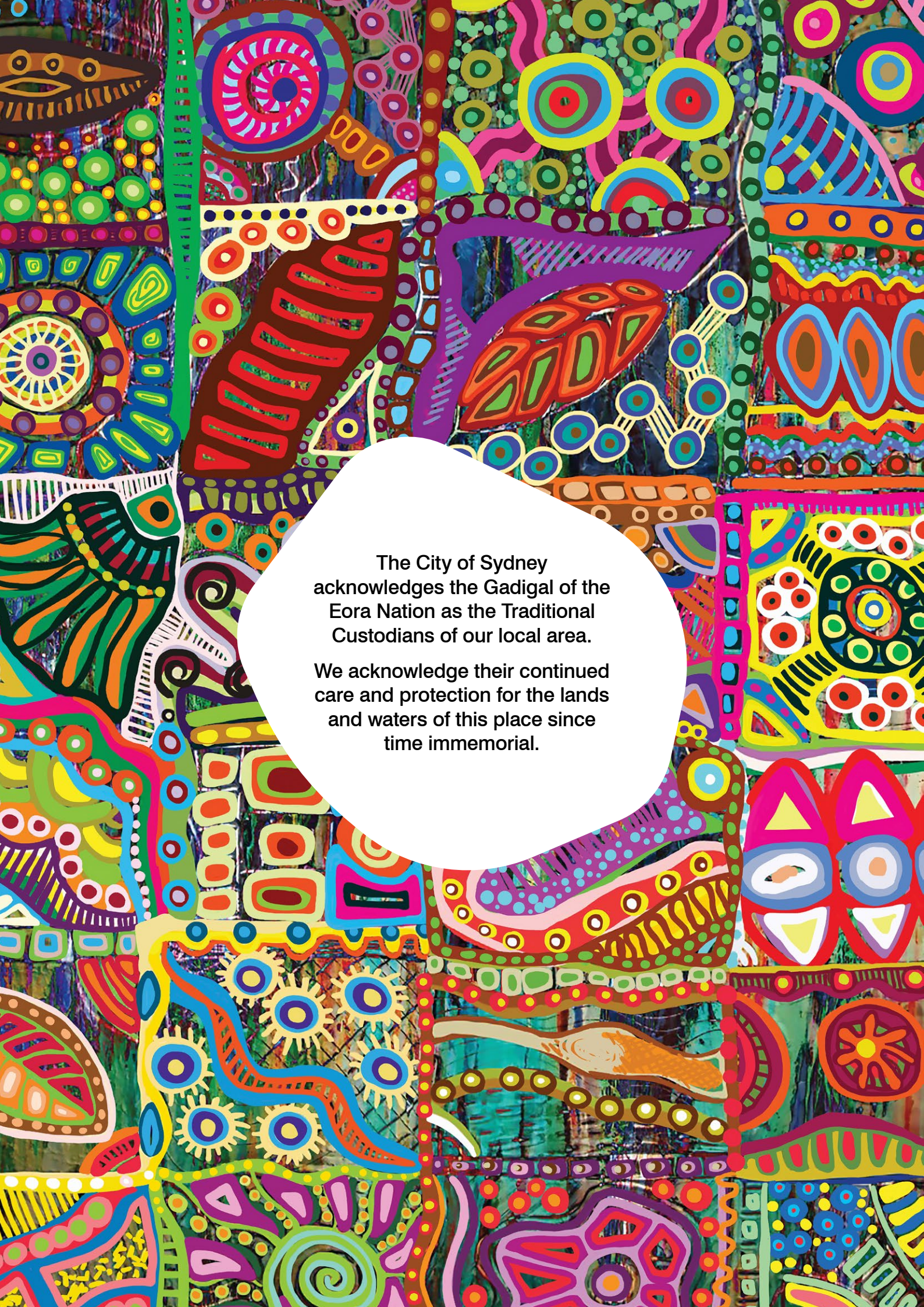


Attachment A

Housing for All Discussion Paper

Housing for All Discussion Paper

March 2026



The City of Sydney
acknowledges the Gadigal of the
Eora Nation as the Traditional
Custodians of our local area.

We acknowledge their continued
care and protection for the lands
and waters of this place since
time immemorial.

Contents

Message from Lord Mayor Clover Moore	3
Introduction	4
About the Discussion Paper	5
Responding to the housing challenge	6
Housing with purpose	11
Our Big Housing Questions	12
Q1 Where and how can we plan for more homes?	13
Q2 What should the NSW Government do to support more homes?	24
Q3 How can housing meet the diverse needs of our community?	30
Housing glossary	43
References	46

Image (front cover):
Joynton Avenue, Zetland
Photo: Adam Hollingworth / City of Sydney

Artwork (previous page):
Kim Healey, *Jagun* (detail), 2022

Message from Lord Mayor Clover Moore



Like many comparable cities, Sydney is in the midst of a housing affordability crisis, which is making owning or renting incredibly difficult or out of reach for many. The problem is particularly acute in the inner city.

Affordable housing is essential for a diverse, cohesive, and economically successful global city, and more importantly, is a basic human right.

So all levels of government, industry, and the community must rise to meet this challenge and deliver the homes our city needs – including more social and affordable rental housing.

For the past 20 years, the City has been at the forefront of delivering high quality housing density, with half of Australia's most densely populated suburbs in our local area.

This density comes in different forms, including areas with traditional tightly packed terrace houses to newly planned urban renewal areas like Green Square and the Ashmore precinct. More than 97% of our dwellings are classed as medium or high density, compared to just 46% for Greater Sydney.

Since June 2004, over 66,000 new homes have been approved in the City of Sydney, making us one of the fastest growing local government areas in NSW. Over 46,000 private dwellings have been built here alongside 11,000 new non-private dwellings such as student and co-living housing. We met 77% of our previous State Government-allocated housing target within just 9 years of our 20-year goal and have almost 18,000 more homes currently in the pipeline.

Our population has grown from 180,000 in 2011 to 235,000 and continues to grow, with over 300,000 people expected to live here by 2046.

Density is successful when housing is well designed, where there are good public spaces, and where it is supported by infrastructure that provides high levels of amenity and liveability.

Our commitment to expert planning, design excellence and building strong communities sees us strive to deliver the streets, parks, local transport, community facilities and sports centres that make our thriving neighbourhoods places where people are proud to live.

Green Square serves as an excellent model of this approach. As one of Australia's largest urban renewal projects, Green Square will accommodate 63,000 people living in 33,000 new homes and provide around 22,000 permanent jobs. We have contributed \$550 million to the \$1.8 billion public infrastructure plan that makes this density liveable.

During this development boom we have used every lever available to us to help deliver genuinely affordable rental housing, so that people on lower incomes can remain in our community. Through development contributions, discounted land sales, grants and planning agreements we are on track to deliver more than 5,000 new affordable rental homes in perpetuity by 2036.

While we have some of the fastest application processing times in NSW, we continue to streamline our planning and assessment – to ensure proposals for new housing are quickly approved and ready to be built when the market enables it. We have 10,000 private and non-private dwellings approved but not yet built.

Our existing planning controls have capacity for over 50,000 new homes, if they were all to be taken up.

This hints at the larger problem hampering housing delivery, which is that even with planning approvals the construction industry continues to face rising costs and shortage of labour and materials, financial constraints and higher interest rates.

The NSW Government's draft Sydney Plan sets out a clear expectation that councils should be reviewing their planning controls to ensure there is additional capacity to increase private development feasibility, and that the NSW Government will step in where councils fail to meet expectations.

If we don't proceed with master planning for more housing in our area, we risk more ad-hoc planning decisions and approvals through alternative pathways such as the Housing Delivery Authority.

The City must remain in control of this planning process to ensure that additional housing is delivered in the most appropriate areas with consideration of amenity, infrastructure and local community needs, and not on a developer led basis.

This discussion paper sets out the possibility for more well-located homes in our local area to accommodate our share of growth. Through zoning changes, increased building densities or heights and incentives for more homes in strategic locations, we could create space for thousands of new homes, on top of existing zoned capacity.

It is critical that alongside this process, the NSW Government provides the infrastructure needed to support growth, and that it looks at its own sites suitable for housing in our area, which we estimate could accommodate over 25,000 new homes based on existing and new planning controls, approvals and site capacity, including on vacant Transport for NSW land.

And when developers contribute to Affordable Housing in exchange for additional height and floor space, the City's definition of rent capped at 30% gross household income in perpetuity should be applied, not the State Government's current definition of 20% below market rates, which are still wildly unaffordable, and expire in 15 years.

This discussion paper is an important part of our commitment to deliver more homes alongside responsible planning and infrastructure delivery, in consultation with the community, as we have always done.

We look forward to working with residents, the development sector, our business community, community housing providers and all tiers of government to make strong planning decisions that meet the housing challenge and deliver positive outcomes for a green, global, connected city.

A handwritten signature in black ink, reading "Clover Moore". The signature is fluid and cursive, with a long horizontal stroke underneath the name.

Clover Moore AO
Lord Mayor of Sydney

Introduction

This paper continues the discussion with the community about housing growth in our local area. We are excited to hear your ideas, experiences and expectations to help shape a housing future that is sustainable and responsive to the needs of all who live and work in the City of Sydney.

Sydney is one of the world's most liveable cities. It is renowned for its cultural diversity and economic competitiveness, as well as the high quality of life it offers many of its residents.

The City of Sydney Local Government Area, our local area, has grown rapidly over the last 10 years with almost 25,000 private homes built. We have carefully planned these changes with the community to provide attractive and liveable places supported by public transport, walking and bike connections, high-quality public domain, open space and world-class community facilities.

Our city is continuing to grow – and the City of Sydney Council (City) is best placed to work with community and industry to meet our long-term housing needs. We have proved this by delivering high-quality high-density urban renewal in places like Green Square, Ashmore and most recently in Ultimo/Pymont.

This discussion paper explores how our local area could grow alongside government investment in schools, hospitals and other essential infrastructure.

It also considers how the NSW Government can act now to:

- ▶ **commit to develop sites that are already planned for housing**
- ▶ **investigate further opportunities for housing on NSW Government owned land**
- ▶ **provide transport infrastructure to enable the delivery of more housing**

Achieving housing diversity is also a focus. For a city to thrive socially and economically, there must be housing choice – homes to rent and buy – offered at different price points and in a variety of types and tenures.

This discussion paper also seeks your views on how we ensure existing and new housing can meet the diverse needs of our community.

About the Discussion Paper

We're inviting the community, industry and government to help shape our long-term plan for more homes that are suitable for a greater mix of people.

We'd like your response to three important questions:

Q1

Where and how can we plan for more homes?

We invite your ideas about potential locations and approaches to increase housing over time.

Q2

What should the NSW Government do to support more homes?

We invite your ideas on the NSW Government developing its land and delivering better transport, including metro and light rail extensions to high-density communities.

Q3

How can housing meet the diverse needs of our community?

We invite your ideas about the different types of housing we need for our diverse community, so that housing is available for people of all cultural backgrounds, income levels, household formation, lifestyles and stages of life.

Feedback

Your feedback will help inform the City of Sydney's long-term strategic planning for housing.

Have your say in response to the Housing Discussion Paper:

To provide feedback on the discussion paper and access the supporting research visit sydneyyoursay.com.au.

You can also email sydneyyoursay@cityofsydney.nsw.gov.au for more information.

Responding to the housing challenge

Australia is in the midst of a housing crisis especially felt by low- to moderate-income households. It's not a new crisis but is a complex and deepening one. Housing affordability continues to decline, and Sydney remains the least affordable market in Australia to purchase with dwelling values increasing by 29% since 2020. It is estimated to take a median-income household (\$104,390 per year before tax), 16.7 years on average to save a 20% house deposit in Sydney.¹ There is a mismatch between the spread of incomes and the housing produced.

More housing is needed for our growing population, including social and affordable rental housing for low- to moderate-income households.

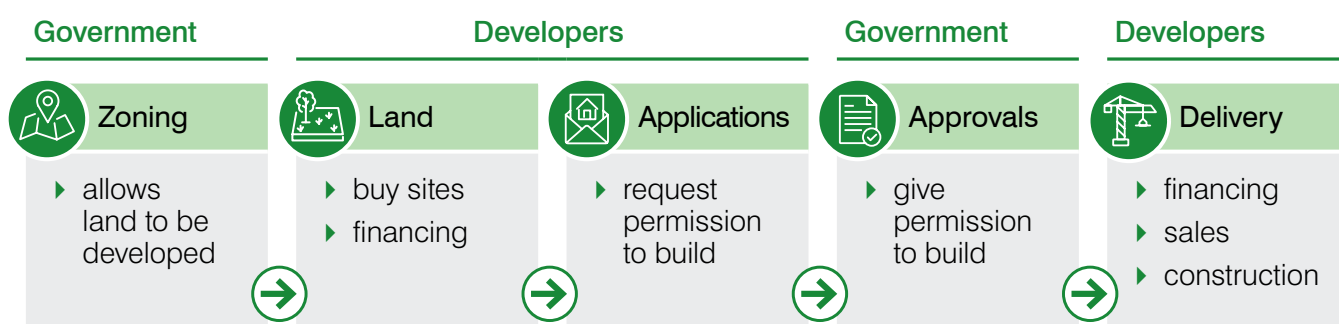
The planning system plays an important role in creating opportunity for more housing. It zones enough land for housing in the right places. It ensures housing is well-designed, safe and healthy.

It can coordinate supporting infrastructure, and it creates a pipeline of approvals supply for the market to deliver – as more housing applications are assessed and approved.

The housing delivery process involves multiple players at different stages. Local government's role is in setting planning rules and assessing development applications, while developers lead land acquisition, financing and construction (Figure 1).

However, the planning system doesn't build housing. Developers, investors and contractors build housing – but not when market conditions are not right.

Figure 1: The role of local government in the housing delivery process



More housing is needed in our local area

Our local area is a great place to live. It has beautiful parks and top-notch community facilities. There are fantastic places to eat, shop, socialise, see shows and enjoy life. It is also a great place to work and has some of the best health facilities and universities in Australia. It is easy to get around by foot or bike and, relative to other parts of Sydney, is well served by current and planned public transport.

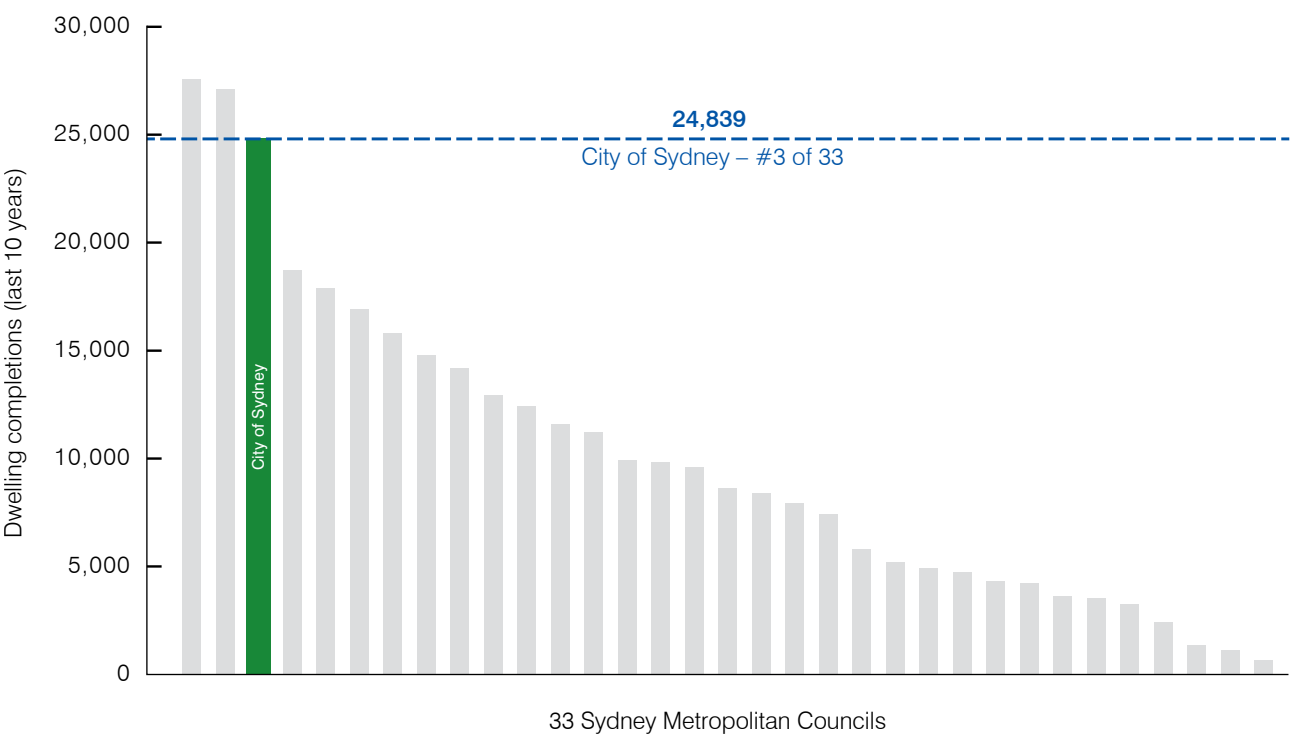
We are a leader in housing delivery.² Since 2015, \$11 billion in development and almost 25,000 private and over 6,700 non-private homes have been built in the local area. About 18,000 private and non-private homes are in the development pipeline.³

Demand for housing in our area remains consistently high and new opportunities are needed for more housing.



In the last 10 years, some **25,000 private homes** have been built in our area. Although the City of Sydney is less than 0.3% of the land area in Greater Sydney (including 33 councils), we have provided about 8% of all private housing growth (Figure 2).⁴

Figure 2: City of Sydney LGA contribution to Greater Sydney's housing supply (2015–2024)⁵



Current market conditions mean less housing is being built

In the last 5 years inclusive of Covid-19, the number of dwellings built across Australia, particularly in our capital cities, significantly slowed down. This is not unusual – the Australian property market goes through periods of growth, peak, decline and recovery over time – it is concerning, however, as it comes at a time when new housing is needed.

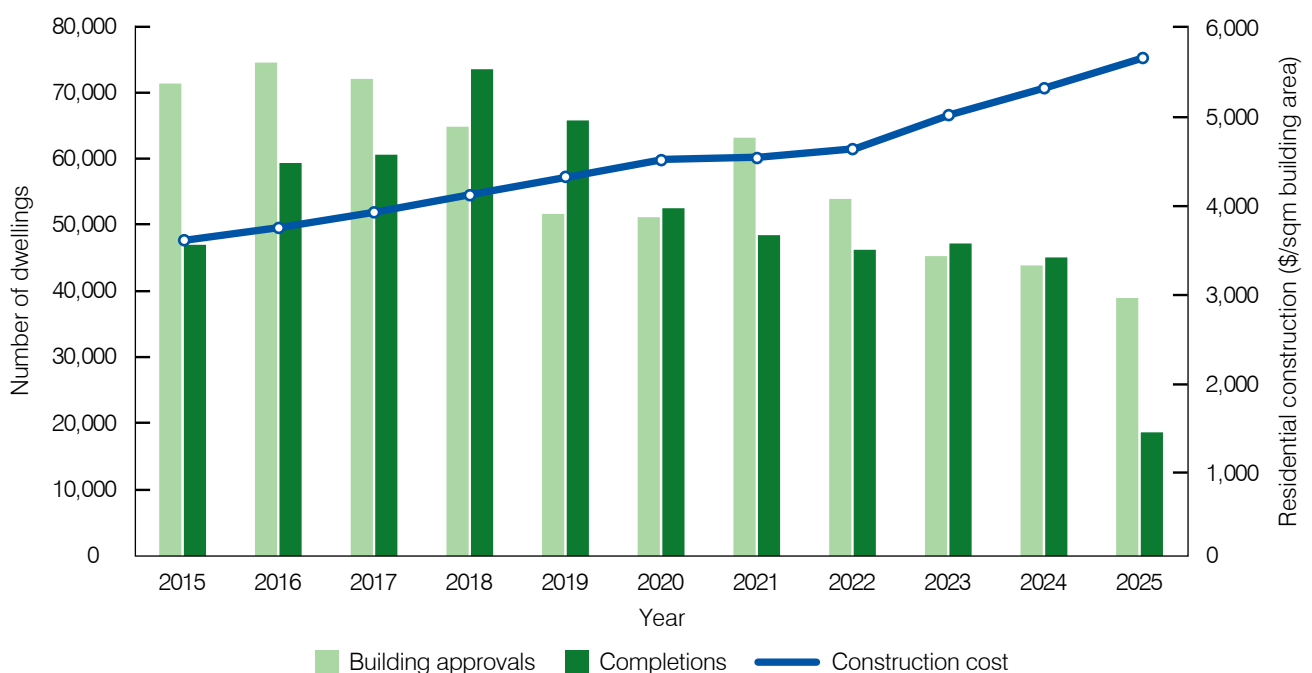
In the City of Sydney area, under the current planning system, the 5 years leading up to 2019 saw a record number of new apartments being built, with some concerns about oversupply. However, in response to this ample supply event, banks tightened access to finance for new development and the lodgement of development applications declined as development became less likely to achieve sales hurdles.

A series of market shocks occurred. Covid-19 and foreign wars disrupted supply chains, decreasing the availability of and increasing the cost of money, and overseas housing investment in Sydney evaporated.

The pandemic contributed to labour shortages, inflation and the cost of materials. There was a stretch of significant rain events and natural disasters that exacerbated an unsettled situation. As a result, the feasibility and the means to produce new development declined sharply. Today, there are more apartment buildings approved but not being built (completions) than ever before (Figure 3).

In areas like ours, where new dwellings are mostly provided as apartments financed by foreign investment capital, the impact of challenging market conditions is harder felt. The cost of building better regulated apartments has risen more dramatically than the cost of building houses. At the same time, prices paid for apartments have only increased marginally, even while the prices paid for houses have risen dramatically. For apartments, the difference between the cost of development and the price paid is closing. Developers continue to hold off delivering supply, anticipating more favourable market conditions in the future.

Figure 3: NSW Building approvals, completions and construction costs (2015–2025)⁶



The sustained market conditions have seen many smaller developers, builders and sub-contractors fold. The remaining companies are typically larger, with higher overheads and profit expectations. Fewer, larger entities and less competition also slows new more dispersed housing production.

Together, these changes have affected the type of dwellings the market is currently prepared to deliver in our area. Development is now predominantly for larger apartments for small households in high-priced, high-amenity areas. Purpose-built student housing and other forms of co-living housing are also being built, reflecting sustained higher development returns for these housing types.



There are about **18,000 homes** in our development pipeline that could be built by 2029.⁷

The NSW Government has released a draft region plan for Sydney

In December 2025, the NSW Government released the draft Sydney Plan, a new region plan for Greater Sydney.

Instead of establishing a strategic vision and long-term housing targets for how Sydney should grow, the draft Plan relies on the 5-year dwelling targets for local government that were set by the NSW Government in 2024 for 18,900 private dwellings to be completed (built), in our local government area to June 2029.⁸

While we are well placed to meet these targets, the draft Plan sets the clear expectation that all councils should be doing everything they can to create even more opportunities for housing in their planning controls or risk further NSW Government intervention to override councils' planning controls.

The NSW Government's Housing Delivery Authority challenges good planning outcomes, including affordable rental housing delivery

In 2024, the NSW Government established the Housing Delivery Authority (HDA) to lead a new streamlined state significant development (SSD) pathway and concurrent rezoning process for major housing developments of over 100 dwellings. Where declared SSD, local planning controls and processes are bypassed, including on sites that have already been carefully master planned with the community.

The establishment of the HDA and new NSW Government rezoning and assessment pathways is the most significant expansion of NSW Government planning powers over residential development including the widely unpopular and now repealed Part 3A of the Environmental Planning and Assessment Act 1979 (NSW).

We are deeply concerned with the NSW Government's approach to planning through the HDA.

The HDA planning pathway is an ad hoc, developer-led, site-by-site approach aimed at quickly increasing opportunities for housing development. While it may generate a short-term response, it is not a strategic approach to planning for the long-term growth of Sydney. It does not purposefully locate new housing in locations people want to live – areas with good public transport, parks, community facilities and services – rather than where developers have land.

The HDA approach seeks to increase development capacity to encourage short-term housing supply. This increases the underlying land values to match the elevated yield. However, if the housing is not built, the land value rarely devalues, making development more difficult in the future, while the benefit of more housing in the short term may not have been achieved.

The HDA approach also risks the delivery of long-term affordable rental housing in the local area. Our affordable housing contribution scheme has been the most successful way of delivering long-term affordable rental housing in NSW. Despite significant increases in density, most HDA projects are seeking to sidestep our longstanding affordable housing requirement.

If the NSW Government fails to apply our scheme, hundreds of permanent affordable rental dwellings that could be built may not be built. And while the SSD HDA pathway may result in some increased housing supply, it is unlikely it will be housing that can be affordably rented by even moderate-income households.



The Minister for Planning has declared **almost 5,000 dwellings** in our local area for the SSD HDA pathway.⁹ Some proposals are on sites where there is already approval for housing that could be built now. Instead, housing will be delayed while a new planning process is undertaken. Most proposals make no commitment, or a reduced commitment, to long-term affordable rental housing that we would require if we rezoned the land.



HDA approved SSD proposal -
881-885 Bourke Road, Waterloo
Image: Bates Smart, SSDA Design Report

We take a strategic approach to growth

We agree there needs to be more housing.

Our approach to growth is a strategic and place-based one, ensuring that increased housing density is supported by appropriate infrastructure; that housing is connected to community, jobs, recreation and services; that residents and workers can expect good amenity; that diversity in housing outcomes is achieved, including affordable housing; and that housing is well designed and respects the needs of neighbouring development and public spaces.

We have sufficient capacity in the development pipeline and under current planning controls to meet current housing targets. However, we must begin planning now for longer-term housing supply.

Future growth must be accompanied by the right amount of supporting public infrastructure, such as sufficient power, water, sewer and drainage through to transport, education and open space. New development is often the catalyst for improvements to the public domain.

This discussion paper investigates opportunities for more new homes in our local area over a 20-year horizon. As it becomes more feasible for development projects to occur, these opportunities will be taken up by developers and provide additional housing. With these opportunities, this discussion paper invites the community, local industry and government partners to share ideas that will help shape our long-term land use planning strategies and enable more homes, with greater diversity, in our local area.

Housing with purpose

These principles will guide us and others as we plan for more homes. They build on the local strategic planning statement and Sustainable Sydney 2030–2050, which set a long-term vision for sustainable growth, and are underpinned by what the community has told us.

Guiding principles

1 Inclusive and diverse

We will support housing that reflects and strengthens our diverse community.

- ▶ Diverse types, tenures and price points
- ▶ Affordable and social housing
- ▶ Planning and advocacy that promotes social equity and cohesion

2 Resilient and future-ready

We will ensure new housing is resilient to a changing climate and supports a net-zero future.

- ▶ Designed for climate risks like flooding and extreme heat
- ▶ Built to net-zero, all-electric, energy-efficient standards
- ▶ Integrated with green infrastructure and trees

3 Well-located and connected

We will prioritise new housing in areas that support everyday life and reduce car dependency.

- ▶ Located in walkable areas adequately served by transport
- ▶ Aligned with existing and planned infrastructure
- ▶ Access to services and jobs
- ▶ Easy connections to both passive and recreational open space

4 Place-led and community-focused

We will ensure new housing enhances local character and neighbourhood quality.

- ▶ Respecting local identity and heritage
- ▶ Supporting vibrant public spaces and mixed-use centres
- ▶ Incorporates shops, social infrastructure, community services and cultural facilities

5 Deliverable and realistic

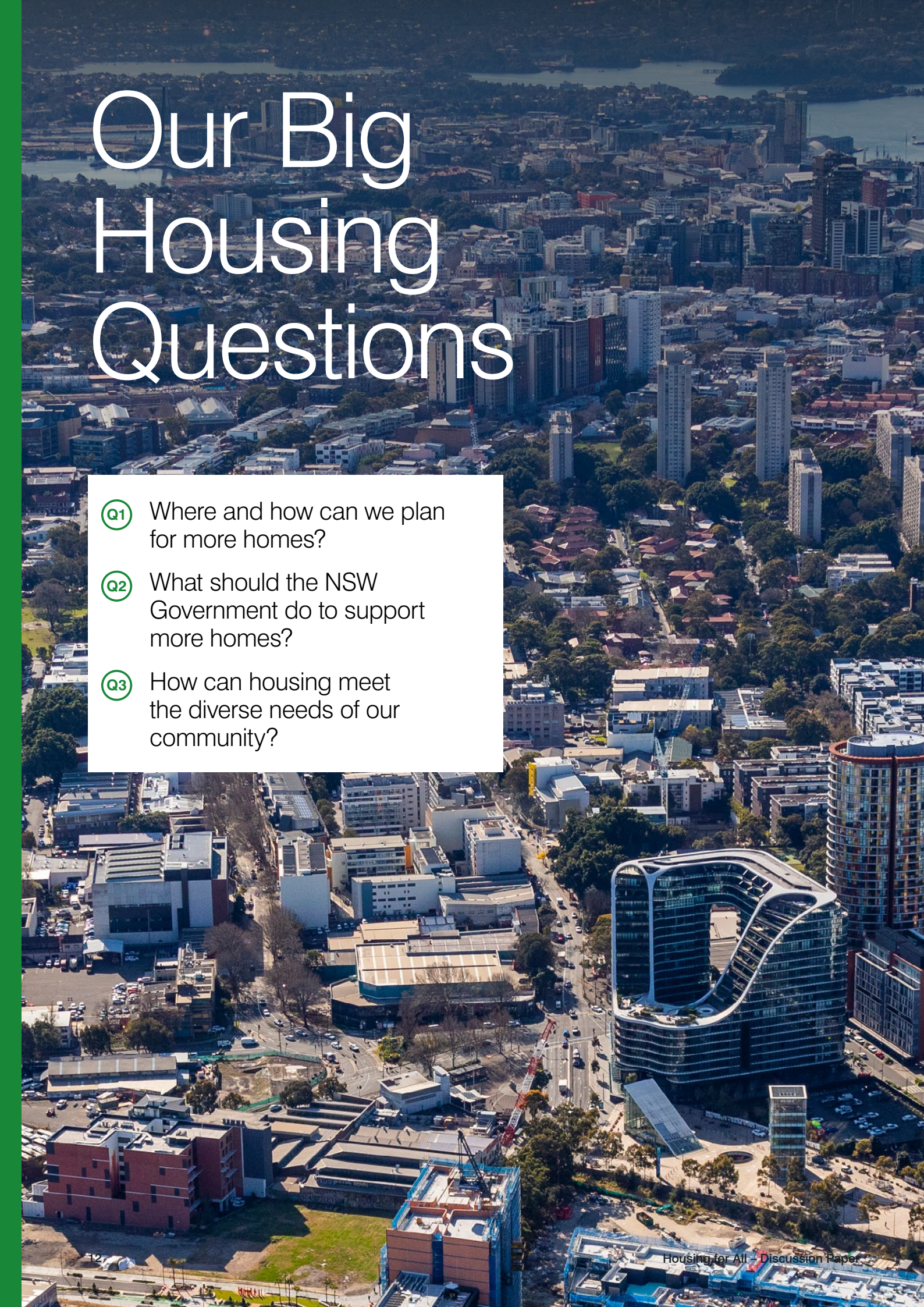
We will focus on housing opportunities that are feasible and ready to deliver.

- ▶ Realistic for short- to medium-term delivery
- ▶ Planned where government coordination can unlock delivery
- ▶ Flexible zoning to accommodate housing needs

6 Protecting jobs and services

Ensure economic needs and services are met.

- ▶ Prioritise business, jobs and services in strategically important employment areas
- ▶ Ensure opportunities for industry, business and economic clusters are not eroded
- ▶ Complement business, employment, nighttime and other uses in mixed-use centres

An aerial photograph of a city, likely Sydney, Australia, showing a dense urban landscape with various buildings, green spaces, and a body of water in the background. A prominent green vertical bar is on the left side of the image.

Our Big Housing Questions

- Q1** Where and how can we plan for more homes?
- Q2** What should the NSW Government do to support more homes?
- Q3** How can housing meet the diverse needs of our community?

Q1

Where and how can we plan for more homes?

We are exploring opportunities for more new homes in our local area.

Our current planning controls support a wide range of development types. However, there is potential in parts of the local area to consider zoning changes or increased building densities or heights alongside government investment in schools, hospitals and other essential infrastructure.

We will make sure any new homes are planned in collaboration with the community to balance good design, character, sustainability and public benefit, as well as provide comfortable, quality new homes that protect the quality of life for current and future residents. Growing neighbourhoods must be supported by timely and appropriate infrastructure and services.

Depending on which ideas are moved forward, there is the opportunity for many more homes, providing a mix of housing options in different locations and creating a choice of housing types for owners, renters and investors to meet the diverse needs of the community.

We are investigating new ideas and opportunities for housing, including:

- 1 **Ultimo and Pyrmont** can deliver more housing – with Wentworth Park returned
- 2 **Connecting Green Square** and Waterloo
- 3 **Prince Alfred Park edges** – a place to live and work
- 4 **Renewing the Supa Centa site** near Moore Park
- 5 **Renewing Broadway:** UTS to Glebe Point Road
- 6 **Renewing underused sites** along Parramatta Road
- 7 **More life (and living)** on our high streets
- 8 **Mid-rise living** in Beaconsfield
- 9 **Gentle density** on laneways
- 10 **Park-side living** for more people to enjoy

Feedback

We invite your feedback on the different locations and approaches to increase homes.

sydneyyoursay.com.au

1 Ultimo and Pyrmont can deliver more housing – with Wentworth Park returned

Ultimo and Pyrmont is a waterside neighbourhood with a strong sense of history and community. Once shaped by industry and workers' homes, it is now a desirable place to live close to work, culture and places to study. Parks, foreshore walks and leafy streets create an open feel, while heritage buildings sit alongside newer homes and workplaces, creating rich streetscapes. People value the convenience of public transport, walking and cycling, and the mix of old and new. Planning by the NSW Government and the City of Sydney has provided for 4,500 to 4,800 more homes in the area.

What might the area look and feel like?

Changing heights and density on sites previously identified by the community will allow well-designed high-density buildings that respond to the local character and address overshadowing and wind. We'll continue to look for more space for trees and public spaces. The area will be green, designed for comfort and liveability and enjoy good access to services and transport.

Why should we explore change in this area?

Our work with the community and landowners on the Ultimo and Pyrmont planning framework revealed more opportunities for more and better homes in Pyrmont, including social and affordable housing. Council agreed to investigate these sites in October 2025.

Pyrmont is well placed to house more people with excellent access to Central Sydney, a new Metro station in 2032, more public open space at a renewed Wentworth Park, and great access to the harbour and entertainment precincts. Early urban design analysis has shown these opportunities could enable more homes.



Ultimo and Pyrmont
Photo: Google Earth

2 Connecting Green Square and Waterloo

Green Square is one of the biggest and most successful urban renewal areas in Australia. People love living here because it has great transport, lots of parks, open spaces and community facilities. It is close to the city centre with shops, cafes and restaurants. For over 20 years, the City has planned parts of Green Square to create the best place for as many people as possible.

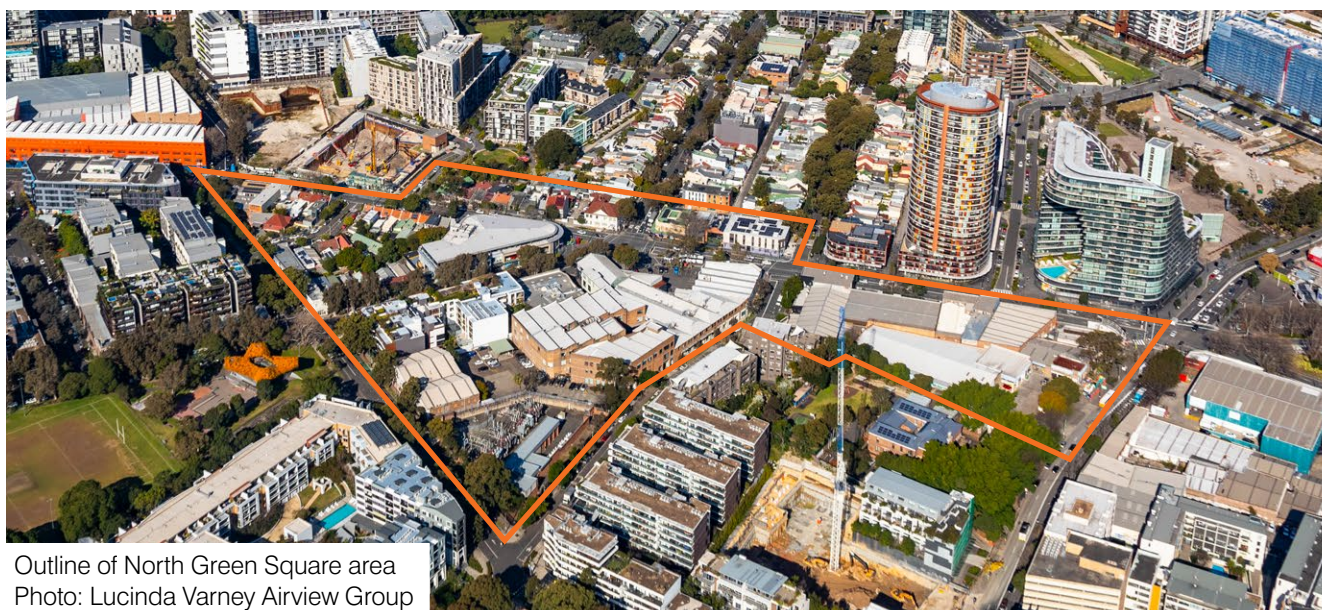
What might the area look and feel like?

Buildings with a variety of heights up to 20 storeys will respond to important heritage with careful design. Reviewing the heritage area could unlock housing while still protecting the best examples of it. Housing on busy roads will be designed to address noise and taller buildings will be located to retain sunlight to existing homes. The slip lane at Bourke and Elizabeth streets could be reclaimed for public space and improved pedestrian safety. New walkways through large sites will make it easier to move through the area, and businesses at street level will create a lively, mixed-use neighbourhood.

Why should we explore change in this area?

The North Green Square precinct is very close to the town centre and the train station, which has good access to the parks and community facilities that we have delivered. It has older industrial buildings that are isolated and yet to be renewed. North Green Square can connect Green Square and Waterloo with better streets consisting of shops and businesses, more trees and walking connections. This would improve access to Waterloo Metro.

Early urban design analysis has shown there are opportunities to sensitively accommodate more homes. Depending on growth across the wider Green Square Urban Renewal Area, further investigations into infrastructure, such as a high school, may be needed.



Outline of North Green Square area
Photo: Lucinda Varney Airview Group

3 Prince Alfred Park edges – a place to live and work

The area east of Prince Alfred Park was once an inner city residential and industrial area. It has an authentic mix of inner-city terraces, warehouse conversions, and creative businesses in tech, design and marketing alongside vibrant nightlife. The former Australia Post building is a large site to the south of the park. At the edge of the CBD, with unparalleled transport connections and overlooking the park, it is a great place for more people to live and work.

What might the area look and feel like?

Taller buildings of up to 20 to 30 storeys will overlook Prince Alfred Park with sensitive design to protect the amenity of the terraces. The area could be more activated, green and walkable with slower traffic, strengthening its authentic inner city creative character. Additions to historic warehouses and new mixed-use buildings could have space for creative and tech businesses and contemporary living above. New green space may be found near Cleveland House and in pocket parks on reclaimed streets.

Why should we explore change in this area?

Prince Alfred Park East can provide lots of people with a great living environment. It's on the edge of the CBD, is close to all forms of public transport and has access to one of Sydney's great parks. It's a neighbourhood with creative and tech businesses and is on the doorstep of our nightlife areas. It's an area attractive for development and if planned well can provide a unique mix of creative businesses and homes for young and early career workers alongside older warehouses and heritage buildings.

The former Australia Post site on Cleveland Street is an isolated and underused commercial site. With thoughtful design, it could accommodate mid- to high-rise apartments and active ground-floor uses, creating a lively mix of homes and businesses.



Outline of Prince Alfred Park East area
Photo: Lucinda Varney Airview Group

4 Renewing the Supa Centa site near Moore Park

Supa Centa Moore Park is one of the best performing retail complexes of its type in Australia. It is easy to reach by car from across metropolitan Sydney and the airport, and the University of New South Wales and city centre are nearby. Buses and bike paths connect the site to other important places.

The NSW Government is creating 20 hectares of new public parkland at Moore Park with walking trails, dog areas, playgrounds and sports facilities.

What might the area look and feel like?

The site would retain the Supa Centa and its parking. There could be 4 to 6 storeys of co-living housing above the retail, like East Village in Green Square, but designed to protect people from the road noise. There may also be 2 or 3 tall residential towers overlooking the golf course to the east and to the new park to the north.

Why should we explore change in this area?

The Supa Centa is a very large site and less constrained than others. Located near the new public parkland, it can provide a great place for people to live. Although the retail complex is successful, it's no longer part of an industrial precinct. Redevelopment of the site is an opportunity to show how shopping centres and homes can work together. Adding homes can fit with the shopping centre and will bring more people and life to the area. With better parks, energy-efficient buildings and smart design, this change will make the area better, more connected and economically stronger.



Outline of Supa Centa area
Photo: Lucinda Varney Airview Group



Artist's Impression: New Moore Park
Image: NSW Government

5 Renewing Broadway: UTS to Glebe Point Road

This area is close to the University of Technology Sydney, the University of Sydney, TAFE NSW, Broadway Shopping Centre and Central Station. Entertainment and retail opportunities in the CBD, Haymarket and Darling Harbour are a short walk away.

The area is a mix of older warehouses, apartments, shops and places to eat and drink. Many buildings are ageing. Wentworth Park, located directly north, provides recreational and social opportunities to support the community and is easily accessible.

What might the area look and feel like?

The precinct could become a higher density, mixed-use neighbourhood with mid- to high-rise developments on large lots providing a range of housing types for young professionals, creative industry workers and students. Taller buildings would line Broadway and the wider streets, while quieter streets would feature lower buildings to reflect changes in scale and character.

Housing design, building and street layouts would ensure good levels of amenity with buildings on busy streets protected from noise. A review of the heritage areas could unlock housing while protecting the best examples and adapting others.

Why should we explore change in this area?

The area has excellent access to services, transport, open space and entertainment.

More housing here can provide a walkable lifestyle for workers, students and others attracted to Central Sydney and the educational institutions. The future expansion of Wentworth Park as well as nearby entertainment and retail opportunities offer excellent amenity.

The larger lots are suitable for development while the older warehouses and different types of streets provide a diverse and attractive character.

Broadway has more traffic lanes than needed. Using this space for light rail, wider footpaths, large trees and even a potential cycleway will significantly increase the amenity of the area and could support even more housing.¹⁰



Outline of Broadway Renewal Area
Photo: Google Earth

6 Renewing underused sites along Parramatta Road

At the Forest Lodge end of Parramatta Road, opposite Sydney University, there are 14 sites in a former industrial block that is zoned for a mix of light industrial, commercial and office uses. Affordable housing is also allowed.

Parramatta Road is a major transport corridor with strong links to other areas in Sydney. It is currently in a period of transition with significant redevelopment occurring in Camperdown and Annandale.

The precinct is close to Sydney University and Royal Prince Alfred Hospital which attract a high number of students and workers.

What might the area look and feel like?

Mid- to high-rise buildings will front Parramatta Road while lower buildings along Arundel Street will fit in with the area's existing character. The two larger sites flanking Ross Street are suitable for taller residential towers. Sites along Parramatta Road will also have ground floor non-residential uses.

Housing will be designed to be healthy and comfortable, have access to fresh air and face away from Parramatta Road.

In addition to market housing, there will also be affordable housing and opportunities for student housing and other co-living housing. The heritage item at Officeworks will be retained and integrated with new development.

Why should we explore change in this area?

The former industrial areas along the northern side of Parramatta Road have been progressively redeveloped over the last 20 years leaving this area isolated and under-utilised.

Located opposite Sydney University and close to Royal Prince Alfred hospital, it could provide much needed housing for workers, students and others, including a preference for affordable housing.

Developing this precinct can contribute to the long-term transformation of Parramatta Road and Broadway, including by providing active uses along the street. Introducing light rail along Parramatta Road would further boost the success of this area.



Identified sites – Parramatta Road, Forest Lodge
Photo: Google Earth

7 More life (and living) on our high streets

High streets, like Glebe Point Road and Crown Street, are vital social spaces that support the neighbourhoods, social life, diversity, economy and nightlife.

They shape community identity, bring people together and are the focus for community facilities, activity and most importantly, daily services and needs.

Each high street has a distinct character that is recognised and strongly valued by its local community.

What might the area look and feel like?

Selected high streets would feature a blend of new homes above existing shops and infill mid-to high-rise apartment buildings, creating a lively mix of residents and businesses. Good design of new buildings and additions to existing buildings will complement heritage and retain the valued character of these streets.

High streets would become even more dynamic and community-focused during the day with greater activation at night, bringing more people to live directly within the heart of these neighbourhoods. We could look at Devonshire Street initially and consider streets such as Victoria Street and Darlinghurst Road, Glebe Point Road, King Street (north) and Crown Street (south).

Why should we explore change in this area?

More homes along our high streets means more people have easy access to shops, services and community life. In turn, this will bring more people to the area to shop, go out and enjoy the streets' businesses and restaurants. This will boost the local economy and support a better environment for people to live, work and socialise. More homes will also allow more people to easily benefit from investment in public spaces, community facilities and public transport along these streets.



8 Mid-rise living in Beaconsfield

Beaconsfield is a short walk south from Green Square station and town centre. It is a quiet neighbourhood with small parks, a playground and tennis courts at the centre of the community.

Much of the early subdivision pattern of narrow rectangular lots survives. Almost all lots both face the street and have rear lane access. There are detached houses, terrace houses, small apartment buildings, warehouses and office buildings.

What might the area look and feel like?

New, smaller apartment buildings at the centre, ranging from 4 to 6-storeys, would sit comfortably beside existing buildings.

Along the busy roads at the edge, taller buildings up to 12 storeys, with cafes and shops at street level, would create more street activity and add amenity. Living spaces would be designed to face quieter streets and lanes, away from noise and pollution.

Quieter back streets and lanes, with improved footpaths, more trees, and less through-traffic, would preserve the area's quiet, residential feel.

Why should we explore change in this area?

Beaconsfield is already well-connected and easy to walk around, so adding more new homes here helps more people live near parks, transport, local shops and the community facilities we've built.

The layout of streets with a north-south orientation and rear lane access suits higher-density development, allowing good sunlight, privacy and access. Developing the smaller lots at the right scale will enable the market to deliver homes efficiently.



Outline of Beaconsfield area
Photo: Lucinda Varney Airview Group



Example of a small-lot apartment building – Surry Hills
Photo: City of Sydney

9 Gentle density on laneways

There are many beautiful small streets with small houses in Sydney. They are dense, quiet, friendly neighbourhoods where you can walk to all you need and have public transport nearby. The houses are small and cheaper than their larger neighbours yet are comfortable, light-filled and breezy.

Recent changes to the planning controls in Pyrmont allow subdivision of larger sites to create narrow lots for low-rise terraces fronting laneways. It shows how we could introduce more small lot housing into our area while maintaining local character.

What might the area look and feel like?

New small lot homes are envisaged to be built as standalone Torrens Title dwellings that face the laneway. They would be compact, liveable spaces up to two storeys high, with rooftop terrace. They would be private and have excellent access to sunlight and natural ventilation, ensuring comfort and energy-efficiency.

The privacy and amenity of existing homes would be protected.

As more small lot homes are built, the laneways would become more attractive, walkable and safer.

Why should we explore change in this area?

We already allow garages with upper levels on laneways. With adjustments, these types of buildings could become compact but high-amenity homes, providing more housing choice.

These homes give more people the opportunity to live in highly walkable and pleasant areas with great access to services and amenities without affecting buildings on the valued heritage streets.

Sustainable Sydney 2030–2050: Continuing the Vision proposed transforming lanes into soft, green public spaces. Small lot homes could contribute to this vision with more greening and front doors rather than roller doors.



Artist's illustration of small-lot housing

Image: Concept by Studio Zanardo, Gallagher Studio and MAKO Architecture

10 Park-side living for more people to enjoy

Parks are essential to our places and communities. They support people's health and biodiversity, bring people together and help local economies. They play a big role in creating a strong sense of place and community pride.

We have many parks of different sizes and characteristics which meet different recreational and community needs. When older parks were established, they were surrounded by lower-scale houses typical of the time. In a growing city, more people should have the opportunity to enjoy the benefits of living next to parks.

What might the area look and feel like?

New apartments in well-designed mid- to high-rise buildings would face the parks, offering great views, plenty of natural light, and fresh air. The new buildings would also incorporate cafes and other active uses along the park edges. More people would enjoy the parks and feel safe, thanks to the greater activity and natural surveillance from nearby homes.

The parks and surrounding areas will be carefully chosen so the parks continue to receive good levels of sun and existing recreational activities will still be enjoyed. We would look at Redfern Park and Wentworth Park as a first stage and then consider others.

Why should we explore change in this area?

By focusing new apartment buildings around select parks, we can give more people daily access to green spaces and great sun and outlooks, creating healthier, happier and better connected neighbourhoods. It also means we can concentrate on bringing the most benefit to the most people, while continuing to protect the unique character of surrounding areas.



Example of parkside living at Harold Park
Photo: Katherine Griffiths / City of Sydney



Example of parkside living at Joynton Park
Photo: City of Sydney

Q2

What should the NSW Government do to support more homes?

The NSW Government plays a critical role in providing more housing. It is one of the largest landowners in the area and controls the delivery of essential infrastructure that determines whether land is viable for residential use. By releasing underused land and investing in transport and other critical infrastructure, new opportunities for housing can be unlocked.

We estimate that up to 7,800 homes could be delivered on NSW Government owned land under current planning controls and a further 6,500 homes on sites that require additional planning (Figure 4).

We have also identified opportunities where infrastructure investment could enable up to 11,000 new homes and deliver lasting public benefits. Key opportunities include a metro station or light rail to serve Rosebery and light rail along Parramatta Road.

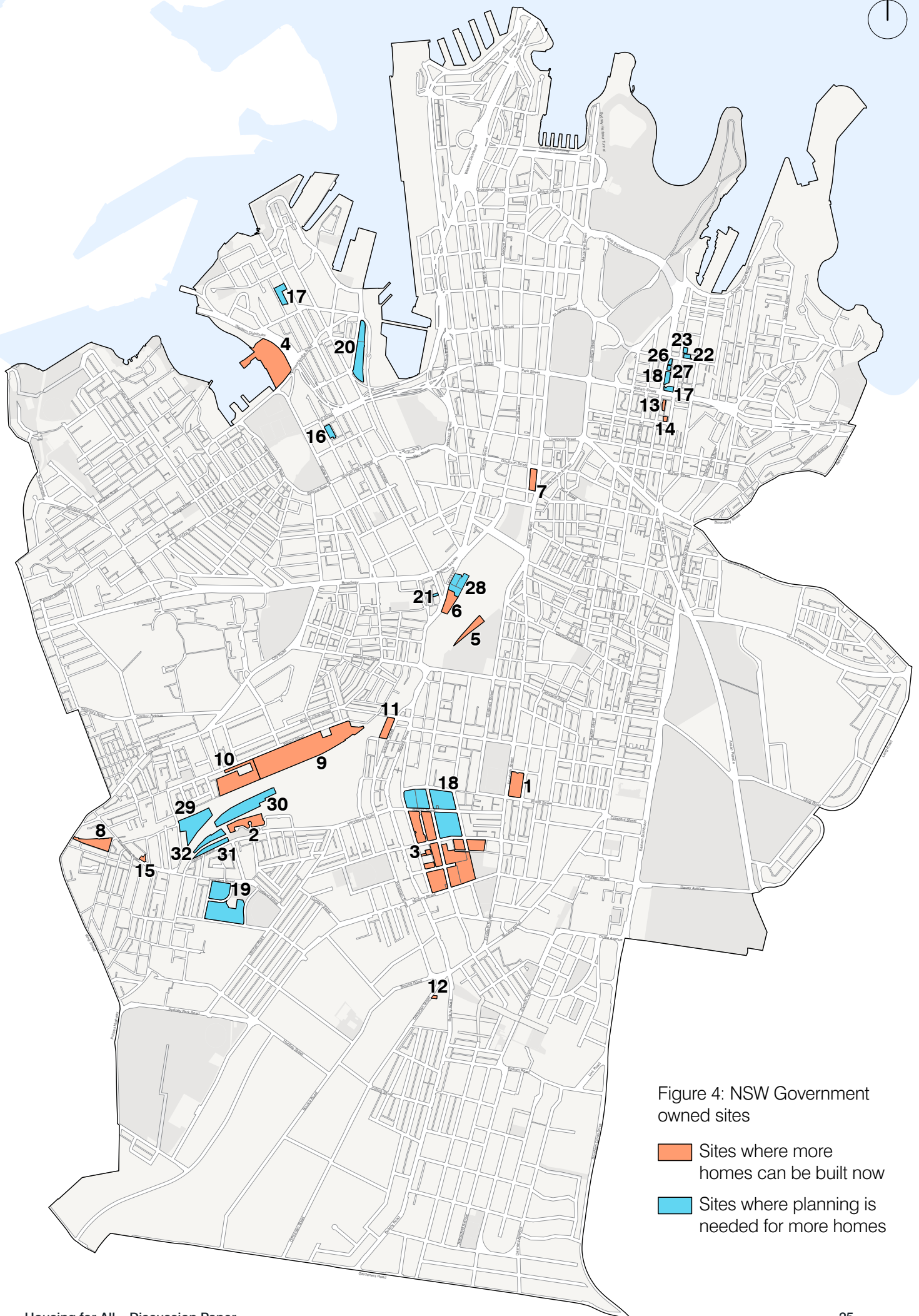
Feedback

We invite your feedback on what the NSW Government should do to increase homes in our local area.

sydneyyoursay.com.au

NSW Government owned sites could deliver more homes under current planning controls and state-owned sites that require additional planning

Site	Ownership	Address
Sites where more homes can be built now		
1	Homes NSW	600-660 Elizabeth Street, Redfern
2	Homes NSW	53 Henderson Road, Eveleigh
3	Homes NSW	various, Waterloo
4	INSW	56-60 Pyrmont Bridge Road, Pyrmont
5	TAM	1 Eddy Avenue (part of), Chippendale
6	TAM	1 Eddy Avenue (part of), Chippendale
7	TAM	101 Goulburn Street, Haymarket
8	TAM	326A King Street, Newtown
9	TAM	1001 Wilson St (part of), Eveleigh
10	TAM	1001 Wilson St (part of), Eveleigh
11	TAM	1001 Wilson St (part of), Eveleigh
12	TAM	14 O'Riordan Street, Alexandria
13	TfNSW	140-184 Palmer Street, Darlinghurst
14	TfNSW	110 Stanley Street, Darlinghurst
15	TfNSW	76-94 Erskineville Road, Erskineville
Sites where planning is needed for more homes		
16	Homes NSW	336-368 Jones Street, Ultimo
17	Homes NSW	26-52 Mount Street, Pyrmont
18	Homes NSW	149 Cope Street, Waterloo
19	Homes NSW	various, Erskineville
20	PM NSW	50 -100 Murray Street, Sydney
21	P&D NSW	33-37 Regent Street, Chippendale
22	TAM	90-94 Bourke Street, Woolloomooloo
23	TAM	82-88 Bourke Street, Woolloomooloo
24	TfNSW	114-132 William Street, Woolloomooloo
25	TfNSW	100-126A Palmer Street, Woolloomooloo
26	TfNSW	131 Cathedral Street, Woolloomooloo
27	TfNSW	80-94 Palmer Street, Woolloomooloo
28	TfNSW	14-30 Lee Street, Haymarket
29	TfNSW	1001 Wilson St (part of), Eveleigh
30	TfNSW	1001 Wilson St (part of), Eveleigh
31	TfNSW	1001 Wilson St (part of), Eveleigh
32	TAM	1002 Railway Parade, Eveleigh



1 Fast-track development-ready NSW Government owned sites

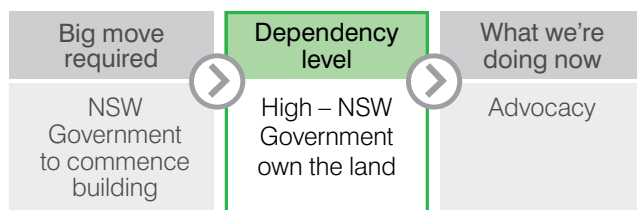
The NSW Government has already planned for increased density and heights for more housing on some of the land it owns. It can act now to deliver housing quickly and efficiently. Yet redevelopment on some sites has stalled, and the government has not provided a timeline for when or if projects will move forward.

Where are these sites?

There are 15 NSW Government owned sites that could start providing more housing now (Figure 4):

- ▶ Waterloo Estate (South) – Design work has started on a large-scale social housing renewal for 3,000 homes
- ▶ North Eveleigh Precinct (Paint Shop and Clothing Store) – The development of former rail lands could deliver almost 1,000 homes
- ▶ Central Station Precinct – The renewal surrounding the major transport hub could provide up to 950 homes
- ▶ Blackwattle Bay – The renewal of the Fish Market site could see up to 1,500 more homes
- ▶ Explorer Street and Redfern Place (design commenced) – infill development and social housing renewal could deliver over 700 homes

Our role



These sites already have planning capacity and could deliver up to 7,800 homes now

Why pursue housing on these sites?

This is direct action on the affordable housing crisis. Planning is completed for these sites and the NSW Government can release them to the market for development. Here, delivery does not depend on generating profits for private interests. However, renewal of these sites must be done sensitively with any existing social housing residents supported and not displaced against their wishes.

Acting now means the NSW Government can immediately turn this capacity into real homes.



2 NSW Government owned sites where more homes could be unlocked

There are other NSW Government owned sites across the local area which could provide opportunities for more housing. These sites are in highly desirable inner city locations and the NSW Government could prioritise their development, including for affordable housing.

Where are these sites?

There are 17 NSW Government owned sites that are worth investigating for planning changes for more housing (Figure 4). Major contributors include:

- ▶ Existing Homes NSW sites including Ultimo and Pyrmont (almost 200 homes), Erskineville Estate and Alexandria Bowling Club (up to 450 homes) and Waterloo North (up to 2,100 homes)
- ▶ Transport for NSW sites near Macdonaldtown Station that are currently used for rail operations (up to 2,500 homes)
- ▶ Sites in Darling Harbour leased to Ibis and Novotel (up to 1,000 homes)

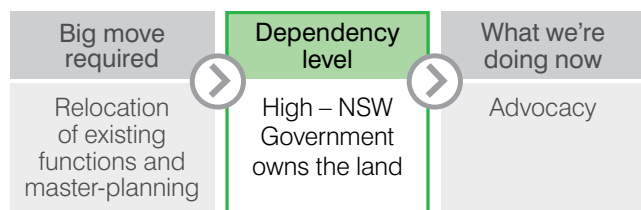
Why pursue housing on these sites?

Exploring these sites could create new housing capacity. These NSW Government owned sites are well located but underused given their location. New plans can unlock opportunities for thousands of homes, including social and affordable housing, and deliver community facilities and open spaces.

What are some of the challenges with these sites?

Some of these sites are currently used for essential services or infrastructure (e.g. facilities that support metropolitan rail operations), which cannot be moved without planning and investment elsewhere.

Our role



Investigation by the NSW Government could enable up to 6,500 more homes



3 Transforming Parramatta Road and Broadway with light rail

Sustainable Sydney 2030–2050 describes Parramatta Road and Broadway as a future green avenue with light rail. Today, the road is one of Sydney's most connected but least welcoming places to live.

High traffic volumes, noise, pollution, narrow footpaths, no bicycle lanes and limited trees reduce liveability. Broadway is also up to 9 lanes wide in places, yet vehicular capacity is underused, making it an ideal location to reallocate road space for public transport.

Why is there a need to explore change in this area?

Previous plans for housing on Parramatta Road have not materialised while waiting for the NSW Government to commit to better public transport. The amenity must be improved to support more homes. Introducing light rail would transform Parramatta Road and the area around it, delivering a better environment with more greenery, more people and better access. Major shopping centres, employment centres, universities and the hospital will benefit from light rail and more housing.

What might the area look and feel like?

With light rail, higher density housing could occur along and around Parramatta Road and Broadway, benefiting from reliable, high-capacity public transport. Higher streetscape amenity allows more apartments and flexible designs, due to reduced noise and air pollution. Slower and quieter traffic, wider footpaths, and more road crossings and trees would create a safer, more enjoyable streetscape. The corridor could become a showcase for sustainable, transit-oriented living, demonstrating how light rail enables higher density and liveable urban spaces.

Is there anything we can start now?

We continue to urge the NSW Government to agree to light rail here. We have started investigating sites in Forest Lodge and Ultimo and Glebe, as described earlier. These areas could support more homes, but light rail is key to transform the corridor and unlock its full potential.

Our role

Big move required	Dependency level	What we're doing now
Light rail	Partial – Some planning can start now	Start planning in Ultimo/Glebe; advocate for light rail

Light rail on Parramatta Road could enable 1,750 to 2,200 more homes



4 Extending Green Square with light rail and metro

Rosebery sits just south of Green Square and could support more homes. But the area is too far from Green Square or Mascot Station to sustain high-density housing.

A metro station at Zetland or light rail through the area would bring Rosebery within walking distance of high-capacity transport, unlocking the area for new housing. It would ease pressure on Green Square station and the Airport Line that will increase as Green Square grows. It will also create opportunities for affordable rental housing.

Why is there a need to explore change in this area?

Rosebery's wide streets and simple layout make redevelopment feasible and cost-effective. However, poor transport limits higher density and means reliance on cars. A new metro and/or light rail would unlock this potential and support a connected, mixed-use neighbourhood which is close to jobs and services.

What might the area look and feel like if new transport solutions are delivered?

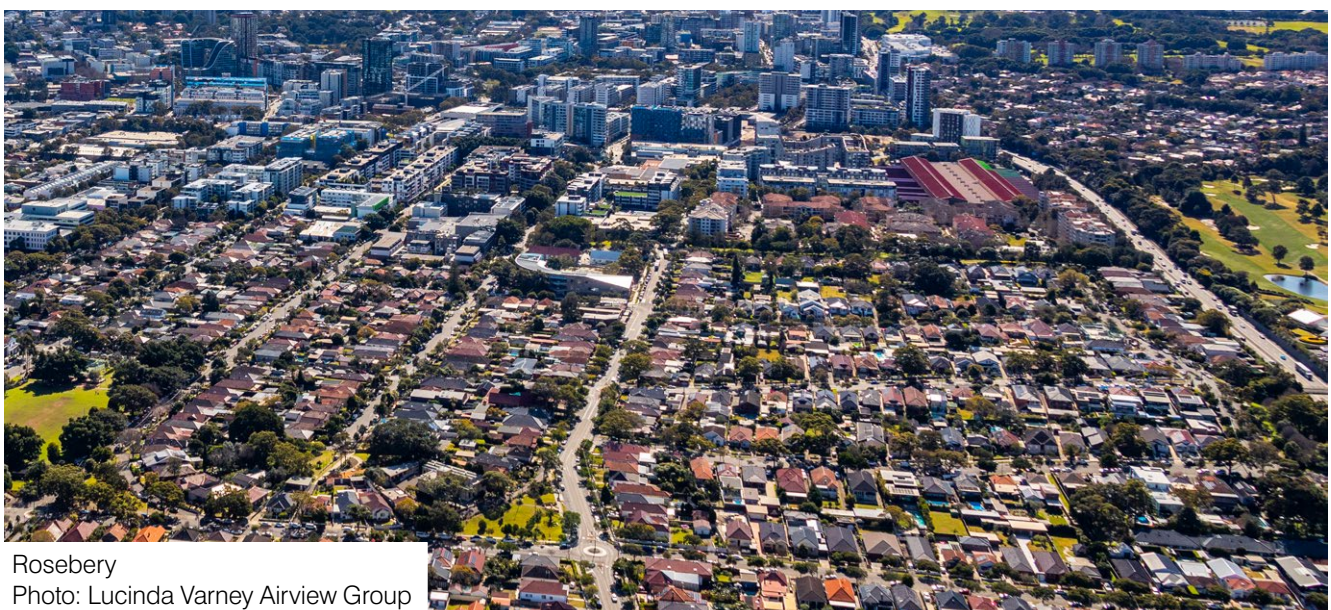
Rosebery could transform from low-scale detached housing into a vibrant, well-connected neighbourhood. Mid- to high-rise apartments would line tree-shaded streets, supported by new parks, retail and community facilities. The area would feel like a natural extension of Green Square, offering a mix of housing types and easy access to employment and services.

A single Metro station would have a large catchment and connect to a wide area quickly enabling up to 5,000 additional dwellings. Light rail would have more stations with smaller catchments and connect to other parts of the inner city, supporting some 9,000 dwellings. Ideally, the area would have both.

Our role

Big move required	Dependency level	What we're doing now
Metro station at Zetland	High – Cannot proceed without new transit	Advocating for new rapid transit

A metro or light rail at Zetland could enable 5,000 to 9,000 more homes



Q3

How can housing meet the diverse needs of our community?

A socially and economically healthy city needs homes to rent and buy, at different price points and in a variety of types and tenures. This diversity supports all kinds of households – families, older people, students, essential workers, Aboriginal and Torres Strait Islander peoples, and others – ensuring everyone can find a home that fits their needs.

In our local area, we have seen a reduction in the proportion of social housing, smaller and more affordable apartments for rent, and boarding house rooms. This makes it increasingly hard for people on lower incomes to live in the area. In an area like ours, once low-cost housing is lost it is seldom recovered as the land is actively wanted for other uses.

Without government intervention, the market will not deliver the diversity of housing we need, particularly lower cost housing.

This section explores how our planning actions and advocacy can support the community's diverse housing needs across the housing continuum (Figure 5).



Affordable housing – Carriageworks Eveleigh
Photo: City West Housing

Figure 5: The housing continuum

						
Non-market housing					Market housing	
	Crisis and transitional	Supported housing	Social housing	Affordable rental housing	Private rental housing	Home ownership
Description	Emergency and temporary accommodation for people in crisis.	Specialist housing for people with support needs so they may live independently.	Public housing, community housing and Aboriginal housing.	Subsidised rental housing rented to eligible households.	Market housing for rent.	Market housing for purchase.
Allocated to	Typically for very low- and low-income households; however, may be utilised by all in crisis.	Available to all with support needs. Generally not means tested, although subsidies may be utilised.	Means tested. Eligibility is generally limited to very-low and low-income households.	Means tested. Eligibility limited to very-low, low- and moderate-income households.	Available to all for market rents.	Available to all for market value.
Funding, delivery and management	Funded by Federal and State government. Delivered and/ or managed by specialist homelessness services and other non-government bodies.	Funded mostly through the National Disability Insurance Scheme. Delivered and/ or managed by private providers, non-government bodies including community housing providers.	Funded by Federal and State government. Delivered and/ or managed by State government, Aboriginal housing providers and other community housing providers.	Funded by Federal and State government. Delivered and/ or managed by community housing providers, State government and some for profit providers.	Privately funded. Generally built by private developers and commonly managed by real estate agents.	Privately funded. Generally built by private developers.
Council's role	Council has no direct role in the funding and delivery of crisis and transitional housing. Council can support delivery with small-scale grant funding and advocacy.	Council has no direct role in the funding and delivery of supported housing. Council can support delivery with small-scale grant funding and advocacy.	Council has no direct role in the funding and delivery of social housing Council can support delivery through collaboration with the State Government, including planning support, fees and charges concessions, and advocacy.	Councils can provide funding support for affordable housing via contribution schemes. Council can also support delivery with small-scale grant funding, discounted land sales, planning concessions, fees and charges concessions, and advocacy.	Council supports the delivery of private market housing through its land use and planning functions, i.e. planning policy, rezoning, development assessment and approval.	Council supports the delivery of private market housing through its land use and planning functions, i.e. planning policy, rezoning, development assessment and approval.

1 Affordable rental housing

Nurses, emergency and frontline workers, childcare workers, cleaners and artists cannot afford to rent or buy in our local area without being in housing stress (Figure 6). This is not just a social equity issue – it also impacts the efficiency of our economy and labour market.

Affordable rental housing is a subsidised housing type rented off-market to lower income households. It helps fill the gap that the market cannot.



Across 9 sites, we have sold or long-term leased our land or property to not-for-profit organisations, at a discount of more than \$31 million, to support the delivery of hundreds of affordable and diverse dwellings. A range of projects have benefited from this support, including crisis accommodation and a housing cooperative.

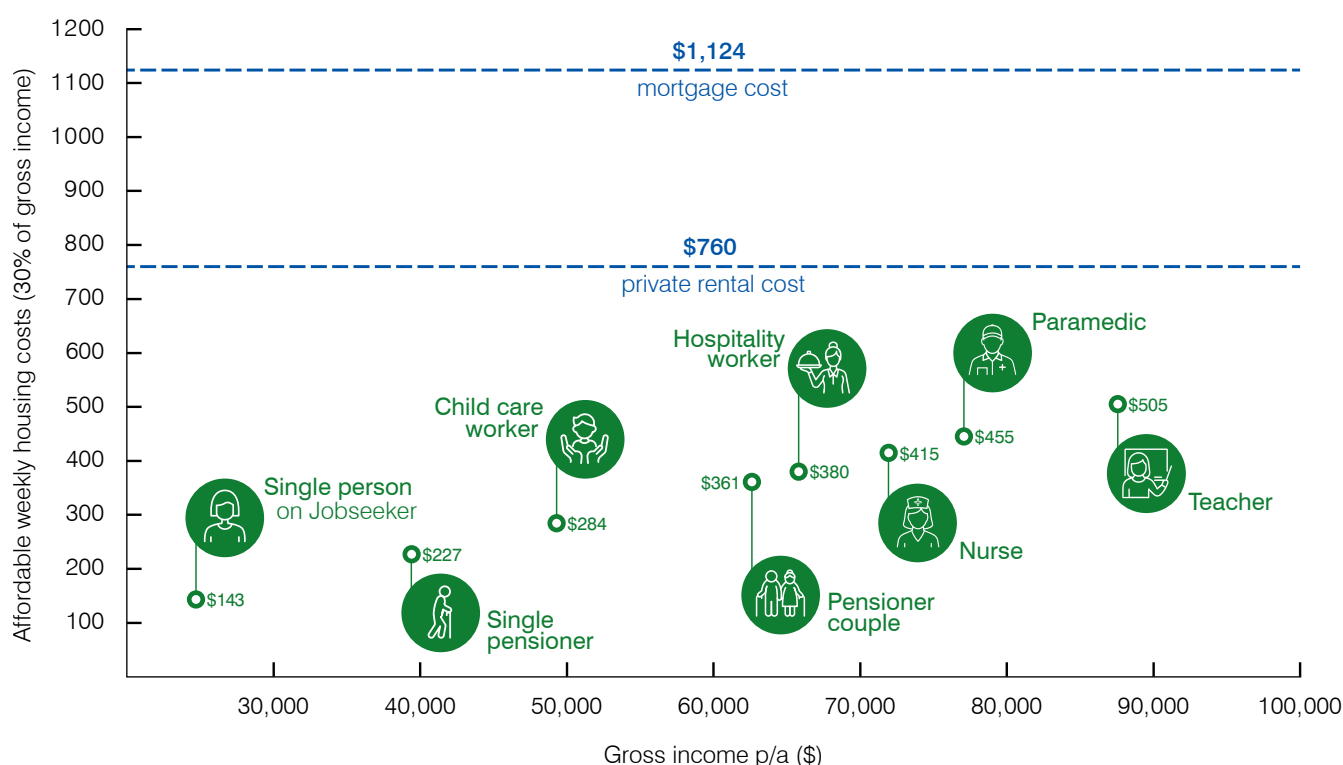
Subsidised affordable rental housing addresses market failures

In our local area, the market is not delivering housing that is affordable for lower income households.

The City uses every lever available to local government to maximise affordable housing delivery, including through planning controls, by levying affordable housing contributions¹¹ and allowing affordable housing in suitable areas in our employment lands, selling council-owned land and properties at a discount to community housing providers, and providing grants.

However, more action is needed by the NSW Government to increase and sustain the supply of long-term affordable rental housing. This could include establishing an affordable housing target and committing to provide more long-term or “forever” affordable housing on their own land when it is being renewed.

Figure 6: Housing affordability for lower income households¹²



Time-limited, discount to market affordable housing won't deliver long-term solutions

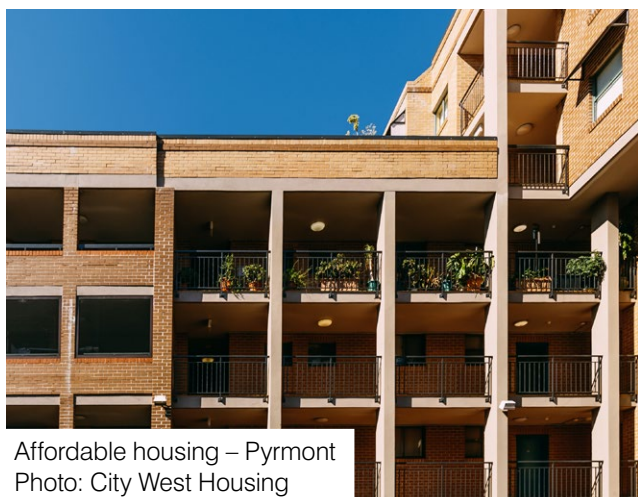
Right now, NSW Government planning incentives allow developers to build bigger buildings in exchange for delivering time-limited affordable housing. This only needs to be affordable for 15 years and rents are only set as a discount from market rents – which are not always technically “affordable”, particularly for low- to moderate-income households in expensive local areas like ours.

We support forever affordable homes that are genuinely affordable to eligible residents, with rent set at no more than 30% of gross household income, not as a discount from market prices. While these homes need greater subsidies and may be fewer in number at first, they will deliver lasting community benefits.

In our area, research shows the cost of delivering one forever affordable housing dwelling is equivalent to the cost of delivering 5 or 6 time-limited (15 years) affordable housing dwellings. Further investigation is needed to explore how current state government policies can allow for this preferred approach.



For a single parent working part-time and on benefits, a discounted market rent (74.9%) on a 2-bedroom unit in our area is **\$824 per week**. An income-based rent (30% gross income) is **\$258 per week**. The difference is **\$565 per week**.¹³



Affordable housing – Pyrmont
Photo: City West Housing

Community housing providers are important partners in growing the supply of affordable rental housing

Registered community housing providers (CHPs) are trusted, well-regulated not-for-profit organisations with a strong record of delivering long-term affordable homes. They are skilled at using government funding, tax concessions and planning incentives to deliver more housing at a lower cost. We are committed to working with CHPs to keep growing affordable housing locally.

However, rising costs make it harder for CHPs and other housing organisations to compete in the housing market. Land scarcity in inner city areas is also a challenge, with fierce competition for development sites.



Community housing providers can often deliver up to **20% more** affordable homes for the same cost.¹⁴

Feedback

We invite your feedback on increasing affordable housing.

Issues to consider include:

- ▶ Clear NSW Government targets backed by practical delivery plans
- ▶ NSW Government and councils working with CHPs to provide affordable homes
- ▶ Developers delivering permanent affordable rental homes

2 Social housing

Social housing – including public housing, community housing and Aboriginal housing – offers stable, long-term homes for priority groups on low and very low incomes.¹⁵

The state and federal governments are responsible for the delivery of social housing.

Social housing is reducing as a proportion of housing stock in our area

In the last decade, social housing, as a proportion of all private housing, has decreased from 9.7% to 7.6%. There have also been decreases in real terms, particularly resulting from the sale of NSW Government properties in Millers Point, including the Sirius Building.

Over this period, to encourage more housing, we have supported the NSW Government in moving forward the renewal of several social housing sites to increase their planning capacity for social, affordable and market housing. We have focused our actions and advocacy on ensuring that the renewal of these sites results in well-designed, equitable precincts where the delivery of social and affordable housing is maximised. There are further opportunities for renewal on NSW Government sites where more social housing could be provided.

The NSW Government can also contribute to the growth of the community housing and homelessness sectors through its role as the system steward and through the provision of funding to these sectors, both to increase supply and to improve the viability of housing projects, especially those that involve the provision of support services.

The National Housing Accord should establish a target for social housing

While the government has increased funding for social housing, it continues to decline as an overall proportion of the housing supply. Waitlists are long.

There is no national target or a sufficient plan for how we can meet the long-term need for social housing. This is a need that will only grow as the cost of housing becomes more unattainable. It is essential that a target for social housing is established at the federal level. A target will provide a consistent reference for government to return to annually, to measure progress, guide policy adjustments over time and drive investment in social housing.



There are over 7,000 households currently on the social housing waiting list in inner-city areas. The average wait time can stretch to 10 years or more.¹⁶



Public housing, Redfern
Photo: City of Sydney

Feedback

We invite your feedback on protecting and increasing social housing in our area.

3 Aboriginal private home ownership and Aboriginal controlled social, affordable, elders and aged housing

The Gadigal of the Eora Nation are the traditional custodians of our local area.

Our area has great significance to Aboriginal and Torres Strait Islander culture and communities, in particular Redfern, which is historically known as the epicentre of Indigenous activism and self-determination.

Aboriginal and Torres Strait Islander people face overall poorer housing outcomes, including lower home ownership rates, higher rates of homelessness and higher reliance on social housing.



In 2025 the City demonstrated its commitment to self-determination by supporting two Aboriginal community-controlled organisations to deliver housing. This included approval for Wyanga Aboriginal Aged Care Program Inc (in partnership with Uniting) to redevelop a council car park into residential aged care and the approval of funding for the Metropolitan Local Aboriginal Land Council to redevelop a site they own in Redfern to provide housing for their members.

More social and affordable housing is needed for Aboriginal and Torres Strait Islander households

Locally, the ongoing loss and redevelopment of social housing estates has had a particularly strong impact on Aboriginal and Torres Strait Islander communities, causing cultural dislocation alongside the upheaval of moving homes.

Increasing the amount of culturally appropriate social and affordable housing for Aboriginal and Torres Strait Islander households will mean those with ties to the local community can maintain those links and stay in the area. It is essential this housing is owned and managed by Aboriginal community-controlled organisations to support and strengthen cultural connection, self-determination and wellbeing for these communities.

Feedback

We invite your feedback on actions that governments can take to support Aboriginal landowners and housing organisations to deliver more homes for Aboriginal and Torres Strait Islander households.



Pemulwuy Project – Redfern
Photo: City of Sydney

4 Naturally occurring low-cost market housing

This section is about 'naturally occurring' low-cost market housing, such as boarding houses and older apartments, that are often a less expensive form of housing because of their age, size and amenity. Other forms of housing, including some forms of non-private housing such as student housing and co-living housing, may not be low cost themselves, but reduce pressure at the low-cost end of the housing market.

While subsidised housing types, such as social and affordable rental housing, are crucial to ensure lower-income households can continue to live in the area, there is simply not enough for all those who need it. We must protect the existing stock of low-cost market housing to keep low-income residents housed.



80% of low-income households, living in market housing, live in housing stress.¹⁷

We're losing our traditional boarding houses and other low-cost housing

Traditional boarding houses are the lowest-cost market rental housing in Sydney. However, they are rapidly disappearing to be redeveloped for housing that is much more expensive. This displaces long-term, low-income residents, who face long waits and limited options for social housing or affordable rental housing. They are often forced to accept housing out of the area as a matter of urgency, losing long-held community connections and support networks.

The NSW Government's planning rules are meant to preserve low-cost housing or require payments to replace what is lost. However, in reality they provide little support to stop redevelopment or get fair contributions to offset the loss of such housing. Without improvements to these rules, Sydney will keep losing vital affordable homes and the people who depend on them will be pushed out of their communities.



The Housing SEPP is not protecting traditional boarding houses or requiring adequate contributions to replace their loss. We have lost at least 14 boarding houses since 2013 but the NSW Government collected only **\$150,000** in contributions from formulas in the relevant SEPP guideline for replacement housing.



Boarding house – Flinders Street, Darlinghurst
Photo: City of Sydney

Non-private housing provides an important form of rental housing and relieves housing pressure at the lower end of the market

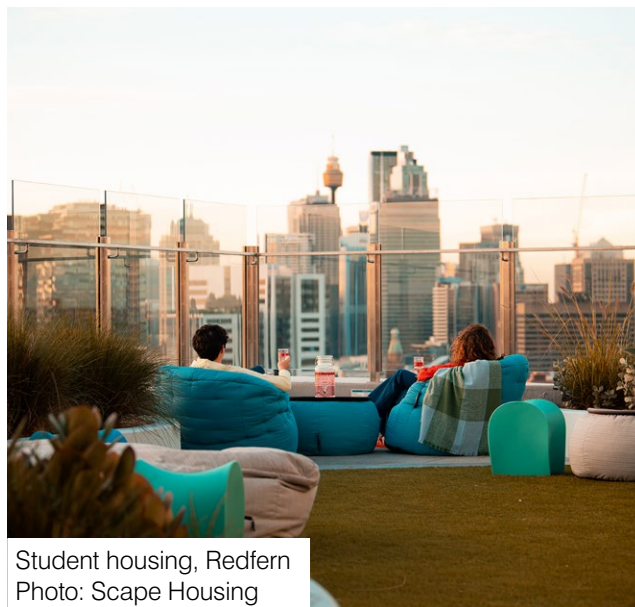
Non-private housing describes homes with shared spaces and facilities. Much of this stock is now called co-living housing, including purpose-built student accommodation, which is supported by planning incentives and strong demand. They can provide housing 3 times more efficiently than private housing developments.

While not a low-cost option, as this housing commands high rents in our area, it does provide alternatives for students and people who prefer to live alone and as described earlier, helps ease pressure on the lower-cost end of the housing market.

However, non-private housing is not included in the housing targets because the federal government says they are difficult to count. This means areas where a high amount of non-private housing is built do not look like they're making a fair contribution to the nation's housing targets.



Non-private housing makes up **12%** of our dwelling stock and close to **20%** of our current development pipeline.¹⁸



Student housing, Redfern
Photo: Scape Housing



Skyline from Potts Point
Photo: Abril Felman \ City of Sydney

Feedback

We invite your feedback on protecting and increasing low-cost housing.

Issues to consider include:

- ▶ Protecting low-cost market housing
- ▶ Support for boarding house residents who are displaced when boarding houses are sold

5 Housing for renters

Our area has one of the highest renting populations in NSW, with almost two thirds of households renting their home.¹⁹ Rising rents and low availability are putting households in housing stress. This particularly affects younger people, with 16- to 29-year-olds more likely to consider moving out of the area, compared to other age groups, in the next 1 to 5 years due to housing costs and lack of availability.²⁰

We are committed to protecting and expanding rental options to provide greater security and affordability.

Fairer and improved outcomes are needed for renters

We have pushed for reforms to NSW rental laws, including ending no-grounds evictions, limiting excessive rent increases and making it easier for renters to keep pets. We have also called for minimum energy performance standards, better mediation processes, longer lease options and stronger protections for vulnerable groups. Recent changes that removed evidence requirements for renovation-based evictions risk weakening renters' rights and highlight the need for genuine consultation with renters. We continue to work with government and sector partners to deliver real improvements for renters.²¹

Build-to-rent housing can help meet urgent rental demand

Build-to-rent (BTR) housing, mainly offered at premium rents, offers a powerful solution to rental housing shortages by delivering scale and quality that traditional rental markets often cannot match.

Typically professionally managed and purpose-built for tenants, BTR developments provide rental security, stability and flexibility alongside reliable maintenance, modern amenities and dedicated services. We actively support BTR housing across our local area. Planning incentives in Central Sydney also accelerate BTR delivery.



Apartments in Rosebery and Zetland
Photo: Lucinda Varney Airview Group

Short-term rentals should not undermine rental affordability and security

Short-term rental accommodation (STRA), which includes private hosts and platforms such as Airbnb and Stayz, is changing how homes are used in our area. When properties are taken off the long-term market to be used as STRA for visitors, fewer homes are available for people who want to live here. This can push up rent prices and make it harder for local residents to secure housing.

STRA can deliver much higher returns than long-term rentals, especially in the parts of our area that demand higher rental fees. This creates a strong financial incentive for owners to choose short stays instead of long-term tenancies. Current rules cap how many days a home can be rented short-term each year, called the 'day cap', to try to address this issue. But our analysis shows the cap is not low enough to do this. A lower cap could help reduce the strong financial advantage of STRA. However, reducing the day cap alone will not fix the problem unless the NSW Government addresses issues with the statewide STRA Register, which does not provide accurate or complete data, meaning the day cap cannot be enforced.

If enforcement is made possible, a lower day cap would be most effective alongside other measures, such as a levy, or limiting STRA to hosts' primary residence. This would prevent investment properties from being used as full-time commercial STRA and encourage more homes to return to the long-term rental market, increasing the number of places available for people who want to live here.

The NSW Government has reviewed short-term rental regulations, but almost 2 years later we are still waiting on the outcomes needed to improve the STRA Register, enforce the day cap and address the commercialisation of rental homes.



In 2023, about **1,500** homes in our local area were likely full-time short-term rentals, rather than someone's main home.²²



Millers Point

Photo: Tyrone Branigan / City of Sydney

Feedback

We invite your feedback on actions governments can take to increase quality rental housing that provides long-term, secure homes.

Issues to consider include:

- ▶ Improving the experience of renters
- ▶ Prioritising housing for long-term rentals

6 Apartment living

As Sydney grows, the move towards apartment living for a wider range of people is inevitable in the inner city.

Well planned medium- and high-density neighbourhoods are great for everyone with easy access to parks, community facilities, transport and services. However, apartments need to be designed to meet the needs of families, older people, people with disabilities and a wider variety of household types.



77% of our dwellings are apartments or townhouses, and that proportion is set to increase.

Apartment buildings need to accommodate the different housing needs of the community

New apartment developments have long been popular with singles and couples for affordability and convenience, with larger households traditionally choosing to live in houses or medium-density housing types with courtyards.

However, houses are now out of reach for most people, so apartments need to be more flexible and be designed to meet a variety of needs. In the future, apartments will play a stronger role in supporting families with children, older people, large households and others in our community.

The proportion of our population aged under 18 years is expected to increase by more than 10,000 by 2041. To accommodate this growth, we require at least 20% of new apartments to have 3 or more bedrooms, along with features like larger bedrooms, a separate laundry and a bathtub to better suit family living.

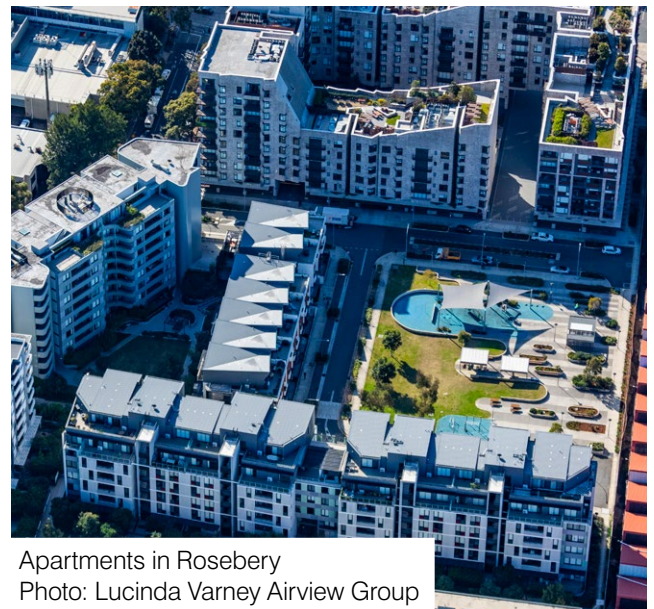
Larger apartments are also important for larger households, for example, Aboriginal or Torres Strait Islander households are culturally likely to require additional apartment space so extended family can visit.

There is also demand from people who require more space because they work or operate a small business from home.

Accessible design allows apartments to meet more people's needs throughout their lifespan

All new dwellings in our area must meet the Australian Building Code Board's Liveable Housing Design Standard to ensure they meet the needs of older people and those with mobility limitations.²³

At some point, 60% of homes will be occupied by a person with a disability and it is much more cost-effective to include basic accessibility features when a home is being constructed than it is to retrofit it after a person moves in.²⁴



Apartments in Rosebery
Photo: Lucinda Varney Airview Group



It is estimated **60%** of homes will, at some point, be occupied by a person with disability or injury, and **90%** will have a visitor with disability or injury.²⁵

Feedback

We invite your feedback on the types of households we design apartments for and the features they need.

7 Housing for people needing more support

There are some people in our community who require housing that provides more support for their circumstances.

Generally, planning rules do not prevent this type of housing. However, feasibility challenges, government funding, land availability and complexity in delivery can make it difficult to achieve. These complex matters require other levels of government to resolve them. In most circumstances, we can only play an advocacy role, but from time to time we can and do contribute to individual projects, for example, through our Affordable and Diverse Housing Fund.

Housing for older people enables community connections and support networks to be maintained

As people age, their housing needs to change. Our planning controls ensure there are no barriers to residential aged care and other forms of seniors' housing where it is needed most. However, providers find it difficult to feasibly deliver projects.



Darlinghurst Residential Aged Care
Photo: HammondCare

Crisis and emergency accommodation helps those who need it most, when they need it most

Crisis and emergency accommodation includes temporary accommodation, refuges and other services offered mostly by specialist homelessness services to people who are homeless or at risk of homelessness.

We have supported this housing type with grant funding from our Affordable and Diverse Housing Fund, including a grant for \$1 million to Wesley Mission to support crisis accommodation for 44 people.

However, other levels of government need to do more to increase crisis and transitional accommodation in the area.

Supported housing is essential for people needing additional help to live independently

Supported housing includes group homes, specialist disability accommodation, and housing for people who have experienced homelessness. It provides safe homes with access to support services, often on site.

We support this housing type with grants funding, including a grant for \$3 million to St George Community Housing to support the delivery of the Youth Foyer project that provides secure housing and on-site support for young people leaving out-of-home care. However, other levels of government need to do more to increase supported housing in the area.

Feedback

We invite your feedback about housing for older people, crisis accommodation and supported housing.

8 Alternative housing models

Alternative housing models exist to serve different parts of the community. These models can be delivered at any point along the housing continuum, whether to improve affordability or to address unique individual or community needs.

Examples of alternative housing models and tenures include co-operatives, community land trusts, meanwhile-uses, homeshares, housing using innovative building and construction methods, and modern village housing.

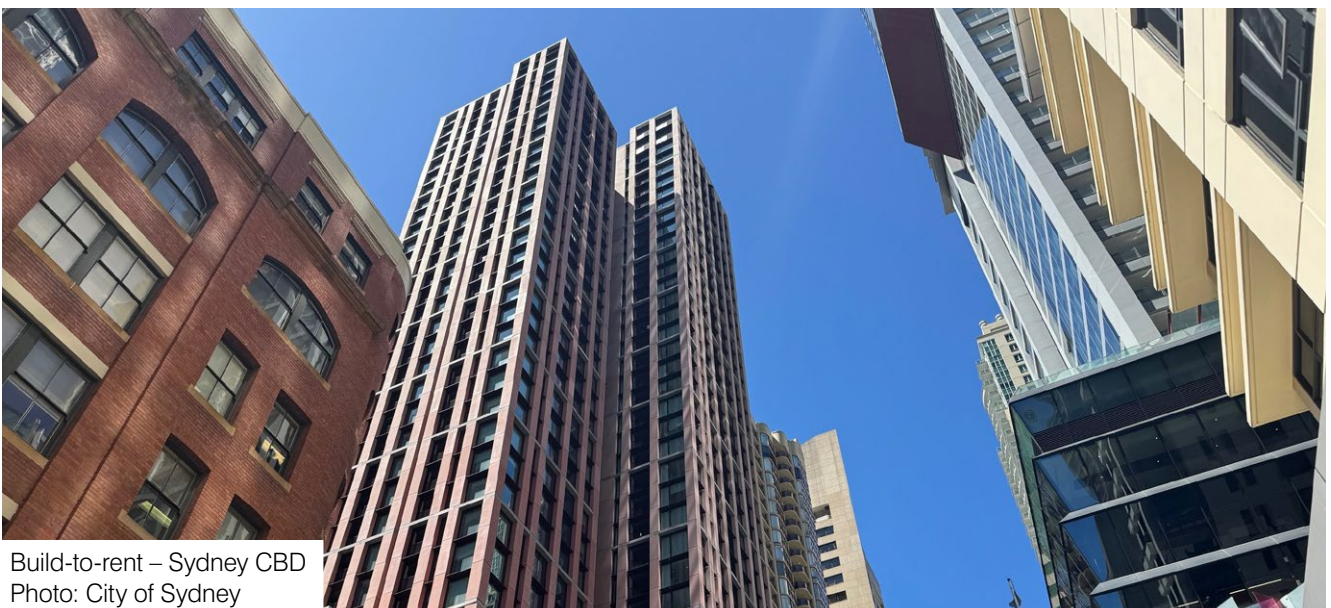
Support is needed for alternative housing models and tenures that meet different needs

Alternative housing models provide customised solutions that can focus on affordability, different types of ownership, sustainability, accessibility, and building strong community connections. They often prioritise social and community outcomes over maximising financial returns. They can give people access to better housing than they could get in the market.

There is often no planning impediment to alternative models, but a lack of funding, complex legal structures, feasibility challenges, land availability and lack of know-how can make them difficult to achieve. We have no direct role in delivering alternative housing models; however, we may advocate to other levels of government to streamline their delivery paths.

Feedback

We invite your feedback on how governments can support alternative housing models.



Build-to-rent – Sydney CBD
Photo: City of Sydney

Housing glossary

Here are definitions of the housing terminology used in this discussion paper

Aboriginal housing is social housing or affordable rental housing specifically for allocation to Aboriginal households who meet relevant eligibility criteria. It can be managed by the NSW Government, Aboriginal community-controlled organisations or Aboriginal community housing providers.

Accessible housing is built to a defined standard that supports people through their lifespan and as they age, allowing people to live independently in their community.

Affordable housing contribution requirement is a planning requirement for developers to contribute to the provision of affordable rental housing when undertaking development. It is typically expressed as a proportion of floor space. The contribution may be monetary or the building of affordable rental housing.

Affordable housing infill provisions is a reference to affordable housing incentives in the NSW Government's Housing SEPP. The incentives provide floor space ratio (FSR) and height bonuses of up to 30% for developments which include up to 15% affordable rental housing. The affordable housing delivered is time limited, that is, it is only required to remain affordable housing for a period of 15 years with rents generally at a discount to market rents.

Affordable rental housing is subsidised, non-market housing specifically rented to very low-, low- and moderate-income households. It is owned and/or managed by a registered community housing provider. It may be long-term forever affordable housing or time-limited affordable housing. In establishing rents for tenants, it may use an income-based rent model or a discounted market rent model.

Alternative housing is an umbrella term for new and non-typical housing models emerging to meet specific individual or community needs or challenges. They can provide customised solutions to affordability, different types of ownership and sustainability, and can use innovative building and construction methods.

Build-to-rent housing is large-scale, purpose-built rental housing that is held in single, private ownership and professionally managed. It is often provided in multi-unit buildings and is designed to provide long-term rental accommodation. It is largely delivered by institutional or private investors and developers.

Co-living housing is a shared form of housing that provides communal facilities and spaces. It may offer self-contained rooms (including kitchens and bathrooms) or rooms that use shared kitchens and bathrooms. Also see **purpose-built student accommodation (PBSA)** and **traditional boarding houses** that are also forms of co-living under the NSW Government's planning framework.

Community housing is social housing managed and sometimes owned by registered not-for-profit, non-government organisations for people with very low and low incomes who cannot afford housing in the private market. It differs from public housing, which is government-owned and managed, though both fall under the umbrella of social housing. Community housing providers often support tenants with additional specialised services.

Community housing providers (CHP) are organisations that provide safe, affordable and appropriate rental housing, including social and affordable housing for lower-income households. Community housing providers are regulated by a state-based registrar who follows and enforces a national regulatory code.

Community land trusts (CLT) are an alternative housing model to standard market housing. They are a form of shared ownership of a property.

Co-operative housing (also known as co-ops) is an alternative housing model. It is a form of community-led housing where residents collectively own or manage their homes.

Crisis and transitional housing is an umbrella term to describe emergency housing provided to anyone experiencing or at risk of homelessness or transitioning to permanent housing. This is temporary accommodation and typically supports people with very low incomes and often with support needs, but may be used by anyone in crisis.

Discounted market rent model refers to an affordable rental housing rent model that is usually set at 74.9% to 80% of market rent, consistent with the NSW Affordable Housing Ministerial Guidelines. Also see **income-based rent model**.

Forever affordable housing is affordable rental housing which is secured as affordable rental housing for the long-term (forever) and is often termed 'in perpetuity'. It is typically funded and delivered by state or local government in partnership with community housing providers. It is generally owned and managed by government or CHPs. Rents are typically established using the income-based rent model, but in some instances the discounted market rent model may be used. See also **time-limited affordable housing**.

A **group home** is a form of accommodation for residents with disability, chronic health issues or other support needs. Group homes house 4 to 6 temporary or permanent residents.

Housing diversity refers to the mix of dwelling types, sizes, tenures and price points within an area to meet the needs of different household types, life stages, income levels and accessibility needs of that area's community.

Housing SEPP is the NSW Government's State Environmental Planning Policy (Housing) 2021, which provides planning rules to facilitate the development of affordable, diverse and well-designed housing in NSW.

Housing stress occurs when a lower-income household spends more than 30% of its income on rent or mortgage payments.

Income-based rent model refers to an affordable rental housing rent model that caps rents to 30% of the gross household income. Also see the definition for **discounted market rent model**.

Infill housing is the construction of new homes on vacant, underused or previously developed land within existing urban areas.

Low-cost market housing is housing that is not subsidised by government and is not targeted at any particular income group, but is lower cost, generally by virtue of age, size, condition, cost of maintenance, location and/or available amenities.

Low-income households – see definition for **very low-, low- and moderate-income households**.

Moderate-income households – see definition for **very low-, low- and moderate-income households**.

Non-private housing includes housing with communal facilities or shared spaces, such as co-living housing, purpose-built student accommodation, boarding houses and residential aged care.

Owner-occupied housing is property purchased and lived in by individuals as a place of primary residence.

Preferential zoning refers to planning controls that encourage a particular use: in the case of the Sydney LEP 2012, the allowance of affordable housing in some employment zones.

Private housing includes housing where all spaces are for private use, including social (including public) housing, affordable rental housing, and privately owned or rented housing.

Market rental housing is housing owned and maintained by a private landlord and rented to tenants. It may or may not involve a real estate agent or property manager.

Public housing is social housing owned and operated by the NSW Government for people with very low and low incomes who cannot afford housing in the private market. See also **community housing**.

Purpose-built student accommodation (PBSA) is a type of co-living housing. It is housing developed and managed specifically for students, featuring furnished rooms, on-site support, and modern amenities like study areas, gyms and communal spaces. It provides a secure, social and convenient living environment close to universities, often including all utilities and internet in the rent.

Residential care is an umbrella term for temporary, short- or long-term care for adults or children in a residential setting rather than in their own or family home.

Short-term rental accommodation (STRA) is housing that is rented out for short stays (typically under 3 months), often through platforms like Airbnb. It includes both hosted and non-hosted arrangements and may be used occasionally or operated year-round as a business. STRA is regulated by the NSW Government under the Housing SEPP and through a statewide planning framework and registration system.

Social housing is an umbrella term including public housing, community housing and Aboriginal housing. It addresses an income-based housing need, providing permanent homes for mostly very low- and some low-income households.

Specialist Disability Accommodation (SDA) is housing designed for people with extreme functional impairment or very high support needs. SDA dwellings have accessible features to help residents live more independently and allow other supports to be delivered better or more safely. It is generally funded through the National Disability Insurance Scheme.

Time-limited affordable housing is affordable rental housing that is set aside for a fixed period (e.g. 15 years) and where ownership is retained by a developer but managed as affordable housing by a community housing provider. Following the fixed period, it reverts to market housing. Rents are typically established using the **discounted market rent model**. See also **forever affordable housing**.

Torrens Title – When you own a property under Torrens Title, you hold complete ownership of both the land and the buildings on it. This is common for standalone homes and some townhouses.

Traditional boarding houses are a form of co-living housing, generally providing a private, compact room, where communal facilities like kitchens and bathrooms are shared. This form of housing is generally **low-cost market housing**.

Very low-, low- and moderate-income households are defined by their gross household income relative to the local median income. Very low-income households earn less than 50% of the median, low-income households earn between 50% and 80%, and moderate-income households earn between 80% and 120%.

References

- 1 Cotality, 2025: [Housing Affordability Report. November.](#)
- 2 .id (informed decisions) community 2025: [City of Sydney Economic Profile](#)
- 3 City of Sydney, 2025: [City monitor reports – Housing Monitor and Audit](#)
- 4 NSW Department of Planning, Housing and Infrastructure, 2025: [Local government area snapshots \[land area data\]](#) and NSW Department of Planning, Housing and Infrastructure, 2025: [Greater Sydney Urban Development Program Dashboard](#)
- 5 Ibid
- 6 Australian Bureau of Statistics, 2025: [Building Approvals, Australia](#) and Australian Bureau of Statistics, 2025: [Building Activity, Australia](#) and Rider Levett Bucknall, 2025: [Construction Cost Indicator](#)
- 7 City of Sydney, 2025: [City monitor reports – Housing Monitor and Audit](#)
- 8 NSW Department Planning, Housing and Infrastructure, 2024: [Housing targets](#)
- 9 NSW Department of Planning, Housing and Infrastructure, 2025: [Housing Delivery Authority](#)
- 10 City of Sydney, 2023: [Access Strategy and Action Plan: Continuing the Vision](#)
- 11 City of Sydney, 2025: [Affordable housing contributions](#)
- 12 NSW Department of Communities and Justice, June 2025: Quarterly Rent Statistics [Private rental costs - Rent and Sales Report \(Quarter, Sydney, Median, 1 Bedroom Unit\)](#) and NSW Department of Communities and Justice, March 2025: [Mortgage cost – Quarterly Sales Statistics Rent and Sales Report](#) and Money Smart, 2025: [Mortgage calculator](#)
- 13 SGS Economics and Planning, 2024: [Rental Affordability Index: research report](#) and NSW Department of Communities and Justice, June 2025: [Rent and Sales Report](#)
- 14 CHIA NSW, 2022: [Local council partnerships for provision of affordable housing. October.](#)
- 15 Homes NSW, 2025: [NSW Statement of Priorities. March.](#)
- 16 NSW Department of Communities and Justice, 2025: [Social housing applicant households on the NSW Housing Register by Allocation zone as of Sept 2025 \(including Inner-city, Eastern suburbs, Leichhardt/Marrickville, Canterbury and Inner-west allocation zones\), June,](#) and NSW Department of Communities and Justice, 2025: [Social Housing Expected Waiting Times](#)
- 17 Australian Bureau of Statistics, 2022: [Rent Affordability Indicator \(RAID\) and Mortgage Affordability Indicator \(MAID\) by Total Household Income Weekly \(HIND\) by Local Government Areas \(EN\) \[Census TableBuilder Pro\], accessed 9 October 2025.](#)
- 18 City of Sydney, 2025: [City monitor reports – Housing Monitor and Audit](#)
- 19 Ibid
- 20 City of Sydney, 2023: [Community Wellbeing Indicators Report](#)
- 21 City of Sydney, 2023: [Submission to Improving NSW Rental Laws Consultation Paper](#) and City of Sydney, 2023 [Submission to Inquiry into the Worsening Rental Crisis in Australia – Submission #181](#)
- 22 City of Sydney, 2024: [Short-term rental accommodation review. April.](#)
- 23 Australian Building Codes Board, 2022: [Livable Housing Design Standard](#)
- 24 Physical Disability Council of NSW, 2024: ["NSW Budget Misses the Mark on Accessible Housing and Royal Commission Recommendations". 21 June.](#)
- 25 City of Sydney, 2025: [Inclusion \(Disability\) Action Plan 2025–2029](#)

