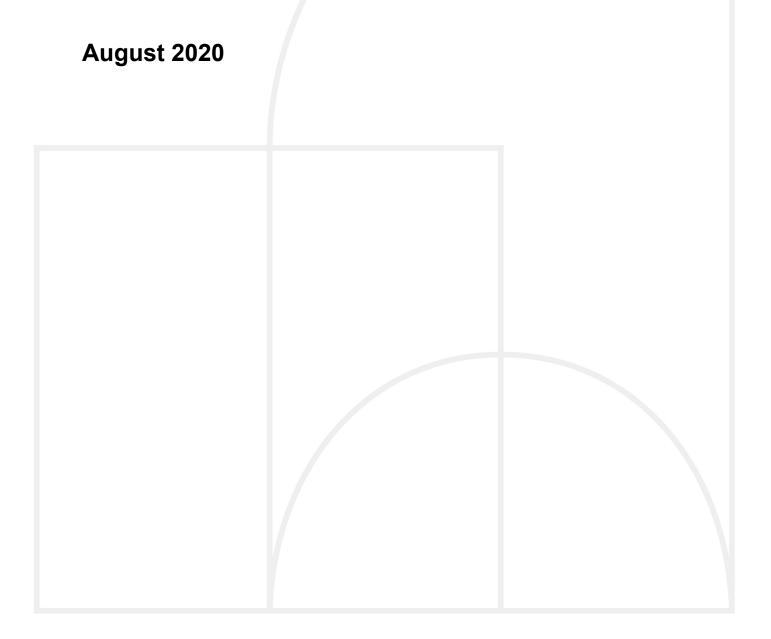


1 - 5 Chester Street, Annandale – Planning Proposal

DRAFT Systematic Review: Ministerial Direction 7.3 Clause (5) (b) - Better Outcomes Study



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Methodology

This study is designed to answer the question "does this Planning Proposal for 1 - 5 Chester Street, Annandale demonstrate better outcomes than those identified in the Parramatta Road Corridor Urban Transportation Strategy (PRCUTS) (November 2016) and the Parramatta Road Corridor Urban Implementation Plan (PRCUTS IP) 2016-2023 (November 2016) having regard to the vision and objectives of these documents?".

The study identifies the relevant studies and Greater Sydney Commission (GSC), State and Council policies, assesses their relationship to the question and provides an analysis that answers the question.

Executive Summary

The Planning Proposal 1 – 5 Chester Street, Annandale seeks to redevelop the site for mixed-use (employment and student housing), increase the floor space ratio of the site to 2:1 and introduce a maximum permissible height of 17m or 5 storeys. The proposed amendments would facilitate a mixed-use development with a minimum of 980 sqm of non-residential floorspace associated with employment/ bio or medical technology industrial uses on the ground and first floor, and student housing on the upper floor levels to support local health and educational institutions. The proposal also includes land dedication of part of the site along Johnstons Creek to provide green active transport corridor.

Unlike other PRCUTS precincts, the Camperdown Precinct is an integral component of the GSC February 2019 Camperdown Ultimo Collaboration Area (CUCA) Place Strategy, identified as the Camperdown Activity Node. The Place Strategy built on and fleshed out PRCUTS Camperdown Precinct Key Actions (page117) of prioritising the precinct for biotechnology and employment uses that support the growth of nearby institutions, focussing residential development on students, key workers and affordable housing and prioritisation of completion of the Johnstons Creek green corridor.

The Planning Proposal builds on the PRCUTS Planning and Design Guidelines Future Character and Identity Statement (page 256) that the "*Camperdown Precinct will evolve into an attractive, highly urbanised neighbourhood marked by taller residential and business buildings, with potential for innovative business and research hub to reflect the areas synergy of health, education, technology and reinvention*" and the CUCA Place Strategy's Productivity Priority 7 (page11) "*Cultivate an internationally competitive health, education, research and innovation area*" and created a detailed, site specific project that will deliver this combined vision and objectives.

The Proposal also achieves Council's March 2020 GSC endorsed Local Strategic Planning Statement (LSPS), March 2020 Local Housing Strategy and August 2020 Employment and Retail Land Strategy (ERLS) vision and objectives for the Camperdown Precinct.

The LSPS Planning Priority 13 (page 68) adapts the CUCA Place Strategy Productivity Priority 7 (see above) as one of its Objectives, with another of its Objectives stated as *"Incremental redevelopment of the Parramatta Road delivers a high quality, multi-use corridor with excellent transport and amenity and balanced growth of housing and jobs."*

The Housing Strategy (page 122) has the following key actions for the Camperdown Precinct *"rezone to protect commercial functions and economic agglomeration opportunities."*

THE ERLS strategy 3.3 (page 45) is to "Support the transition of Camperdown into a health, education and innovation precinct including a biomedical and biotechnology hub". In addition, on a site-specific basis it delivers Action 3.3.6 of this Strategy, which is to "Develop planning controls and policies to support the establishment of affordable spaces for medical innovation and research, health services and other ancillary uses in the Camperdown Precinct."

Making this proposed Leichhardt Local Environmental Plan amendment would also contribute to the achievement of the June 2020 CUCA Camperdown Innovation Precinct Land Use and Employment Strategy and the July 2020 draft Pyrmont Peninsula Place Strategy (PPPS) vision and objectives.

The Land Use and Employment Strategy (page 42) includes several supportive recommendations including provision of low cost rental housing for students, protecting employment lands from rezoning to residential and considering innovations in zoning. The draft PPPS's Innovation Corridor map includes the site in the CUCA Health and Medtech precinct.

Finally, this Proposal will also help achieve the State Government's plans for Tech Central. The Department of Planning, Industry and Environment's 13 August 2020 Central Station Precinct Strategic Framework launch media release stated that Tech Central "is expected to deliver 250,000 square metres of office space from Central Station to Camperdown.

This study demonstrates that ongoing GSC, State Government and Council policy development for the Camperdown Precinct has reflected and improved on the original PRCUTS vision and objectives to deliver better outcomes. The Planning Proposal demonstrates that this arc of policy development is embodied in the site-specific project it puts forward.

Consequently Clause (5) (b) of Ministerial Direction 7.3 is fully satisfied. This in turn means that the Planning Proposal is justified and moreover as Clause (5) (b) is satisfied Clause (4) of Ministerial Direction 7.3 is not applicable. Likewise, the satisfaction of Clause (5) (b) cancels direct applicability of the recommendations and provisions of PRCUTS to this Planning Proposal.

Finally, it must be stressed that Clause (5) (b) can only be satisfied because it achieves the vision and objectives of the CUCA Place Strategy reinforced by the range of policies and studies outlined above. This is not possible elsewhere in the PRCUTS part of the Inner West Council area where no such counterpart GSC Place Strategy exists.

Site Context

The site is a triangular shaped 1,307 sqm lot in the Leichhardt Development Control Plan Camperdown precinct. The site is located at the end of the Chester Street cul-de-sac, approximately 300m from Parramatta Road and 3.5 km from the Sydney CBD.

The site has a 44m frontage to Chester Street and 55m frontage to Johnstons Creek. The site slopes down by approximately 1m from the southern boundary to the northern and eastern boundaries.

The site currently accommodates a car repair business in a part one and part two storey industrial building. The northern boundary of the site adjoins Johnstons Creek. There are one and two storey single residential terrace dwellings to the north and east of the site and two or three storey industrial warehouse buildings to the south and west.

Relevant Studies and Policies

- PRCUTS (November2016)
- CUCA Place Strategy (February 2019)
- Inner West Council LSPS (March 2020) (endorsed by GSC June 2020)
- Inner West Council Local Housing Study and Strategy (March 2020)
- Inner West Council Employment and Retail Land Study and Strategy (August 2020)
- CUCA Camperdown Innovation Precinct Land Use and Employment Strategy (June 2020)
- Draft Pyrmont Peninsula Place Strategy (July 2020)
- Tech Central and Central Station Precinct Strategic Framework (August 2020)

All of the above State Government, Greater Sydney Commission and Council studies and policies have complementary core visions and objectives. These all reflect and develop the original PRCUTS (page 116) vision for the Camperdown Precinct as generating jobs in specified education and medical industries with student and affordable housing provided through innovative models.

Links to or copies of the studies and policies are provided in the Appendix to this study.

Planning Proposal

Planning Proposal 1-5 Chester Street Annandale seeks to amend the Leichhardt Local Environmental Plan (LLEP) 2013 to enable redevelopment of 1-5 Chester Street, Annandale to:

- enable the redevelopment of 1-5 Chester Street, Annandale for a combination of light industrial and business floorspace with student housing above;
- ensure that the new development responds appropriately to the surrounding built form, land uses and desired future character of the area;
- provide a north-south pedestrian and cycling path and landscaping along Johnstons Creek; and

• deliver appropriate State and local infrastructure contributions.

The Planning Proposal will be achieved by amending the Leichhardt Local Environmental Plan 2013 as follows:

- Rezone IN2 Light Industrial to B7 Business Park, and dedicating the proposed pedestrian and cycle path corridor 6m setback from Johnstons Creek Council;
- Include a new local provision to:
 - confirm the objective of the proposed amendments to encourage commercial, education, health and cultural sectors and associated industries in the Camperdown-Ultimo Collaboration Area;
 - allow a maximum floor space ratio of 2:1 including a minimum FSR of 0.75:1 for businesses and light industries in the technology, bio-medical, arts, production and design sectors;
 - restrict the maximum building height to 17m or 5 storeys including any lift overruns;
 - allow boarding house use for student accommodation that would comply with the requirements of State Environmental Planning Policy Affordable Rental Housing 2009;
 - restrict any further bonus incentives from State Environmental Planning Policies;
 - ensure that the development will not increase the amount of traffic on the adjoining street network including but not limited to Chester Street, Chester Street West, Susan Street, Taylor Street and Pyrmont Bridge Road;
 - o provide a landscaped pedestrian and cycle path along Johnstons Creek;
 - o provide active frontages on Chester Street and towards Johnstons Creek;
 - ensure that the development will incorporate environmentally sustainable principles with a minimum of 4-star Green Star rating;
 - prohibit strata sub-division and the permissibility of any form of residential accommodation other than a boarding house;
 - minimise adverse amenity impacts on the surrounding residential and light industrial uses; and
 - remove the application of Clause 6.12 of the LLEP 2013 to the site.

Consistency with Parramatta Road Corridor Urban Transformation Strategy

For purposes of clarity and in particular to demonstrate its justification against the policy development arc outlined in the Executive Summary, a detailed assessment of the proposal in respect of the original PRCUTS vision and objectives is provided in the Planning Proposal.

The PRCUTS Planning and Design Guidelines recommend the following zoning and built form controls for the site:

- Zone: R3 Medium Density Housing
- FSR: 1.5:1
- Height of buildings: 17 metres

The PRCUTS – Planning and Design Guidelines establish the following vision for the Camperdown precinct:

'Camperdown Precinct will be home to **high-quality housing and workplaces** right on the edge of the CBD, well connected to the surrounding city, parklands, health and education facilities and focused on a busy and active local centre.'

The Planning Proposal is consistent with Parramatta Road Corridor Camperdown precinct vision and objectives as it would:

- facilitate a **mixed-used development** with employment opportunities for health and education sector while providing student housing near universities
- provide a **diversity of jobs and housing** to meet the needs of changing demographics
- contribute towards the provision of **active transport** infrastructure along Johnstons Creek

The proposal with B7 zoning and FSR 2:1 is a better way to achieve PRCUTS vision for Camperdown precinct as it will allow PRCUTS envisaged residential development for student housing while also allowing employment opportunities to support the health and education sector.

Please refer to pages 28 to 44 of the Planning Proposal for the full assessment.

Consistency with CUCA Place Strategy

GSC adopted the Camperdown Ultimo Collaboration Area Place Strategy which was released in February 2019. It in effect supersedes the Parramatta Road Corridor Urban Transformation Strategy (November 2016) for the Camperdown precinct. It builds on the biotechnology vision in the PRCUTS to support the health and education sector and support the retention of employment floorspace for creative, innovation and research uses.

The Planning Proposal is consistent with the Place Strategy as its proposed B7 Zoning with a mix of employment uses and student housing will achieve the strategy's vision.

Please refer to pages 26 to 28 of the Planning Proposal for the full assessment.

Consistency with IWC Local Strategic Planning Statement

The LSPS deals with the CUCA and PRCUTS under Planning Priority 13 on pages 68 and 69.

The directly relevant objectives are:

- The CUCA is an internationally competitive health, education, research and innovation area
- Incremental development of the Parramatta Road Corridor delivers high quality, multiuse corridor with excellent transport and amenity and balanced growth housing and jobs

These in turn are supported by actions that require preparation of LEP and DCP provisions to create affordable spaces for medical innovation, health services and other supporting uses; along with preparing urban design (place based / open space studies to inform planning proposals to implement PRCUTS and the PRCUTS Urban Amenity Improvement Plan (UAIP).

The Planning Proposal is consistent with the LSPS as it will achieve the above Objectives by providing a suite of affordable workspaces with supporting housing for research and other students. Its preparation has also provided site specific place-based studies that inform the urban design concept, land use mix and how it contributes to implementation of the UAIP.

Please refer to pages 46 to 48 of the Planning Proposal for the full assessment and pages 50 to 52 for the assessment against the UAIP.

Consistency with IWC Local Housing Study and Strategy

The Local Housing Study and Strategy address the PRCUTS / CUCA Place Strategy Camperdown Precinct with the following key actions of direct relevance to the Planning Proposal:

• Rezone to protect commercial functions and economic opportunities

The Strategy also points out that "From a housing perspective, there is an imperative to deliver key worker and special needs housing, considering the special functions of the precinct."

The Planning Proposal is consistent with objectives and vision of the Housing Strategy as it provides modern commercial and light industrial floorspace, protects that economic functionality and delivers student accommodation to support the nature of the precinct.

Please refer to pages 48 and 49 of the Planning Proposal for the assessment against the Housing Strategy.

Consistency with IWC Employment and Retail Lands Strategy

The Employment and Retail Lands Study and Strategy address the PRCUTS / CUCA Place Strategy Camperdown Precinct with the following key actions of direct relevance to the Planning Proposal:

- Strategy 3.3 Support the transition of Camperdown into a health, education and innovation precinct including a biomedical and biotechnology hub
- Action 3.3.6 Develop planning controls and policies to support the establishment of affordable spaces for medical innovation and research, health services and other ancillary uses in the Camperdown Precinct.

The Planning Proposal is consistent with objectives and vision of the Employment and Retail Lands Strategy as it includes site-specific planning controls to provide light industrial and employment floorspace for medical innovation and research, health services and other ancillary uses, thus protecting is economic functionality.

Consistency with CUCA Alliance Camperdown Innovation Precinct Land Use and Employment Strategy

CUCA have recently endorsed the Camperdown Innovation Precinct Land use and Employment Strategy prepared by SGS Economics and Planning with the following key recommendations of direct relevance to the Planning Proposal:

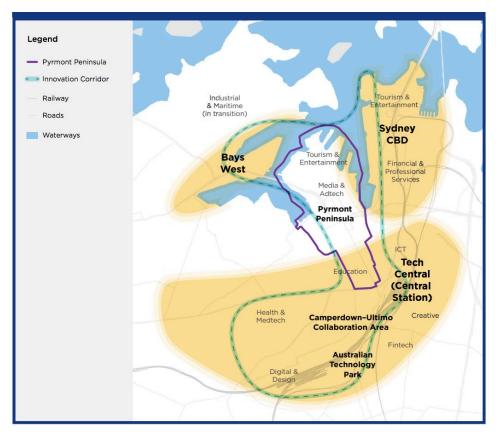
- Sufficient employment floorspace is developed within Camperdown to meet forecast job growth in the long term. This may include traditional industrial, commercial and retail floorspace as well as bespoke research and laboratory space.
- Low cost rental housing is available to meet demand from low to moderate income earners, particularly key workers within the health precinct, as well as students.
- A vibrant precinct characterised by diverse built form options (both commercial and residential), high quality design outcomes and human scale ground level experiences.

The Planning Proposal is consistent with the recommendations of the Camperdown Innovation Precinct Land use and Employment Strategy as it includes site-specific planning controls for a mixed-use development with employment floorspace and student housing. The planning proposal will also contribute towards high quality design outcomes and human scale ground level experience alongside contributing to improving active transport connections.

Consistency with other relevant / recent State Government policies

NSW government has recently released its plans for Tech Central, Pyrmont Peninsula Place Strategy (PPPS) and Central Station Precinct Strategic Framework which builds on the health, education and employments themes of the Camperdown precinct. The Central Station Precinct Strategic Framework commits to delivering "250,000 square metres of office space from Central Station to Camperdown". The proposal will contribute towards provision of this employment floorspace in the innovation, health, education and Medtech sector.

The draft PPPS's Innovation Corridor map (see below) also includes the site in the CUCA Health and Medtech precinct which is part of the wider Innovation Corridor.



Consistency with s9.1 Ministerial Direction 7.3

There are three critical matters to be addressed to demonstrate that the Planning Proposal will result in better outcomes than those envisaged in the PRCUTS:

 Proposed B7 Business Park zoning against the PRCUTS recommended R3 Medium Density Residential Zoning:

The Planning Proposal to rezone the site to B7 Business Park will provide more certainty to achieve Parramatta Road Strategy's vision for Camperdown precinct than rezoning the site to blanket R3 Medium Density Residential; and therefore, deliver better outcomes than envisaged in the Strategy having regard to its vision and objectives.

The underlying intention of PRCUTS recommended R3 Medium Density Residential zoning is to support student accommodation and other forms of affordable and diverse housing for nurses and workers as explained in Section 12.9 of the Recommended Planning Controls in Parramatta Road Corridor Planning and Design Guidelines. Although this could result in unintentional consequences as R3 Medium Density Residential allows all forms of residential developments including markethousing, apartments, shop-top housing etc.

If the site is rezoned to PRCUTS recommended R3 Medium Density Residential, there are no mechanisms available to ensure that genuine affordable or student housing will be delivered on the site. To ensure genuine delivery of student housing, the Planning Proposal seeks to allow student housing through site-specific local provision.

PRCUTS recommendation to rezone the site from existing IN2 Light Industrial zoning to R3 Medium Density Residential is also contrary to its own vision which intends to support the surrounding health and education institutions by providing high quality workplaces or dedicated student/affordable housing. It is also inconsistent with the recently released GSC and NSW Government plans and policies discussed in the previous section.

The proposed B7 zoning with supporting additional local provisions for 980 sqm of businesses and light industries in the technology, bio-medical, arts, production and design sectors alongside dedicated student housing is a better way to achieve the PRCUTS Camperdown precinct vision.

The proposed mix of employment uses, and student housing is also justified in the Economic Impact Assessment (EIA) prepared by AECOM dated April 2019. Whilst the EIA refers to a previous iteration of the proposal (IN2 Light Industrial Zoning with 980 sqm of employment uses and additional FSR of 2:1 for boarding house), the current proposal is similar in the essence that it would provide the same uses with the same split. The conclusions of the EIA and its net positive impact by retention of employment uses on the site are still relevant and demonstrate that the proposal will result in better outcomes than rezoning it to purely residential uses.

• **Proposed FSR of 2:1** against the PRCUTS recommended FSR of 1.5:1:

PRCUTS recommended controls would facilitate a purely residential development with FSR 1.5:1. Urban design reports prepared by DKO Architecture and Architectus demonstrate that there is potential to support a mixed-use development on the site of FSR up to 2:1 and height limit 17m (or 5 storeys) without adversely impacting the surrounding properties.

Whilst the urban design reports refer to a previous iteration of the proposal with IN2 zoning and boarding house as an additional permitted use, the design recommendations are still relevant as the proposed mix of uses i.e. employment + boarding house sought through B7 zoning is the same as before.

The intention of providing increased FSR on the site is to incentivise provision of employment uses on the site to align with the PRCUTS Camperdown precinct and Camperdown-Ultimo Collaboration Area Place Strategy vision as well as recent Council policies. The mixed-use development of FSR 2:1 will result in better outcomes than envisaged in the Parramatta Road Strategy.

It is noted that PRCUTS FSR of 1.5:1 does not include the Affordable Rental Housing SEPP bonus of 0.5:1 which is available for any residential development in R3 zone. This means that the PRCUTS envisaged residential development could be built up to maximum of FSR 2:1 using the bonus incentives in the SEPP. The Planning Proposal therefore seeks to provide a holistic maximum FSR which can be accommodated on the site without relying on any bonus incentives.

 'Out of Sequence' Parramatta Road Implementation Plan 2016 – 2023 and the precinct-wide traffic and transport study:

The proposal is inconsistent with the staging identified in the Parramatta Road Implementation Plan 2016 – 2023 and therefore needs to justify itself that it will deliver better outcomes than envisaged in the Parramatta Road Implementation Plan 2016 – 2023.

Parramatta Road Strategy since adopted in 2016 has not been implemented for any site in the corridor in the Inner West, if not entire Sydney. The precinct-wide traffic and transport study has been one of the roadblocks causing a delay in the implementation of PRCUTS. The transport study is essentially required to understand the impacts on existing transport network from the future development envisaged in the Parramatta Road Corridor Strategy and identify infrastructure improvements required to support the future growth in the corridor.

The nexus between the impacts on the existing transport and infrastructure improvements required would inform the State Infrastructure Contributions Levy and local council contributions for sites in the corridor.

The traffic report prepared in support of this planning proposal demonstrates adequately that there will be no impacts on the existing transport network due to the natures of uses proposed as part of the development and supporting DCP which requires nil car parking for student housing/ reduced car parking rates for employment uses.

The proposal does not pose issues on traffic grounds and therefore, it should be allowed to 'jump the queue' and proceed to Gateway. Nonetheless the traffic and transport study and infrastructure requirements are critical considerations in context of the precinct/corridor. The recently created Planning Delivery Unit as part of the NSW Government's FastTrack Assessments initiative aims to progress the transport study for Parramatta Road Corridor, as one of the priority projects.

The fast-tracking of PRCUTS transport study would alleviate the staging/infrastructure issue for this Planning Proposal. The proposal has merit to proceed to Gateway with conditions that it should be updated post-exhibition to align with the recommendations of the PRCUTS Transport study. The Planning Proposal also includes a satisfactory agreement clause for State Infrastructure contributions to alleviate the concerns regarding infrastructure improvements. These contributions would be informed by the PRCUTS transport study once finalised.

There is no reason for the proposed development to be halted on traffic grounds as it has sufficiently demonstrated that it is a small-scale development with nil adverse traffic impacts. From a procedural point of view where PRCUTS requires traffic and transport study to be completed <u>prior to any rezoning commencing</u>, this issue can be addressed by DPIE by expediting the precinct-wide traffic study and in the interim issuing a Gateway condition that Planning Proposal be revised following the completion of PRCUTS traffic study.

As demonstrated in the previous section, this proposal only partly relies on PRCUTS for its strategic merit as it is more aligned with the more recent vision of Camperdown-Collaboration Area Place Strategy/ Council policies/ NSW Government Pyrmont and Central Plans. Therefore, the proposal and its timing should not be assessed based on PRCUTS alone but consider the holistic vision of Camperdown precinct in the GSC's Camperdown-Ultimo Collaboration Area Place Strategy, Camperdown Alliance's Camperdown Innovation precinct land use and strategic employment study and Council's Inner West Employment and Retail Lands Strategy.

The Planning Proposal has the potential to provide jobs (construction and knowledge economy) and in effect set a precedent for the wider precinct, kickstarting redevelopment and attracting other knowledge economy jobs to this area. This is the need of the hour in response to COVID-19 which was not expected when the Parramatta Road Implementation Plan 2016-2023 was developed.

Consequently Clause (5) (b) of Ministerial Direction 7.3 is fully satisfied. This in turn means that the Planning Proposal is justified and moreover as Clause (5) (b) is satisfied Clause (4) of Ministerial Direction 7.3 is not applicable. Likewise, the satisfaction of Clause (5) (b) cancels direct applicability of the recommendations and provisions of PRCUTS to this Planning Proposal.

Finally, it must be stressed that Clause (5) (b) can only be satisfied because it achieves the vision and objectives of the CUCA Place Strategy reinforced by the range of policies and studies outlined above. This is not possible elsewhere in the PRCUTS part of the Inner West Council area where no such counterpart GSC Place Strategy exists.

Conclusion

Camperdown precinct's significance in supporting the health and education sectors is identified in Urban Growth's November 2016 Parramatta Road Corridor Urban Transformation Strategy and further reinforced by the more recent policy work including February 2019 GSC's Camperdown-Ultimo Collaboration Area Place Strategy, Council's March 2020 GSC endorsed Local Strategic Planning Statement (LSPS), March 2020 Local Housing Strategy and August 2020 Employment and Retail Land Strategy (ERLS), CUCA Alliance's June 2020 Camperdown Innovation Precinct Land Use and Employment Strategy and NSW Government's August 2020 Central Station Planning Framework and Pyrmont Peninsula Place Strategy.

These State Government and Council strategic planning policies demonstrate the extensive ongoing work being undertaken to develop the Camperdown Precinct for specialist uses, building on the original PRCUTS vision and objectives.

The Planning Proposal for 1-5 Chester Street Annandale has been crafted to align with not just the PRCUTS Camperdown precinct vision but all the recently completed policy work as outlined above. It will retain its employment focus while providing student housing close to the universities. Therefore, the proposal's strategic merit should not be considered on the basis of the Parramatta Road Strategy alone but the wider vision of the Camperdown precinct in all relevant and more recent strategic planning documents. The Planning Proposal demonstrates that this arc of recent policy development is embodied in the site-specific project it puts forward.

The proposed mix of employment uses and student housing with B7 Business Park zoning at FSR 2:1 in its current timing will deliver better outcomes that envisaged in the Parramatta Road Corridor Urban Transformation Strategy and Parramatta Road Corridor Implementation Plan 2016 - 2023.

Consequently, this study fully satisfies the Clause (5) (b) of Ministerial Direction.

Finally, as already stressed before, this is only possible in the case of this particular planning proposal due to the wider planning work being undertaken for Camperdown precinct as a follow-on from the CUCA Place Strategy. This is not possible elsewhere in other PRCUTS precincts of the Inner West Council area where no such planning framework as GSC Camperdown Place Strategy and CUCA Alliance Land use and strategic employment study exist.

APPENDIX – 1

See links to the relevant plans and polices discussed in this study.

- <u>CUCA Place Strategy</u> (February 2019)
- Inner West Council LSPS (March 2020) (endorsed by GSC June 2020)
- Inner West Council Local Housing Study and Strategy (March 2020)
- Inner West Council Employment and Retail Land Study and Strategy (August 2020)
- <u>CUCA Alliance Camperdown Innovation Precinct Land Use and Employment Strategy</u> (June 2020)
- <u>Draft Pyrmont Peninsula Place Strategy</u> (July 2020)
- <u>Tech Central and Central Station Precinct Strategic Framework</u> (August 2020)