commercial uses, including a full-line supermarket, retail, and office space, as well as publicly accessible open space.
4. The Planning Proposal and DCP were publicly exhibited from 4 November to 16 December 2024. A total of 149 unique submissions were received; key themes raised included traffic congestion, density and amenity impacts. Minor amendments have been made to the DCP in response to the submissions.

SITE AND LOCALITY

5. The subject site (Figure 1) at 53–61 Rawson Street, Epping comprises seven lots, specifically Lots 4–7 in DP 19329 and Lots 8–9 in DP 975578 at 53 Rawson Street, and Lot 1 in DP 710711 at 61 Rawson Street.



Figure 1: Subject site (blue) at 53-61 Rawson Street, Epping (source: NearMap)

6. The 9,089 sqm site contains a four-storey mixed use building to the north which contains education and office related uses, and a separate single storey Coles supermarket to the south.
7. The site is zoned E1 Local Centre and is subject to a maximum height control of 48m and a maximum FSR of 4.5:1.

BACKGROUND

Epping Commercial Floorspace Planning Proposal 2021

8. Epping is one of Council's two Strategic Centres identified in State and Council planning strategies with the other being the Parramatta CBD.
9. In February 2021, Council endorsed for Gateway Determination a Council initiated Planning Proposal that sought to mandate a minimum 1:1 of non-residential FSR (in addition to the existing FSR) across the Epping town centre.
10. In September 2021, the former Department of Planning and Environment (DPE) refused the Council's Planning Proposal due to concerns that the non-residential FSR control would not ensure commercial use, limited applicability on already redeveloped sites, and that overall traffic impacts were not adequately addressed.
11. The Council initiated Planning Proposal had sought to apply an additional 1:1 non-residential FSR and increase the building height to 80 metres (23 storeys) for the site the subject of this report. In June 2021, while Council's Planning Proposal was being considered by DPE, the applicant for the current Planning Proposal sought pre-lodgement Development Application advice for a mixed-use development comprising three 23-storey towers. However, the applicant did not proceed with their proposal due to DPE's subsequent refusal of Council's Planning Proposal and unresolved flooding, traffic and built form issues concerning the proposal.

Current Planning Proposal

12. In September 2023, the landowner, Oakstand, lodged the subject Planning Proposal for land at 53-61 Rawson Street, Epping with Council proposing to make an additional amount of commercial floorspace permissible on the site.
13. On 24 June 2024, Council approved the Planning Proposal for the purpose of requesting a Gateway Determination from the Department of Planning, Housing and Infrastructure (DPHI).
14. On 10 September 2024, DPHI issued a Gateway Determination (**Attachment 4**) which allowed the Planning Proposal to proceed to public exhibition.
15. The Planning Proposal and the Site-Specific DCP were publicly exhibited from 4 November to 16 December 2024.
16. The Gateway Determination requires the Planning Proposal to be finalised by 10 October 2025.

PLANNING PROPOSAL

17. The Planning Proposal introduces a site-specific provision allowing an extra 1.5:1 FSR only for commercial uses (equivalent to approximately 13,677 sqm for business, office or retail uses). This is in addition to the existing 4.5:1 FSR currently permitted on the site under the E1 Local Centre zone, which allows for a mix of uses, including commercial. Hence the total FSR would increase to 6:1, with a minimum of 1.5:1 dedicated specifically to commercial uses.
18. The proposed increase in commercial floor space is consistent with Council and State strategies and follows the intent of the previous Council led Planning Proposal that sought to increase commercial activity in the Epping Strategic Centre.
19. To accommodate the increased commercial floorspace and facilitate the two tower scheme, the Planning Proposal would increase the permissible building height from 48m to a maximum of 122m. Notably, the previous Council led Planning Proposal aimed at encouraging commercial development in the Epping Town Centre had proposed a height increase to 80m for the site.
20. Refer to **Tabel 1** below for an overview of the exhibited PLEP 2023 amendments.

Table 1: Proposed PLEP 2023 Amendments

	Existing provisions	Exhibited provisions
Zoning	E1 Local Centre	No change
FSR	4.5:1 for uses permitted with consent in E1 Local Centre zone	Addition of 1.5:1 commercial only FSR (6:1 FSR overall). No change to existing 4.5:1 FSR for uses permitted with consent in E1 Local Centre zone. Supporting reference scheme - total 54,673 sqm: • 40,996 sqm residential (406 units) • 13,677 sqm non-residential (3 floors commercial, full line supermarket, and 1+ retail floor)
Height of Buildings (HoB)	48m	RL 103 (22m), RL 197 (112m) and RL 206 (122m). Changes to height to accommodate two towers comprising 3-5 storey

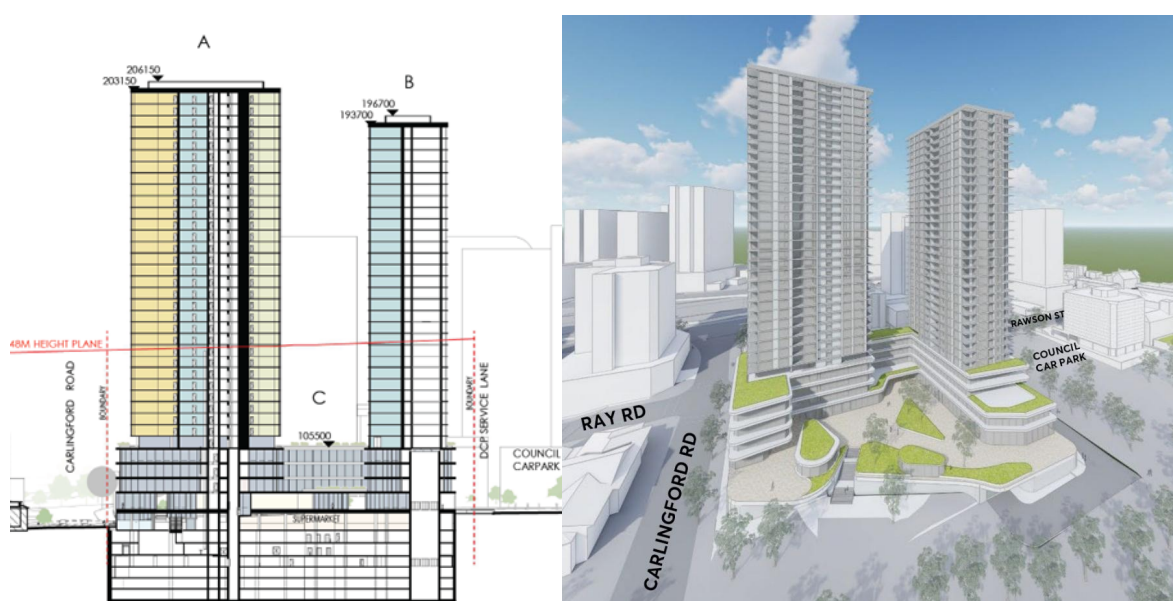
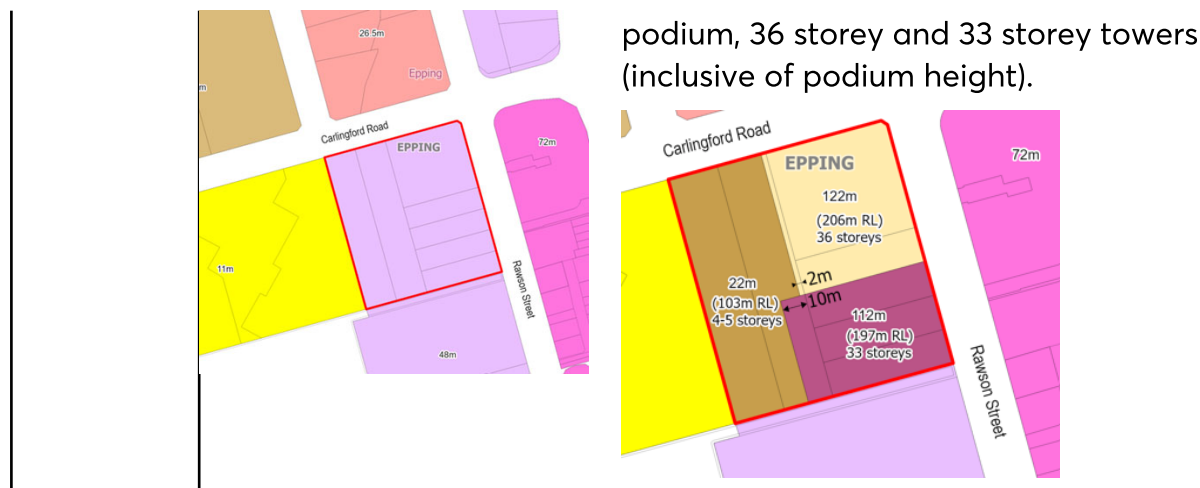


Figure 2: Proposed Scheme in section and massing render (looking east)

Site-Specific Development Control Plan

21. A draft Site-Specific Development Control Plan which is based on a two tower reference scheme was exhibited alongside the Planning Proposal. As part of the urban design testing a two tower scheme with two taller towers was compared to a 3 tower scheme with shorter towers. The two tower scheme was preferred for the following reasons:
22. Provides for better open space outcomes on the ground floor and upon the podium.
23. Involves clearer separation between towers which reduces perceived bulk and scale.
24. Improved views to the sky between and around towers, and improved outlook from the towers.
25. The proposed two tower scheme would reinforce the role of the site as a key retail and commercial destination whilst providing open space and a mixture

- of residential and commercial uses to support high levels of activation within the site and the locality.
- 26. Publicly accessible open space is proposed on the ground floor comprising a 1,230 sqm park and a 3,370 sqm plaza. The open space will not be dedicated to Council given it is partly flood affected and partly located above a basement. However, Council would seek to secure an easement for public access at the development application stage as required by the DCP.
 - 27. The DCP concept design has a 3-5 storey commercial podium. A full line supermarket is on the lower ground floor, retail (shops, eateries, etc) on the ground floor, and commercial (offices, etc) occupying levels 1-3.

EPPING TOWN CENTRE MASTER PLAN

- 28. Council resolved at its meeting on 13 May 2024 to prepare a scoping report for a Master Plan that considered the public domain, access and circulation between Rawson Street and Beecroft Road. On 12 August 2024, Council approved the high level scope for an Epping Town Centre Master Plan. The draft Master Plan has been subsequently prepared, informed by two rounds of community consultation undertaken by Council in November 2024 and March 2025. A report on the draft Master Plan with a recommendation that it be publicly exhibited is included in the agenda of this meeting.
- 29. The Planning Proposal that is the subject of this report is consistent with the Draft Master Plan. The development will facilitate the transformation of 53-61 Rawson Street into an anchor development as the first step in delivering the draft Epping Town Centre Master Plan. The redevelopment of the subject site will deliver upgraded public domain, active frontages facing Rawson Street and part of the adjoining future town square, and a new pocket park and plaza.

PUBLIC EXHIBITION

- 30. The Planning Proposal and DCP were publicly exhibited from 4 November to 16 December 2024. As a result, 649 letters were mailed to nearby property owners and a QR code was placed outside the Coles building which pedestrians could scan for more information.
- 31. A total of 149 unique submissions were received. The majority of submitters live in the suburb of Epping (102). The next most common occurring suburb where submissions were received from is Carlingford (10). **Table 2** below shows the results of the public exhibition.

Table 2: Submissions from Public Exhibition Period

Position	No./Percentage
Support (Inc. Partial Support)	42 (28%)
Unsure / Neutral	10 (7%)

Do Not Support	97 (65%)
Total	149

COMMUNITY SUBMISSIONS SUMMARY AND RESPONSE

32. A summary of the key issues raised in the community submissions and Council officer responses is provided below. A detailed analysis of all submissions is provided in the Community Engagement Report at **Attachment 3**.

Traffic

33. The issue of traffic congestion was by far the most prevalent issue raised in submissions. Overall, of the 149 unique submissions received for the proposal, 104 submissions (or 70%) identify traffic as a major issue within Epping Town Centre.
34. The main traffic issue raised was concern that future development would exacerbate the already significant congestion on Rawson Street at the intersection with Carlingford Road and Ray Road.
35. Other traffic related issues raised included concern about:
- Site access to 53-61 Rawson Street being already constrained due to congestion on Rawson Street.
 - Development impacting on the existing car parking available on the subject site and on the adjacent Council car park.
 - Lack of forward planning for traffic upgrades in Epping.

Officer Response

36. Council officers acknowledge the substantial traffic congestion within the existing Epping Town Centre. Upgrades to the traffic network are required to support Epping's continued development. The Planning Proposal will help to facilitate the delivery of upgrades identified in Council's Development Contributions Plan and the implementation of the draft Epping Town Centre Master Plan.
37. Council's Outside CBD Contributions Plan 2021 includes provision for the upgrade of the Rawson Street/Ray Road/Carlingford Road intersection and the signalisation of the Kent Street/Carlingford Road intersection. The Site-Specific DCP includes provision for a roundabout to be delivered on Rawson Street adjacent to the access laneway to the site. Transport for New South Wales (TfNSW) is undertaking a project to replace and widen Epping Bridge. It is considered that these upgrades will support the management of traffic generated by the redevelopment of the subject site, they will support site access and help alleviate existing congestion by improving traffic circulation and the performance of the signalised intersections.
38. It is estimated that the development facilitated by the Planning Proposal will result in approximately \$11,634,500 in development contributions to Council. The contributions could fund the intersection upgrades; alternatively, the

developer could enter into a Works in Kind Agreement with Council to deliver the Contributions Plan upgrades as part of the development.

39. Figures 8.1.1.5.1.2 and 8.1.1.5.1.4 in part 8.1.1.5.1 of the draft Site-Specific DCP have been amended post exhibition to denote the intersection upgrades identified in the Outside CBD Contributions Plan and include the provision of the roundabout at the Rawson Street/access laneway intersection.
40. In addition to the upgrades that are part of Council's existing Contributions Plan, the draft Epping Town Centre Master Plan proposes comprehensive changes to the local traffic network to reduce congestion (subject to Council adoption and traffic modelling). These are shown in Figure 3 below:

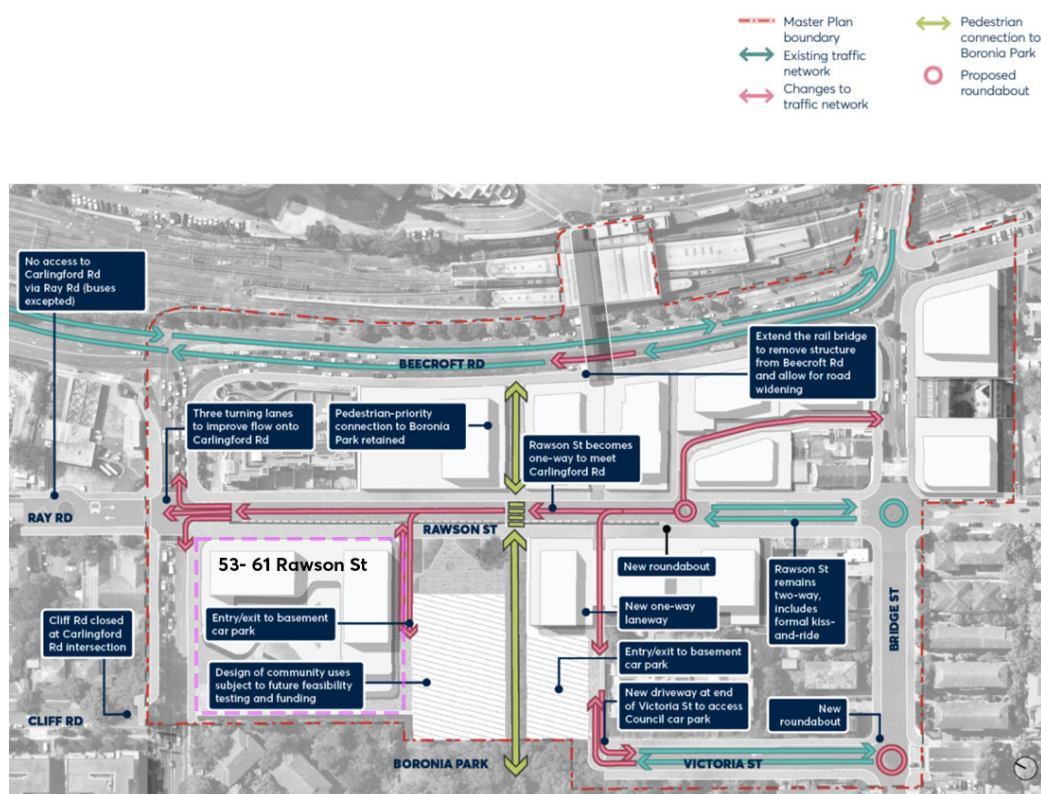


Figure 3: Potential Traffic Upgrades in the Draft Epping Town Centre Master Plan

41. The proposed upgrades in the Epping Town Centre Masterplan are largely in addition to the current Contributions Plan items outlined above. While the potential upgrades identified in the draft Master Plan are subject to Council endorsement and traffic modelling, some of the upgrades are in the existing Contributions Plan or are not predicated on a Contributions Plan. This is shown in Table 3 below. If the Master Plan upgrades do not proceed in their currently identified form, this would not preclude the finalisation of the 53-61 Rawson Street Planning Proposal, as the development of the subject site would be supported by the other local traffic improvements referred to earlier.

Table 3: Draft Epping Town Centre Mater Plan Upgrades and Existing Contributions Plan

Proposed Epping Master Plan Upgrades	Relation to existing Outside CBD Contribution Plan 2021 (CP)
Kent Street and Carlingford Road intersection signalisation.	Existing 2021 CP item.
Rawson Street, Carlingford Road and Ray Road intersection comprehensively upgraded: • Ray Road converted to one-way northbound, with southbound access to Carlingford Road restricted to buses only. • A new right-turn phase at Rawson Street/Carlingford Road intersection to improve flow. • Rawson Street widening to three northbound lanes accommodating left-turn, northbound, and right-turn movements.	Enlarged scope of existing 2021 CP item.
One-way northbound conversion of Rawson Street (two way maintained between Bridge Street and Hunts Lane).	Not in 2021 CP. To be included in future updated CP pending Council endorsement and traffic modelling.
Victoria Street extended northbound to enable access to Council's redeveloped car park.	Not in 2021 CP. To be included in future updated CP pending Council endorsement and traffic modelling.
Beecroft Road widened with the replacement of the pedestrian station overpass (removing the existing overpass structure that takes up a traffic lane).	N/A – Not predicated on Contributions Plan or Master Plan.

42. Regarding concerns about car parking, the Planning Proposal will not result in a loss of public parking on Rawson Street. There are currently 134 parking spaces in the existing Coles undercroft car park, and 75 spaces in the existing 63 Rawson Street building. The Site Specific DCP concept design would deliver 234 non-residential car parking spaces (in addition to parking for

residents) which is a net increase of commercial car parking on the subject site.

43. It is noted the Site-Specific DCP access laneway runs along the side of Council's car park, but this is not expected to impact the total number of parking spaces in Council's car park. The draft Epping Town Centre Master Plan's potential future redevelopment of Council's car park and one way conversion of Rawson Street would also increase car parking.

Density and Liveability

44. The second largest theme raised in the submissions was concern that the proposed density was excessive and would adversely impact the amenity of the Epping Town Centre. Key concerns raised included:
- The proposed buildings are too high and out of character with the Epping Town Centre.
 - The development will strain local infrastructure, particularly parks, schools and roads.
 - Overcrowding on public transport.
 - The development will cause overshadowing to Boronia Park and Boronia Gardens.

Officer Response

45. The Planning Proposal does not facilitate any increase to the residential FSR that is permitted on the subject site under the existing controls. Rawson Street (from Bridge Street) is already zoned for high density mixed use, and the eastern side has an existing height control of 72m (approximate 21 storeys). As Rawson Street undergoes redevelopment its character will evolve into that of an urban high street. The built form possible under the existing LEP controls is shown in **Figure 4**.
46. The proposed built form will reach a maximum 36 storeys, which is comparable with development that has been approved on the eastern side of the Epping Town Centre (**Figure 4**). The completed 22 Langston Place (CBUS) development is 29 storeys while the under construction 37-41 Oxford Street development is 30 storeys.

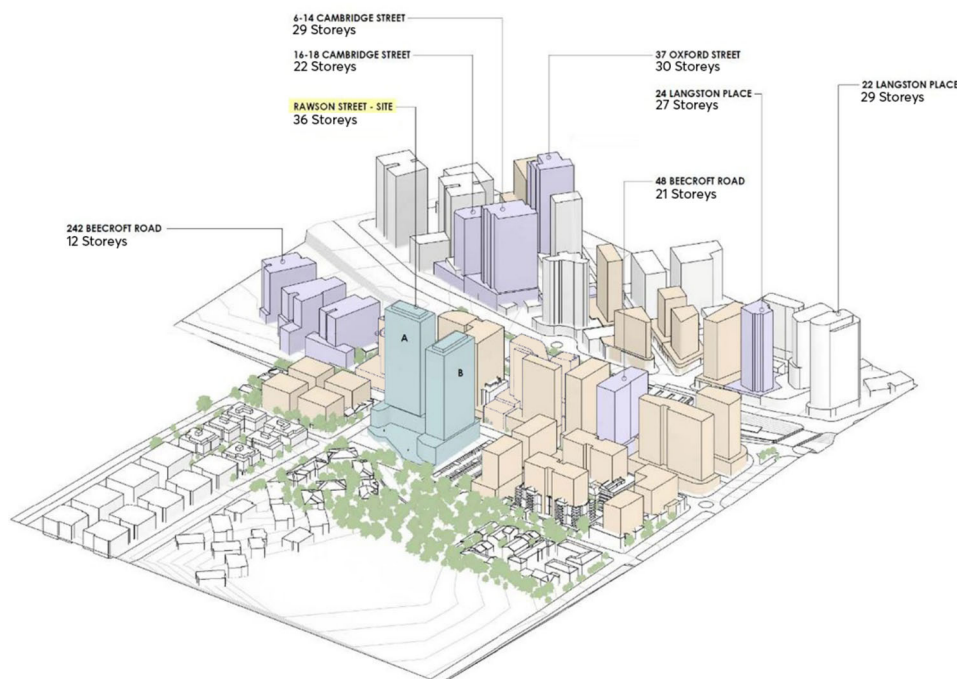


Figure 4: Epping Town Centre Built Form (existing development - white, approved development - purple, development possible under existing controls – orange, proposed subject site development – blue)

47. The development facilitated by the Planning Proposal will significantly improve the vibrancy and the amenity of Rawson Street by becoming a retail anchor of the Epping Town Centre. In addition to a modern full line supermarket, the future development will support the dining and retail needs of the centre. The concept design, in accordance with the Site-Specific DCP, has a 4-storey podium fronting Rawson Street which provides a human scale built form and an activated frontage. The design also provides for through-site pedestrian links between Boronia Park, Carlingford Road, Rawson Street and the urban plaza.
48. Regarding public transport access, Epping is well positioned to support commercial development as it is supported by high frequency direct metro and heavy rail services to the Sydney CBD and beyond. It noted that TfNSW's long term strategic plan includes a potential rail connection from Epping to Parramatta (New Cumberland Line).
49. In terms of overshadowing, the Planning Proposal will not cause adverse impacts to Boronia Park or surrounding properties. Minor overshadowing will occur to neighbouring properties in mid-winter between the hours of 9am-10am, with no further impact occurring. A very small portion of Boronia Park will be affected from 9am-12pm in mid-winter, with no impact in the afternoon hours.

Closure of Coles During Construction

50. Several submissions expressed concern that the closure of the existing Coles during the construction of the development will disrupt the community.

51. Whilst it is acknowledged that there will be short-term impacts during the closure of Coles, the existing Coles is nearing the end of its serviceable life and is not fit for purpose to support the current and future growth of Epping. Coles has made a submission strongly in support of the Planning Proposal. The proposed development will deliver a new full-line supermarket and retail spaces to meet the needs of Epping now and into the future.

Other Issues Raised

52. Other issues raised that do not warrant changes to the Planning Proposal, or are precinct issues not related to this Planning Proposal include:
- The Planning Proposal does not integrate with the draft Epping Town Centre Master Plan
 - The future development will negatively affect local property values by increasing the supply of apartment
 - Lack of commuter carparking in Epping and concern the future development will not include free parking
 - Poor air quality caused by the construction of the development and the traffic generated by its operation.
53. A comprehensive analysis of all the issues raised above and detailed Officer responses is provided in **Attachment 3**.

PUBLIC AGENCY SUBMISSIONS SUMMARY AND RESPONSE

54. Six (6) submissions were received from the following public agencies:
- Transport for NSW (TfNSW)
 - Crown Lands
 - State Emergency Services (SES)
 - Sydney Water
 - Department of Education
 - Ausgrid.
55. The agency submissions do not raise concerns that warrant changes to the exhibited LEP controls, as they can be addressed as part of future detailed design at the Development Application stage. However, minor changes have been made to the exhibited draft Development Control Plan and Planning Proposal documentation to address issues raised. The agency submissions and Council officer responses are summarised below (see **Attachment 3** for a detailed analysis).

Transport for NSW

56. TfNSW's comments raised the following key issues:
- Concern with vehicular access off Carlingford Road

- Performance of Carlingford Road/Rawson Street/Ray Road intersection
- The Planning Proposal's impact on traffic upgrades in Council's Outside CBD Contribution Plan 2021.

57. In response to TfNSW's comments and flooding concerns, the proposed Carlingford Road laneway has been removed from the DCP. The Transport Impact Assessment has also been updated by the applicant to address TfNSW's comments and the DCP has been amended to denote future intersection upgrades identified in Council's Contributions Plan.

Crown Lands

58. The Crown Lands submission noted the subject site directly adjoins the Crown land laneway which Council manages. Crown Lands request that the land is not impacted by future development associated with 53-61 Rawson Street.
59. Council officers acknowledge the Site-Specific DCP shows an indicative laneway which partly traverses over currently owned Crown land. However, Council resolved at its meeting on 26 June 2023 to acquire this 5.5m wide parcel fronting Rawson Street from Crown Lands, which Council is currently pursuing.

POST EXHIBITION AMENDMENTS

60. In response to a Gateway condition the Planning Proposal has been updated to address Ministerial Direction 4.1 Flooding and include a revised Flood Impact Assessment. In response to a further Gateway condition the Planning Proposal has been updated to clarify that the DCP is the mechanism to facilitate intended urban design outcomes and require the provision of publicly accessible open space. To address TfNSW's comments the Planning Proposal has been updated to include a revised Traffic Impact Assessment.
61. In response to issues raised from submissions and further review of the DCP, certain changes are proposed to ensure the intended outcomes are achieved. These minor changes are shown in Table 4 and are not considered to be of a nature that require re-exhibition.

Table 4: Post Exhibition Changes to DCP

Changes to Exhibited DCP	Justification
Remove reference to the laneway connection to Carlingford Road in the controls and figures.	Not feasible to deliver due to flood risks and not supported by TfNSW.
Insert potential roundabout and future intersection upgrades in the figures.	To signify traffic upgrades that would support future development.
Extend the active frontage figure to include part of the Rawson Street laneway.	To support the activation of the potential future development of the adjoining car park site

Clarify open space control to ensure that public open space and plaza is always publicly accessible.

Gateway Condition.

CONSULTATION & TIMING

Stakeholder Consultation

62. The following stakeholder consultation has been undertaken in relation to this matter:

Date	Stakeholder	Stakeholder Comment	Council Officer Response	Responsibility
4 November to 16 December 2024 (Public Exhibition)	Community members, Landowners, Public authorities	A summary of submissions received is provided at Attachment 3	Council Officer responses to issues raised is provided at Attachment 3	Group Manager, Major Projects and Precincts

Councillor Consultation

63. The following Councillor consultation has been undertaken in relation to this matter:

Date	Councillor	Councillor Comment	Council Officer Response	Responsibility
26 May 2025	All	No matters were raised for further investigation or response	Nil.	Group Manager, Major Projects and Precincts

LEGAL IMPLICATIONS FOR COUNCIL

64. There are no legal implications for Council associated with this report.

FINANCIAL IMPLICATIONS FOR COUNCIL

65. Any work to progress the finalisation of the Planning Proposal will be undertaken by Council officers and is therefore accounted for within the existing City Planning and Design budget.

CONCLUSION AND NEXT STEPS

66. It is recommended that Council approve the finalisation of the Planning Proposal, provided at **Attachment 1** and the Site-Specific DCP at **Attachment 2** for land at 53-61 Rawson Street, Epping.

67. Should Council endorse the Planning Proposal, it will then be finalised under delegation and forwarded to DPHI for gazettal. The DCP will be published as approved

David Birds

Group Manager Major Projects and Precincts

Robert Cologna

Executive Director City Planning and Design

Gail Connolly PSM

Chief Executive Officer

ATTACHMENTS:

1. ECM 1077371 v1 Attachment 1 CoP Planning Proposal 53 61 Rawson [**PTE25-24.1** - 84 pages]
2. ECM 1077370 v1 Attachment 2 Draft SSDCP 53 61 Rawson St Epping [**PTE25-24.2** - 38 pages]
3. ECM 1077369 v1 Attachment 3 Community Engagement Report 53 61 [**PTE25-24.3** - 61 pages]
4. ECM 1077368 v 1 Attachment 4 - Gateway Determination - 53-61 Rawson Street Epping [**PTE25-24.4** - 2 pages]