



TENURE MIX IMPACT ASSESSMENT

63-77 West Parade, West
Ryde

Prepared for
BILLBERGIA
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CONTENTS

1.	Introduction	1
2.	Proposal	2
3.	Community profile.....	3
4.	Policy analysis.....	4
5.	Literature review.....	5
6.	Case studies	7
	Case Study 1: Cowper Street Redevelopment, Glebe, Sydney	8
	Case Study 2: Harts Landing, Penrith, Sydney	9
	Case Study 3: Washington Park, Riverwood, Sydney	10
	Case Study 4: Harold Park, Forest Lodge, Sydney	11
	Case Study 5: Living Carlton, Carlton, Melbourne	12
7.	Tenure mix impact analysis	13
8.	Conclusion	15
9.	References	16
	Disclaimer.....	17

1. INTRODUCTION

This Tenure Mix Impact Assessment has been prepared by Urbis Pty Ltd (Urbis) on behalf of Billbergia Group Pty Ltd (the applicant) in relation to a proposed residential development at 63-77 West Parade, West Ryde (the site). The proposed development includes three residential flat buildings with 150 dwellings that are planned to provide a mix of social and private market housing.

1.1. AIM OF THIS REPORT

This Tenure Mix Impact Assessment is being undertaken to address the outstanding matters related to social housing in the City of Ryde's (Council) email correspondence dated 2 October 2020.

In this correspondence, Council requested that the applicant detail how the proposal has targeted the 70:30 ratio of private to social housing dwellings as outlined in the NSW Future Directions for Social Housing. Council also raised concerns regarding the tenure mix configuration of the proposed development, noting the social housing apartments would be wholly contained within Building A and therefore would not result in a fully integrated mixed tenure development.

This report will provide an evidence based assessment of the mix of social and market housing proposed for the site, including the spatial distribution and management arrangements. This will include an assessment of the existing and future demographic characteristics of the area, alignment of the project with relevant NSW Government policy, case study analysis of other mixed use tenure developments in Australia of similar size and mix and relevant academic literature from Australia and the UK relating to preferred management arrangements for mixed tenure developments.

1.2. AUTHORS OF THIS REPORT

This report has been prepared by Urbis' Community Planning team of social planners. Team members have social science qualifications or urban planning qualifications with a specialisation in social planning.

The team is led by a PhD qualified Director and has extensive experience in preparing social impact assessments, social infrastructure assessments, community needs assessments and social and affordable housing analyses.

2. PROPOSAL

This Tenure Mix Use Assessment relates to a DA lodged with the City of Ryde. This seeks consent for residential development on site for a total of 150 dwellings within three residential flat buildings.

The dwellings are proposed to be managed as a mix of social and private market housing, as follows:

- Building A contains 30 apartments proposed to be managed as social housing, with 12 one bedroom and 18 two bedroom apartments
- Building B contains 57 apartments proposed to be sold or rented on the private market, with 21 one bedroom, 18 two bedroom and 18 three bedroom apartments
- Building C contains 63 apartments proposed to be sold or rented on the private market with 20 one bedroom, 20 two bedroom and 23 three bedroom apartments.

This equates to a 80:20 ratio of private market to social housing.

Building A is proposed to be six storeys in height, Building B is proposed to be 10 storeys and Building C is proposed to be 11 storeys.

The proposal also includes 937sqm of communal open space and a three level basement with residential, visitor and bicycle parking.

The buildings have all been designed by PTW and the communal open spaces have all been designed by CTLA Design Group.

The social housing component of the proposal is part of the NSW Government's Communities Plus program, which develops new mixed use communities where social housing is delivered with private and/or affordable housing in locations close to transport and employment, community facilities and open space. Communities Plus contains two types of development: 'major sites' (such as Waterloo and Telopea) and 'other sites'. The West Ryde site is classified as an 'other site'. In earlier stages of Communities Plus, these were known as 'neighbourhood sites'.

The site is currently vacant and fencing has been installed to prevent public access.

Figure 1 Photomontage



Source: PTW Architects

3. COMMUNITY PROFILE

A targeted community profile has been developed for West Ryde suburb based on demographic data from the 2016 Australian Bureau of Statistics Census and Profile Id. The community profile provides insights into key socio-economic indicators relevant to this tenure mix assessment, including the proportion of social housing currently in the area and social housing waitlist times.

The demographic characteristics of Ryde LGA and Greater Sydney have been used for comparison purposes where relevant.

- In 2016, West Ryde was home to **13,394 people**, accounting for approximately 12% of the Ryde LGA population.
- West Ryde is **culturally and linguistically diverse** as 57% of the population were born overseas and speak a language other than English at home which is lower than Greater Sydney (42.9%).
- According to SEIFA data, West Ryde ranks in **the top 20% of NSW suburbs** for relative **socio-economic advantage and disadvantage**.
- The proportion of households experiencing **rental stress is significantly higher** in West Ryde (18%) and Ryde LGA (18%), with households paying more than or equal to 30% of their household income on rent. Only 8% of households are paying more than or equal to 30% of their household income on rent in Greater Sydney.
- There were 5,062 households in West Ryde in 2016, of which **3.4% were renters living in social housing**. There was a slightly lower proportion of renters living in social housing in West Ryde compared to Ryde LGA (3.9%) and Greater Sydney (4.6%).
- There is a **large waitlist and long waiting time for social housing** in the Northern Suburbs zone, which includes the suburb of West Ryde. According to the Department of Justice and Communities, in 2019 there were 1,346 general individuals on the waitlist in the Northern Suburbs zone and 252 priority individuals. There is a five – 10 year wait time for a two or three bedroom property, and over 10 years for a studio, one bedroom or four bedroom property.

4. POLICY ANALYSIS

4.1. STRATEGIES

NSW Government – Future Directions for Social Housing in NSW (2016)

Future Directions for Social Housing in NSW (Future Directions) is a 10 year plan for the NSW Government to help drive better outcomes for social housing tenants. Future Directions focuses on creating better outcomes for social housing tenants by providing:

- More social housing
- More opportunities, support and incentives to avoid and/or leave social housing
- A better social housing experience.

To achieve this, Future Directions sets out actions and initiatives for the NSW Government to deliver over the next 10 years. As Future Directions is a strategy document, the actions contained within it are not legislated standards. Rather, the actions aim to help prioritise resources and aspirations for the social housing sector.

Action 1.1 of Future Directions aims to increase redevelopment of Land and Housing Corporation (LAHC) sites to renew and grow supply. As part of this, Future Directions states the NSW Government will “ensure large developments target a 70:30 ratio of private to social housing to enable more integrated communities (generally with an increased number of social housing where practicable)”.

There is no evidence contained in Future Directions, or the Discussion Paper which preceded it (Department of Family and Community Services 2014) regarding the basis for the targeted 70:30 tenure mix.

The intention of Action 1.1 is to achieve community integration. Future Directions recognises that redeveloping LAHC sites can provide tenants with better quality social housing in mixed communities, with a combination of social housing, affordable housing and private rental tenants living in the same area. These new social housing developments are intended to “be modern, look the same as neighbouring private dwellings and be close to transport, employment and other community services” (2016, p.9).

Future Directions is now four years old, and many of its key strategies and actions have been achieved. For example, the Social Housing Management Transfers Program has successfully increased the proportion of social housing managed by community housing providers from 19% to 32% (Department of Communities and Justice 2020). The Communities Plus program has also run three rounds of tender processes to facilitate the redevelopment of social housing stock through partnerships with private sector developers and finance.

Department of Planning, Industry and Environment – A Housing Strategy for NSW Discussion Paper (2020)

The NSW Government is currently preparing a 20 year housing strategy for NSW which will provide an ‘end to end’ government position on all housing, from homelessness to home ownership. In June 2020, A Housing Strategy for NSW Discussion Paper (the Discussion Paper) was released for public consultation to outline the proposed vision, emerging trends and key directions which could be detailed in the final housing strategy.

Looking to the future, the Discussion Paper outlines that the future NSW Housing Strategy should include a focus on increasing and improving how social housing is built. Building on the work of Future Directions, the Discussion Paper outlines a need to provide improved social housing which better aligns with tenant needs and enables more vulnerable families a safe and affordable place to live.

The Discussion Paper does not stipulate any desired ratio split or development standards for social housing developments. Rather, the focus for the future is to increase supply and create greater diversity in the type, location and size of new social housing stock, with a particular need for smaller, accessible dwellings.

5. LITERATURE REVIEW

A review of relevant academic literature from Australia and the UK has been undertaken to develop an understanding of research on tenure mix approaches and management arrangements, the commonly used 70:30 private to social housing target and misconceptions related to social mix and neighbourhood connections.

Tenure mix approaches

There are three main types of tenure mix approaches that can be used to deliver social, affordable, and private rental market housing (NSW Federation of Housing Associations 2018 and Nouwelant and Randolph 2016). These are:

- Fully integrated: also known as 'salt and pepper' or 'unit by unit', where each tenure is distributed uniformly throughout the building
- Clustered: also known as 'floor by floor' or 'building by building', where each tenure is clustered in distinct parts of a building or in separate buildings but distributed across a development
- Segregated: also known as 'block by block' where tenures are separated as much as possible within a development site such as different street accesses, and without shared facilities such as communal open space.

There is no research or evidence to suggest there is a 'right way' to configure tenures. However, research does suggest that there are different preferences among residents, developers and tenancy managers (NSW Federation of Housing Associations 2018).

From a management perspective, the clustered approach is preferred by community housing providers as it can allow a greater degree of flexibility for levels of servicing and strata fees, and can provide more control over tenancy issues (NSW Federation of Housing Associations 2018).

The intention behind the fully integrated model is to ensure tenure blind design, and thus reduce stigma associated with social housing (Nouwelant and Randolph 2016). However, a clustered approach or 'building by building' design can still achieve this, while making for better management efficiencies (Nouwelant and Randolph 2016). The fully integrated model can also cause negative outcomes for relationships between tenure types, due to different building management processes. This can result in tenure tensions, with one tenure type blaming another tenure type for any building issues.

There are also some risks associated with adopting a clustered approach including unequal private and public amenities between tenures and different construction standards and architectural design (Nouwelant and Randolph 2016). The initial intention of a project may be to have the same architectural design and construction standards, however financial or political pressures throughout the project may lead to changes in the actual delivery of buildings, presenting a risk to the successfulness of tenure blind design (Nouwelant and Randolph 2016).

The segregated model is generally not preferred, as this approach is at a heightened risk of resulting in stigma for social or affordable housing tenants (NSW Federation of Housing Associations 2018). The primary concern with this model is segregating communal space areas or entrance points (NSW Federation of Housing Associations 2018) which can highlight an 'us and them' mentality.

The other factor to consider in social mix approaches is the size of a project. There is greater benefit in looking at the spatial allocation of social, affordable and private housing at a neighbourhood scale (4,000 – 8,000 people) compared to at a small project scale (AHURI 2017 as cited in Darcy and Rogers 2019, p. 10). This is due to three main reasons, as provided by Darcy and Rogers (2019, p.9):

1. Social networks of the residents of a neighbourhood or social housing estate often extend far beyond the estate.
2. The choice of a narrower or wider boundary change the outcomes so that concentrations of a particular group appear higher or lower as you push the boundary. For example, a larger boundary is likely to result in concentrations disappear as they are diluted by non-public tenant households around them.
3. The boundaries of large-scale social housing estate developments are usually geographically defined by government owned land. The intention of social housing renewal is to integrate social

housing into the wider community to make these boundaries permeable, therefore making little sense to measure mix at the estate level.

Focusing on tenure mix at a small project scale (that is, a project with fewer than 4,000 residents) only captures a small part of a larger neighbourhood, risking the success of social mix at a larger scale.

The 70:30 ratio and its limitations

In New South Wales and other Australian states, a target ratio of 70:30 private to public dwellings has become an accepted standard for tenure mix in public housing renewal projects (Darcy and Rogers 2019). This formula was not formed by research evidence, but rather can be historically traced back to early 2000s redevelopment projects in outer suburban Sydney (Darcy and Rodgers 2019). There is limited evidence or case studies that suggest the 70:30 formula is the best or only approach to tenure mix. There is also no evidence to show there is a particular 'ideal' tenure mix (Darcy and Rogers 2019 and NSW Federation of Housing Associations 2018).

Darcy and Rogers (2019) discuss three limitations of the fixed ratio approach, based on empirical research and evidence on mixed tenure renewal neighbourhoods. The suggested limitations are the "(1) scale and boundaries of the area to which the target is applied, (2) urban context of the renewal project including the likely tenure and social profile of private residents and the response of the local market, (3) composition of the post renewal social housing population" (Darcy and Rogers 2019, p.2).

Rather than focusing on a the 'right' tenure mix, researchers generally agree that the focus on the spatial configuration of tenures should be a place based approach that responds to the site context and neighbourhood characteristics (Rowlands et al 2006). Of arguably greater importance than the specific tenure mix, is the architectural quality and indistinguishability of tenures through a 'tenure blind approach' (Stubbs 2017). NHBC Foundation find that:

Negative feelings or a strong sense of difference or division tended to run highest when the architectural distinction between the different tenures was clearly visible... on schemes where 'tenure blindness' has been positively encouraged and there was a mix of attractive properties of different sizes and types, residents tended to be less aware of difference and reported good neighbourly relationships (NHBC Foundation as cited in NSW Federation of Housing associations Inc. 2018, p. 5).

Similarly, Nouwelant and Randolph of the City Future Research Centre at the University of NSW find that "The most valuable guiding design principle for mixing market and subsidised housing is tenure blindness. This means there are no explicit external indicators of tenure type in the design and layout of a development" (2016, p. 2).

Misconceptions of social mix

Tenure mixed projects are designed with the intention to reduce location based stigma. However, there can be a common misconception that having disadvantaged households living closer to higher income advantaged households will result in meaningful and positive social interactions (Atkinson 2008). Projects with tenure mixes are intended to "balance the demographics of low-income neighbourhoods by bringing in higher income residents, with the declared objective of improving social, economic and physical conditions for the existing low-income residents" (Jama and Shaw 2017, p. 3).

This ideology formed the basis of the fully integrated model, as provided above. The concept was that by mixing communities, there would be "rub-off effects resulting from disadvantaged people's interactions with more privileged residents" (Jama and Shaw 2017, p. 6). One of the most comprehensive single program conducted in Chicago on tenure mixed neighbourhoods found that spatial integration has not necessarily resulting in increased social interaction or increased social capital for social housing residents (Chaskin and Joseph 2015, p.156). Rather, the benefit of mixed use tenures was due to safety, improved neighbourhood reputations resulting in regentrification and higher stigma towards social housing residents from private residents (Raynor et al. 2020, p.6; Arthurson et al. 2015, p.492; Randolph et al. 2004, p. 57 and Chaskin and Joseph 2015, p.227).

The research suggests that mixed tenure communities deliver higher-quality neighbourhoods, rather than enhancing social connections at an individual level between private and social tenants. This furthermore illustrates the enhanced benefits of a clustered approach to delivering tenure mix, compared with fully integrated approaches.

6. CASE STUDIES

Unlike the United Kingdom and parts of Europe, mixed tenure housing is a relatively recent development model in Australia. There are therefore not a large number of built examples of developments which combine social and private market housing.

This section provides case studies of five mixed tenure developments in NSW and Victoria:

- Cowper Street Redevelopment, Glebe, Sydney
- Harts Landing, Penrith, Sydney
- Washington Park, Riverwood, Sydney
- Harold Park, Forest Lodge, Sydney
- Living Carlton, Carlton, Melbourne.

Due to the limited number of built developments in Australia, the case studies include examples which incorporate affordable as well as social housing.

Overall, the case studies show built examples of mixed tenure developments in Australia have:

- Occurred at a **range of scales**. The case studies range in scale from the 268 units in the Harts Landing development to the 1,250 units in the Harold Park development.
- Incorporated a **range of tenure types** in varying configurations. Social housing, affordable housing, private market housing and seniors housing are all including in the case studies.
- A **range of ratios** of private housing to social and/or affordable housing. These range from a 50:50 split of private to social or affordable housing in the Cowper Street and Harts Landing developments to a 95:5 split in the Harold Park development.
- Tended to use a **building by building tenure mix configuration**, where each apartment building is dedicated to a single tenure type.
- Included a **tenure blind** approach to design, with shared use of communal facilities.

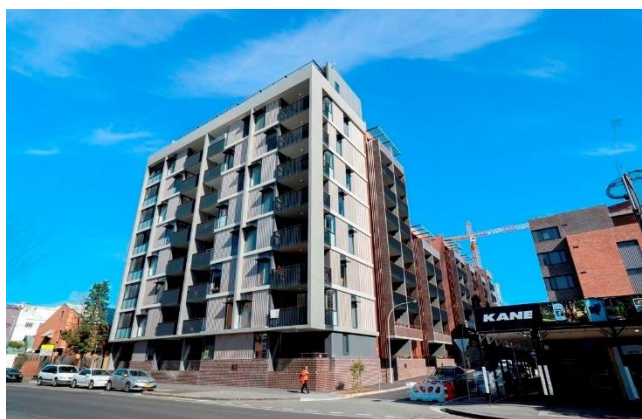
Case Study 1: Cowper Street Redevelopment, Glebe, Sydney

The Cowper Street redevelopment in Glebe is an example of a large mixed tenure development. The site is bounded by Wentworth, Bay, Elger and Cowper Streets. The project was completed in 2020 and replaced 153 ageing social housing flats with 495 social, affordable and market housing apartments across six buildings.

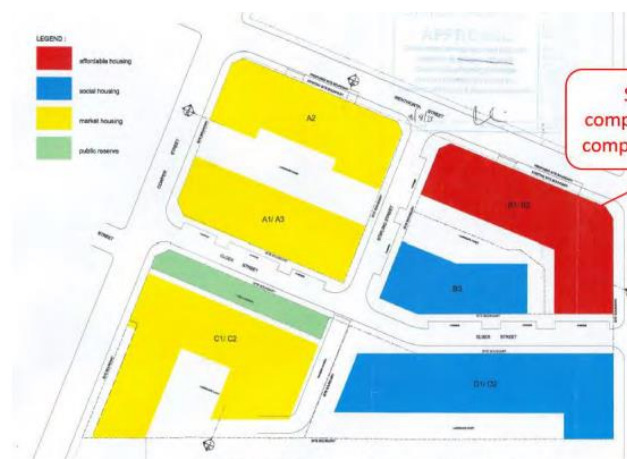
Key project background:

- The project has a building by building tenure mix configuration. There are six buildings, as shown in Figure 3 below. The building tenures and their colours on the diagram are as follows:
 - Two buildings comprising social housing (blue)
 - One building comprising affordable housing (red)
 - Three buildings comprising market housing (yellow)
- The project has a 50:50 split of market housing to social and affordable housing, as follows:
 - 243 market housing apartments (50%).
 - 153 social housing apartments (30%)
 - 99 affordable housing apartments (20%).

Figure 2 Cowper Street redevelopment



Source: Kane Constructions (left) and DEM Architects (right)



Case Study 2: Harts Landing, Penrith, Sydney

Harts Landing at 1-39 Lord Sheffield Circuit, Penrith is a mixed tenure development providing 268 dwellings across three nine-storey buildings. The development is located 100m from Penrith train station and 300m from Penrith town centre which provides a range of retail and commercial services. Harts Landing forms a part of the wider redevelopment of a former government defence site into a high amenity residential community.

Key project background:

- The project has a 50:50 split of market housing to social and affordable housing, as follows:
 - 130 market housing apartments (49%).
 - 10 social housing apartments (4%)
 - 128 affordable housing apartments (48%)
- Residents in all three buildings have access to amenities including landscaped gardens and resident-only BBQ areas located on the podium.
- The project takes a tenure blind design approach, with no difference between the design of the private, social and affordable apartments.
- Over 40 of the affordable housing apartments were provided to residents that are social housing eligible. An additional 10 affordable housing apartments were sold to the Aboriginal Housing Office, providing affordable housing choices for Aboriginal and Torres Strait Islander peoples.
- The social and affordable housing apartments are occupied by a wide range of groups, including women escaping domestic violence, older people and families that were previously experiencing housing stress.
- The development won five major awards since its completion, including the Urban Taskforce 'Development Excellence Award for Affordable Housing' and the 'Leading Housing Development Project' at the Australasian Housing Institute's Professional Excellence Awards.

Figure 3 Harts Landing, Thornton



Source: Urban Taskforce



Source: Apartments & Developments

Case Study 3: Washington Park, Riverwood, Sydney

Washington Park is a three and a half hectare urban renewal precinct in Riverwood. The precinct includes 10 buildings with 539 market and social housing apartments. The social housing component focuses on people who are mobility impaired and seniors.

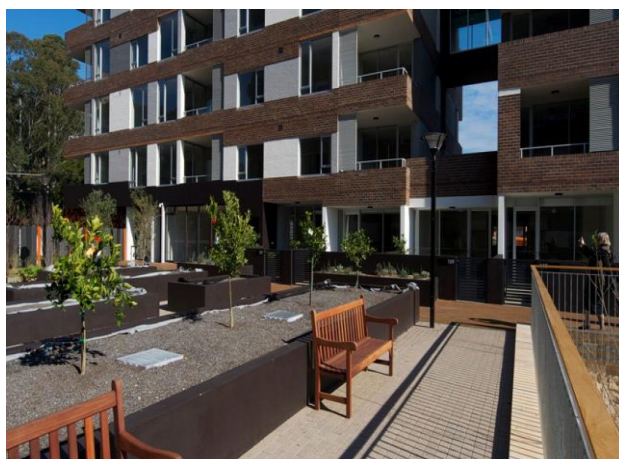
Key project background:

- The project has a 70:30 split of market housing to social housing, as follows:
 - 389 market housing apartments (72%)
 - 150 social housing apartments (28%).
- The development has a building by building tenure mix configuration, with two of the 10 buildings within Washington Park ('Meridian' and 'Monte') dedicated to social housing.
- The development has a range of communal open spaces and community facilities, including a senior's centre and a library. These can be accessed by all residents.
- Washington Park has been nominated for six major awards since its completion in 2017. It was the winner of the UDIA award for 'Excellence in Social Infrastructure' in 2018 and the Urban Taskforce Development 'Excellence Award for Masterplanned Community' in 2016.

Figure 4 Meridian and Monte buildings in Washington Park



Source: Turner



Case Study 4: Harold Park, Forest Lodge, Sydney

Harold Park is a significant inner city urban renewal project developed by Mirvac. The site was home to the Harold Park Paceway (1911-2010) and the Rozelle tram depot (1904-1960s). The precinct contains 1,250 apartments, accommodating approximately 2,500 residents, and attracting 500 workers.

As part of the voluntary planning agreement, Mirvac dedicated a parcel of land to the City of Sydney to provide affordable housing. City West Housing, a Tier One community housing provider, won the tender to purchase the land and developed the Ironbark Apartments. This building contains 75 affordable housing units. Ironbark Apartments is the final stage of the precinct redevelopment and was completed in mid-2020.

Key project background:

- The project has a 95:5 split of market housing to affordable housing, as follows:
 - 1,175 market housing apartments (94%)
 - 75 affordable housing apartments (6%).
- Harold Park has a block by block tenure configuration mix. The Ironbark Apartments (which contain the precinct's 75 affordable housing apartments) are located within the south east corner of the residential area on the corner of Ross Street and Wigram Road. These residents have access to a 350sqm rooftop garden and direct access to the public park on the other side of Ross Street.
- All residents within the precinct have access to a 3.8 hectare public park located to the east of the residential area. The park was created as part of the precinct redevelopment and has a playground, walking and cycling paths, garden beds and seating areas. Harold Park is also a 10 minute walk from the Glebe foreshore parks and the peninsula walk along Rozelle and Blackwattle Bays.
- The project also included the adaptive reuse of the former Rozelle Tramway Depot which was built in 1904. Now known as 'The Tramsheds', the new space contains a community hub, food and beverage venues and a supermarket and is less than five minutes' walk from the residences.
- The precinct achieved 'design excellence' in accordance with the local planning controls by taking a collaborative approach to the design process and incorporating old and new materials to complement the history of Harold Park and the broader neighbourhood.

Figure 5 Ironbark Apartments (left) and new open space within Harold Park (right)



Source: City West Housing



Source: City of Sydney

Case Study 5: Living Carlton, Carlton, Melbourne

Living Carlton involves the redevelopment of three sites in inner Melbourne, covering a total area of seven and a half hectares. The project is being developed over nine stages and at completion is expected to provide 1,046 social and market housing apartments, a 160-bed aged care facility and approximately 180 independent living units. The social housing apartments are located within three buildings – Drummond Street, Cardigan Street and Elgin Street – which are all built and operational.

Key project background:

- The project has a 75:25 split of market housing to social housing, as follows:
 - 246 social housing apartments (24%)
 - 800 private apartments (76%)
- Each of the three sites has a building by building tenure mix configuration, with one social housing apartment building located next to a market housing apartment building.
- A range of top tier architectural practices were responsible for the design of each of the buildings. This makes the market and social housing apartments indistinguishable.

Figure 6 Living Carlton social housing buildings – Drummond Street (left) and Elgin Street (right)



Source: Citta Property Group



7. TENURE MIX IMPACT ANALYSIS

The proposed development of 63-77 West Parade, West Ryde contains three buildings with 150 dwellings and a 80:20 ratio of private market to social housing. The development takes a 'building by building' approach to tenure mix, whereby each tenure is clustered in separate buildings but distributed across the development.

The project is part of the NSW Government's Communities Plus program, which contains two types of development: 'major sites' and 'other sites'. The West Ryde site is classified as an 'other site'.

Tenure mix

According to the literature review and case studies, there is no evidence base for a particular ratio of private market to social and/or affordable housing in mixed tenure developments. While Future Directions looked for large developments to target a 70:30 ratio of private to social housing, research undertaken by Darcy and Rogers (2019) and the NSW Federation of Housing Associations (2018) shows there is no preferred tenure mix in developments containing private market and social and/or affordable housing.

The 70:30 ratio was also identified in Future Directions as a target, rather than a development standard. The forthcoming Housing Strategy for NSW, expected to be completed in 2021, is set to supersede Future Directions. The Discussion Paper leading into the Housing Strategy does not specify a desired tenure ratio split or development standards for social housing developments. In addition, neither the State Environmental Planning Policy (Affordable Rental Housing) nor the proposed State Environmental Planning Policy (Housing Diversity) contain planning controls relating to the preferred tenure mix in social housing developments which incorporate other tenures.

The targeted 70:30 ratio was intended in Action 1.1 of Future Directions to apply to 'large developments'. Future Directions does not include a definition of 'large developments'. However the separation of Communities Plus, the NSW Government's primary program for the redevelopment of social housing stock, into two streams creates a de facto definition, where 'major sites' equate to 'large development' and 'other sites' equate to medium to small development. This definition aligns with research findings, discussed in Chapter 5, that there is greater benefit in looking at the spatial allocation of social, affordable and private housing at a neighbourhood scale (4,000 – 8,000 residents) compared to at a project scale.

The proposed development of 150 units is therefore best understood, according to both policy and research, as a small to medium development. Moreover, it aligns with the intention of Action 1.1 in Future Directions to support community integration by being modern, looking the same as neighbouring dwellings and being close to transport, employment and other community services.

As shown in the case studies in Chapter 6, in practice tenure mix varies widely, based on factors including the types of tenures included in the development and the existing tenure mix in the suburb. Where renewal of social housing is undertaken through partnerships with private sector developers, residential property market conditions at the time a development is financed are also a key driver of tenure mix.

Success factors in mixed tenure developments

The literature review and case studies identify a number of consistent elements in mixed tenure developments. Successful developments:

- Avoid concentrating additional social housing in areas with existing social disadvantage and/or high proportions of social housing
- Increase the number of social and/or affordable housing dwellings on site
- Take a tenure blind approach to the design of the development
- Enable equitable access to communal facilities.

The remainder of this chapter assessed the West Ryde proposal against these factors.

Avoidance of concentration of social disadvantage

As discussed in Chapter 3, as at 2016 approximately 3% of households in West Ryde were living in social housing. This was a slightly lower proportion than in Ryde LGA (4%) and across Greater Sydney (5%). It compares to locations such as Airds and Claymore, where 76% and 75% of households respectively lived in

social housing in 2016. The proportion of households living in social housing in West Ryde and Ryde LGA is also decreasing, having been 4.6% and 4.7% respectively in 2011.

In addition, the City of Ryde had a SEIFA score of socio-economic disadvantage of 1,058 in 2016. This made it the 16th least disadvantaged local government area in NSW. West Ryde had a similar SEIFA disadvantage score of 1,038, indicating a low level of socio-economic disadvantage.

The addition of 30 units of social housing will therefore not create a risk of concentration of social disadvantage in West Ryde.

Increase in number of social housing dwellings

Unlike many sites which are the subject of mixed tenure developments, 63-77 West Parade in West Ryde is currently vacant.

The proposal will therefore see the development of 30 additional units of social housing at no cost to government.

Tenure blind design

The proposed Buildings A, B and C have all been designed to the same quality standard by PTW. All external finished on Building A (which is proposed to be occupied by social housing tenants) are from the same palette of materials as those used on Buildings B and C (which are proposed to be occupied by private market owners and tenants).

There will be one builder for the entire development and construction of all three buildings will occur simultaneously. There is one also Finishes and Fixtures Schedule for the whole development.

The development therefore aligns with the principle of tenure blind design, which Nouwelant and Randolph call the “most valuable guiding design principle for mixing market and subsidised housing” (2016, p. 2). Given the single builder, concurrent construction of the buildings and the single Finishes and Fixtures Schedule, the proposal will avoid the risk that different construction standards will erode the tenure blind design delivered by PTW.

Equitable access to communal facilities

The proposal also includes 937sqm of communal open space, consisting of a:

- 168sqm (18%) space between buildings A and B
- 392sqm (42%) space between buildings B and C
- 377sqm (40%) space on the roof of Building B.

All of the landscaping and communal open spaces have all been designed by CTLA Design Group and will use the same Planting Schedule and Palette. They will all be constructed by the same contractors to the same standard.

All communal open spaces will be accessible to the residents of all three buildings. The larger space between buildings B and C is an appropriate response to the larger number of residents in these two buildings.

The rooftop space is located on the middle building, which is the second tallest of the three, and will not be overshadowed. The space on the roof of Building B is the most highly embellished of the three communal spaces, and includes a BBQ zone, long social table and seating, table tennis and activity area and multi functional lawn.

8. CONCLUSION

Action 1.1 in Future Directions for Social Housing in NSW, which states “ensure large developments target a 70:30 ratio of private to social housing to enable more integrated communities”, is not relevant for assessing the tenure mix in the proposed development for three reasons:

1. There is no evidence base for the 70:30 tenure split identified in research, in Future Directions itself or the Discussion Paper which preceded it.
2. The 70:30 split is specified as a target, rather than a development standard.
3. The targeted 70:30 split is designated as applying to ‘large developments’. According to both the NSW Government’s Communities Plus program and to academic research, the development of 150 units is best understood as a small to medium social housing development.

As discussed in Chapter 7, the proposed development incorporates all four factors which are shown in the literature review and case studies to enable a successful tenure mix. It:

- Avoids concentrating additional social housing in an area with existing social disadvantage
- Increases the number of social housing dwellings on site
- Takes a tenure blind approach to the design of the development
- Enables equitable access to communal facilities.

In regards to social integration, the clustered approach to tenure mix is appropriate given the size of the development, number of units of social housing and location within West Ryde. There is a fully integrated approach to architectural and landscaping design, with the same high calibre designers used throughout. The buildings will also be constructed simultaneously, using the same builders and consistent palette of materials. Together, this will result in a tenure blind design outcome, which has shown to be the critical factor in successful mixed tenure developments.

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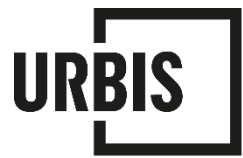
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16 October 2020

Attention: Alicia Hunter

Senior Town Planner
Development Assessment
City of Ryde Council
Level 1, Building 0, Riverview Business Park,
3 Richardson Place
NORTH RYDE NSW 2113

By Email only

Dear Ms Hunter,

**Re: LDA2020/0133
63 - 77 West Parade, West Ryde
Response to email dated 2 October 2020**

I am writing to you in response to your email to Land and Housing Corporation's (LAHC) development partner, Billbergia, dated 2 October 2020 regarding LAHC's development at 63-77 West Parade, West Ryde (West Ryde).

LAHC strongly supports the development application and the social outcomes this development will deliver.

We understand that Council is seeking further clarification from LAHC on the following:

1. How the proposal is sufficient in achieving consistency with the Statement of Commitments in MOD 2 and the NSW Future Directions for Social Housing policy.
2. How the proposal has targeted the social housing to private market housing ratios in compliance with the Concept Approval and the Future Directions for Social Housing policy.
3. How and why the proposed social housing to private market housing mix is to be distributed and managed within the development.

Our response is further supported by the Social Impact Statement prepared by Urbis (Attachment A), and letter from Evolve Housing (Attachment B) that articulates the appropriateness of the distribution of the social housing within the mixed development at West Ryde, and their management approach.

1. How the proposal is sufficient in achieving consistency with the Statement of Commitments in MOD 2 and the NSW Future Directions for Social Housing policy.

As part of modification 2 of MP09_0029, the statement of commitments was amended to include the following:

“LAHC undertakes that the project will be assessed for consistency with the NSW Future Directions for Social Housing policy and be designed with reference to all relevant codes, standards and regulation.”

Future Directions for Social Housing in NSW (Future Directions) is underpinned by three strategic priorities:

- More social housing;
- More opportunities, support and incentives to avoid and/or leave social housing; and
- A better social housing experience.

Future Directions aims to deliver social housing developments that are modern, look the same as neighbouring private dwellings and that are close to transport, employment and other community services.

Of equal importance are the concepts of more social housing and generally with an increased number of social housing where practicable.

West Ryde will deliver high quality social housing products that are modern, look the same as the neighbouring private dwellings, and the development is close to transport and employment such as the West Ryde Train Station and West Ryde Town Centre.

West Ryde will also deliver a significant increase in social housing replacing eight homes with 30 fit-for-purpose new homes (3.75:1 uplift).

The new social housing tenancies will be managed by Evolve Housing for 20 years initially. A tailored support program will be developed to assist social housing tenants to achieve their potential.

In LAHC's opinion West Ryde is consistent with the Future Directions for Social Housing policy by delivering on the policy's key strategic priorities:

1. West Ryde will deliver more social housing replacing 8 homes with 30 new social housing dwellings (3.75:1 uplift).
2. The new development will provide more opportunities for social housing tenants though tailored support programs implemented by Evolve Housing.

3. The social housing tenants will be offered better social housing experience by provision of brand new, high quality, modern and indistinguishable social housing within a mixed tenure development. The social housing will also be better suited to the needs of the tenants, and will be managed by Evolve Housing, a Tier 1 community housing provider, for a period of at least 20 years.

2. How the proposal is has targeted the social housing to private market housing ratios in compliance with the Concept Approval and the Future Directions for Social Housing policy.

Future Directions targets a 70:30 ratio of private to social housing to enable more integrated communities (generally with an increased number of social housing where practicable).

Select sites are offered to the market through the Communities Plus program. The Communities Plus program has several different elements which include Neighbourhood scale and Major urban transformation redevelopments.

The West Ryde project is not considered a 'large' project by LAHC as it falls within the Neighbourhood scale of Communities Plus.

Through Communities Plus, sites such as West Ryde are taken through a competitive tender process for redevelopment to be undertaken in partnership with the private sector. This process determines the number of social housing dwellings to be returned to the NSW Government in a mixed tenure setting.

For West Ryde this number equates to a ratio of 80:20 private to social housing.

It is important to note that the target of a 70:30 ratio is just that; a target. Future Directions does not require a 70:30 ratio.

3. How and why the proposed social housing is to be distributed and managed within the development.

The design of the West Ryde project comprises three buildings, all completely aligned in architectural style and quality delivering a tenure blind outcome.

The concept of tenure blind is that you cannot tell from the external appearance whether a building is social or private which will be the case with West Ryde.

Further, under the Communities Plus model, the differences in internal fit outs is minimal. The social tenants generally get the benefit of the same level of fit out as private residents. Where they may differ is in things like the provision of dishwashers for example which social housing does not provide but does provide the opportunity for tenants to install their own should they wish.

It is a core objective of all Communities Plus projects that the open spaces and community facilities within the development will be open to all tenants regardless of tenure. This offers the greatest opportunity for integration and social interaction between social and private residents.

This will be the case at West Ryde.

The proposed scheme shares a basement, common open space and central rooftop garden accessible to all residents. There will be no segregation of open space within the site. The social housing will therefore be fully integrated into the overall development, with equal access by all residents to communal open space, building facilities, and high-quality apartment design and amenity.

As part of delivering the West Ryde project, LAHC will enter into an agreement with a Community Housing Provider (CHP), in this case Evolve Housing, to manage the social housing tenancy on a 20-year lease.

Management of the social housing units if dispersed on a unit-by-unit basis throughout a building(s) under a strata scheme, makes tenant management and service provision more fragmented and less efficient.

If possible, a dedicated single social housing stratum, rather than strata, is preferred by CHPs, where tenancy management and service can be focused to allow tenants the most direct interaction and assistance.

As most social tenancies are on subsidised rents whereby the tenant pays between 25% and 30% of their household income, which is usually a statutory income, as rent, CHPs rely on streamlined management processes and government subsidies (Commonwealth Rent Assistance) to deliver management services.

Adding strata management fees adds a significant cost to the management of the social housing dwellings and CHPs may not be able to manage the units at no net loss in such a scenario. Other advantages of these arrangements is further articulated in Evolve Housing's letter.

Should you have any enquiries, please contact the writer on 0417 356 417 or richard.wood@facs.nsw.gov.au.

Yours faithfully



Richard Wood
Program Director, Delivery
Northern Sydney & Central Coast

12 October 2020

Ms A Hunter
City of Ryde Council
1 Pope Street
Ryde NSW 2112

Dear Alicia Hunter,

West Ryde Communities Plus Site Social Housing Integration

Evolve Housing is an award-winning, nationally registered, Tier 1 community housing provider. We provide a full range of Social and Affordable Housing development and management services, and assist our residents to achieve their full potential through our support programs. Our portfolio comprises approximately 4,000 homes, including over 1,400 affordable dwellings, making us one of the largest Affordable Housing provider in NSW.

We have a strong track record in developing Social and Affordable Housing at scale, utilising innovative construction methods, environmentally sustainable initiatives and working in partnership with the Government and private sector. In our mixed developments, all buildings and apartments are designed and built to identical quality and finish so there is no distinction between Social, Affordable and private market apartments. This capability is aptly illustrated by Evolve Housing's recently completed Harts Landing project in Penrith where we own and/or manage 138 new social and affordable housing units in a mixed tenure development of 268 units. This project won the Urban Taskforce 2018 Best Affordable Housing Development award.

Evolve Housing acknowledges that managing mixed tenure housing can present challenges that will need to be addressed if we are to achieve a successfully integrated community. We believe that providing opportunities for all residents across tenure types to live together in an integrated development goes a long way to improving social outcomes and represents an opportunity to contribute positively to the lives of Social Housing residents.

Our experience suggests that in order to accommodate the wide range of needs of various tenure occupants, a development can successfully be separated into numerous stratum. Typically, large mixed tenure developments with multiple towers have individual strata for each tenure type with shared access to communal amenities. The advantages of such an arrangement include;

- Strata management costs are lowered when the number of lots is reduced by having a clustered layout.
- Efficiency in management, and a reduction in cost, is achieved for the housing providers and the strata managers.
- Each stratum can be further divided by a strata scheme.
- If ownership of a stratum is held by a single entity, then further division into a strata scheme is not required.
- Provisions for the management and maintenance of each stratum lot can be written to suit.
- More cost effective to provide tenancy and property management

For example, at our Harts Landing project two stratum were registered with the bulk of the Social and Affordable Housing clustered in two of the five buildings. This arrangement has been a contributing

Thriving communities for all people.

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factor in ensuring that we are able to provide a cost effective and tailored approach to managing residents' needs.

At the West Ryde Communities Plus site, Evolve Housing supports a clustered layout where a separate stratum can be allocated by core or by building noting that a clustered arrangement still actively encourages opportunities for social interaction in the common open space area being provided across the project and through roof top gardens. It should also be noted that this approach does not adversely influence community building, engagement and social cohesion. Our programs are generally targeted to our Social Housing residents but in some instances, such as at our Harts Landing project in Penrith; we have extended a few of our programs to other community members of the project to improve community cohesion and engagement. In our experience, a socially and economically inclusive development can seamlessly integrate lower income residents into the broader community.


Unit-by-unit integration presents some inefficiencies for housing and service providers such as clients being spread thinly across the housing development as well as the costs and risks associated with being part of private strata schemes. Lower social housing rents combined with strata levies and other operational cost could ultimately make the operational phase of the project financially unviable.

As per the design prepared for the West Ryde project, residents from the Social Housing building can easily access all common areas such as the ground floor communal open space, roof top garden and basement, without passing through gates or encountering fences. The new development will also be connected to the surrounding neighbourhood by way of streets, parks, paths, and natural areas. It is important to make lower income residents a part of mainstream society, both physically and emotionally. This project seeks to accommodate the housing preferences of all buyers and renters regardless of income.

Well-planned mixed tenure housing is a long-term investment and a key component of a healthy community. Throughout the development process of this project, we have been working closely with our development partner, the Billbergia Group and Land and Housing Corporation NSW, to ensure that the needs of future social housing residents are met. Evolve Housing will manage the Social Housing tenancies at West Ryde for 20 years initially but likely for much longer. We consider every project a long term commitment given each one of them will be providing permanent homes for a number of people where relationships and connections need to be cultivated to create a thriving community.

Please let me know if you have any questions.

Yours faithfully,



Lyall Gorman
Chief Executive Officer
Evolve Housing Limited

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