
<table>
<thead>
<tr>
<th>Project</th>
<th>Era</th>
<th>Renewal type</th>
<th>Financing source(s)</th>
<th>Objective</th>
</tr>
</thead>
<tbody>
<tr>
<td>Woolloomooloo, Waterloo</td>
<td>1970s/1980s</td>
<td>Public housing redevelopment</td>
<td>Public</td>
<td>Better public housing, removing slums</td>
</tr>
<tr>
<td>Darling Harbour</td>
<td>1980s</td>
<td>Railyard/port renewal</td>
<td>Public/private</td>
<td>Entertainment precinct</td>
</tr>
<tr>
<td>Ultimo/Pyrmont</td>
<td>1990s</td>
<td>Inner city brownfield redevelopment</td>
<td>Public/private</td>
<td>Mixed use development, private housing with affordable component</td>
</tr>
<tr>
<td>Olympic Park</td>
<td>1990s-ongoing</td>
<td>Brownfield redevelopment</td>
<td>Public/private</td>
<td>Utilise stimulus of major event to catalyse large-scale renewal</td>
</tr>
<tr>
<td>Minto</td>
<td>From 2002</td>
<td>Public housing estate renewal</td>
<td>Public/private</td>
<td>Replacement of defective estate by mixed tenure/mixed use development</td>
</tr>
<tr>
<td>Bonnyrigg</td>
<td>From 2007</td>
<td>Consortium-led public housing estate renewal</td>
<td>Public/private</td>
<td>Replacement of ‘defective estate’ with major densification potential by mixed tenure development</td>
</tr>
<tr>
<td>Green Square; Rhodes</td>
<td>2000s</td>
<td>Brownfield private housing development</td>
<td>Private</td>
<td>Mixed use development, primarily high density housing for sale (small affordable component)</td>
</tr>
</tbody>
</table>
Presentation overview

1. Urban renewal – what, why and how?
2. Public housing regeneration/renewal projects in NSW
3. Development of approach to resident involvement in major estate renewals
4. Planning-led renewal initiatives in Sydney – past, present and future
1. Urban Renewal – what, why and how?
‘Urban renewal’ – what, why and how (1)

• What is ‘urban renewal’?
  – ‘the cumulative physical redevelopment of existing urban areas’
    (Roberts, 2005)
  – ‘the process of transforming under-utilised and sometimes degraded or neglected parts of the city into spaces and built environments that meet contemporary living, working or cultural needs’
    (SGS, 2014)
‘Urban renewal’ – what, why and how (2)

• Why does urban renewal happen?
  – urban economics dictates that conditions for renewal met when given site ‘under-performing’ or ‘underutilised’ under current use – economic potential unfulfilled
  – Could reflect economic change making a landuse outmoded (e.g. pre-containerisation dockyards)
  – Could result from rising surrounding land values putting pressure on existing landuses generating modest returns (e.g. inner city public housing)
  – Landowner incentivised to invest in ‘renewal’ to liberate underutilised potential

• Urban renewal pressures in all Australian cities reflect:
  – Ongoing strong population growth – migration + natural increase
  – Urban containment policies
  – Ongoing de-industrialisation combined with the geography of the emerging knowledge economy
  – Embedded speculative dynamics pushing up land values

• All of the above strongly reflected in Sydney
‘Urban renewal’ – what, why and how (3)

- How does urban renewal happen?
  - Primarily through market processes – e.g. individually-commissioned knock-down and rebuild

- Also Govt-initiated
  - Housing-led public housing estate renewal
  - Planning-led renewal/intensification of brownfield sites (or otherwise already developed land)

- This presentation mainly about state-initiated projects involving public housing and/or CHPs
- Focus on place-based projects more often termed ‘regeneration’
- Public housing ‘regeneration’ initiatives classifiable as:
  - Community renewal – emphasis on social inclusion projects, crime prevention, community development
  - Urban renewal or estate renewal – emphasis on physical works
2. Public housing estate renewal/regeneration
Context for NSW public housing regeneration projects

- Numerous large estates, many built in outer suburban locations [see next slide]
- Made socially and managerially problematic by:
  - Increasingly residualised population (mainly due to narrowed ‘targeting’ in allocations policies)
  - Accumulating impacts of insufficient expenditure on maintenance and modernisation
  - Radburn layouts wasteful and socially problematic – enhanced vulnerability to crime
Public housing estates in Sydney – size and social housing concentration
The Sydney Property Price Precipice in 2011

Sales Value

Kms from GPO

- Standard Lot
- Strata
Radburn estate layouts
NSW public housing Community Renewal projects

- Latest phase: $66M ‘Building Stronger Communities’ program 2007-2010
- 6 priority locations in W Sydney and regional NSW – largely needs-based targeting. CHPs involved in some targeted areas
- Aims included:
  - Urban design enhancements
  - Socio-economic reconnection
  - Community development
- Local action plans developed via Neighbourhood Management Boards
- Improved tenant satisfaction strongest in transferred estate. But overall impacts modest: 4-year program too short for lasting impact?
- ‘Working from the Ground Up’ project (Maroubra) highlighted scope for positive impact via CR initiatives such as
  - Community gardens
  - Arts projects
  - Children’s activities
NSW estate renewal projects: overview

- 20 urban renewal style projects recently completed/currently planned for public housing estates across NSW
- Five major projects – all in W or SW Sydney:

<table>
<thead>
<tr>
<th>Estate</th>
<th>Total dwellings#</th>
<th>Social housing at finish</th>
<th>Start year</th>
<th>Management model</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Start</td>
<td>Finish</td>
<td>No</td>
<td>%</td>
<td></td>
</tr>
<tr>
<td>Minto</td>
<td>1,000</td>
<td>1,200</td>
<td>350</td>
<td>30%</td>
</tr>
<tr>
<td>Bonnyrigg</td>
<td>927</td>
<td>2,300*</td>
<td>700**^</td>
<td>30*</td>
</tr>
<tr>
<td>Telopea</td>
<td>500</td>
<td>1,900</td>
<td>500</td>
<td>28%</td>
</tr>
<tr>
<td>Claymore</td>
<td>1,100</td>
<td>1,500</td>
<td>450</td>
<td>30%</td>
</tr>
<tr>
<td>Airds-Bradbury</td>
<td>1,400</td>
<td>2,000</td>
<td>600</td>
<td>30%</td>
</tr>
</tbody>
</table>

#Largely or wholly social housing  *As originally proposed  ^Plus additional component offsite

- But all of the above – except Minto – currently stalled or subject to uncertainty
Features of NSW large estate renewal projects

- Typical large-scale renewal project/plan involves:
  - Existing estate largely or wholly demolished
  - Moderate to high densification – 20% in Minto to 280% in Telopea
  - Tenure restructuring on a 70/30 private/social basis – but not necessarily pepperpotted
  - CHPs increasingly involved in housing and place management
  - Little control over use of sold dwellings means many occupied as private rental
  - Re-provided social housing (onsite) sharply reduced – typically by about half
London comparator: estate renewals 2004-2014

• As a comparator, recent public housing redevelopment in London doubled overall housing numbers on ‘regenerated estates’
• But ‘additional dwellings’ all for market sale
• Social housing numbers fell back from 30,000 to 22,000 – down more than 25%

[Source: Greater London Assembly (2015) Knock it Down or Do it Up? The challenge of estate regeneration]
‘Second order’ NSW estate renewal projects

- Glebe: 134 dwelling estate to be replaced by 500 dwellings, including 30% social housing
- Millers Point: 300 social housing dwellings (heritage value) subject to open market sale
- Riverwood North estate renewal project:
  - Replacement of approx 150 bedsit flats with similar no for social rent plus 500 for market sale
  - SGCH a major stakeholder as manager of re-provided social housing
- Some notable features of Riverwood project:
  - Prioritised substantially on ‘opportunity’ rather than need/condition – much of estate untouched
  - Capitalising on (a) substantial developable estate land, and (b) middle suburb location with close proximity to rail station & fast travel to city
  - New social housing partitioned from private blocks but identical appearance
3. Development of approach to resident involvement in major estate renewals
Resident involvement in NSW estate renewal (1)

- Highly problematic Minto experience catalysed HNSW organisational learning
- 2002 demolition announcement premature
- No pre-planning on community consultation and involvement
- Hollow rhetoric of community consultation rang exposed
- Most tenants viewed their estate positively and attributed problems to small minority
- Lack of support for demolition

LEAVING MINTO:
A Study of the Social and Economic Impacts of Public Housing Estate Redevelopment

Minto Resident Action Group
In Partnership With
Social Justice & Social Change Research Centre, UWS Animation Project, St Vincent de Paul Society UnitingCare Burnside & Other Services
March 2005
Resident involvement in NSW estate renewal (2)

- Learning from Minto experience led to development of ‘Living Communities’ model for subsequent projects
- Influenced by International Association for Public Participation (IAP2) philosophy
- Aims to ‘value and build on existing community strengths’
  - People – improving skills, capacities and economic participation
  - Place – community capacity building, improving physical environment, creating ‘sustainable social mix’
  - Partnerships – collaborative working with public, private and NGO agencies and residents
- Principle of putting individuals affected by the program at the centre of activities
Resident involvement in NSW estate renewal (3)

- Living Communities model applied in practice at Bonnyrigg
- Very challenging given that 43% of residents lacked proficiency in English
- Major capacity building investment to facilitate community input especially on urban design
- Funded independent tenant advocate
- Set up/involved consultative forums:
  - Bonnyrigg Community Reference Group
  - Bonnyrigg Private Owners Group
  - Bonnyrigg Public Tenants Group
Resident involvement in NSW estate renewal (4)

‘There is a very real sense in which Bonnyrigg represents … ‘best practice’ in tenant engagement’
(Jon Eastgate – for Shelter NSW)

- But consultation challenge eased by scope for on-site reprovision and tenant rehousing
- And limitations in depth of involvement:
  - ‘Resident voice’ opportunities not necessarily matched by resident influence on decisions
  - Declining involvement in ‘Activating Renewal’ phase as compared with ‘Planning Renewal’ stage
- Far from the ‘resident controlled’ regeneration models piloted in the UK (e.g. via tenant-run HA)
Resident involvement in NSW estate renewal (5)

- Airds-Bradbury project built on Bonnyrigg Living Communities model
  - Branded as Airds OutLOUD
  - Won International Association for Public Participation (IAP2) award, 2010
  - Community Reference Group
  - Visioning workshops
  - Direct involvement in tender evaluation process
- But project stalled since 2013 because PPP tenders rejected
- Emphasises challenge of cross-subsidy funded estate renewal in peripheral areas with modest land values
4. Planning-led renewal initiatives in Sydney – past, present and future
Planning-led renewal – inclusionary zoning in major brownfield redevelopment projects

- Affordable housing target adopted in 1990s Pyrmont-Ultimo renewal (Bldg Better Cities funding catalyst)
- More recently also applied in Green Square redevelopment
- On the plus side, because target relates to rental housing, affordable in perpetuity
- On the minus side, target set at only 3% - output still only in the hundreds
- Developer compliance via on-site provision or commuted sum payment
- In practice all have paid the sum
- Delivery via CityWest Housing – govt-sponsored ‘CHP’

CityWest, Pyrmont (1995)

CityWest, North Eveleigh (2015)
Planning-led urban renewal - UAPs

- Urban Activation Precincts – renamed ‘Priority Precincts’ in 2013
- Initiative to encourage urban densification in identified locations close to transport nodes
- State Govt proposes ‘enabling’ adjustments to planning controls (re-zonings, height controls, floor space ratios)
- These override existing local environmental plan
- 8 UAPs designated 2013
- Govt ignored call for affordable housing targets as standard in UAPs
- 4% target floated for North Ryde UAP but not taken forward
Planning-led renewal – future possibilities for associated affordable housing

<table>
<thead>
<tr>
<th>Project</th>
<th>Summary</th>
<th>Potential housing target*</th>
</tr>
</thead>
<tbody>
<tr>
<td>Central to Eveleigh corridor</td>
<td>30-year project to intensify landuse of 80 ha of ‘largely underused govt land’ along rail corridor west of Central station</td>
<td>N/A</td>
</tr>
<tr>
<td>Parramatta Road corridor</td>
<td>Integrated with WestConnex road tunnel, major densification proposed between Sydney Univ and Parramatta</td>
<td>50-60,000</td>
</tr>
<tr>
<td>Bays Precinct project</td>
<td>Redevelopment of 80 ha of govt-owned harbour foreshore and disused rail yards 2 km from CBD</td>
<td>16,000</td>
</tr>
<tr>
<td>Parramatta North project</td>
<td>Redevelopment of 146 ha of govt-owned land adjoining Parramatta town centre</td>
<td>4,100</td>
</tr>
</tbody>
</table>

*according to media reports

- Not clear how (or whether) State Govt commitments to ‘housing diversity’ will translate into affordable housing
- But Pyrmont-Ultimo and Green Square precedent for some level of AH quota
- Ministers have suggested a tradeoff between higher density and AH component
Conclusions

• Extensive scope for urban renewal in Sydney in coming decades
• Some potential involving ‘under-utilised’ public housing estates, but recent experience illustrates associated practical and financial challenges
• PPP experience not encouraging
• Also danger that cherry picking (e.g. Riverwood) will intensify financial unsustainability of entire public housing system (cf 100% transfer option)
• Modest land values limit scope for renewal of outer Sydney estates via DDC (densification, diversification, cross-subsidy) model
• Substantial momentum underpinning UrbanGrowth agenda on major brownfield renewal projects running forward over decades
• But realising scope for affordable housing component will call for effective lobbying to expand on existing precedents
Sources/references

Coates, B. *Presentation to UNSW Urban Renewal class*, 17 April 2015


Randolph, B. *Presentation to UNSW Urban Renewal class*, 8 May 2015

