Georges River Council

Evidence Base for Local Housing Strategy

Analysis of housing demand and supply

March 2023

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.id the population experts

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1. Introduction

1.1 Objective and policy context

Georges River Council has requested .id to undertake an update of the analysis previously provided as an evidence base for their housing strategy. The analysis covers current and future population and housing trends. Council seeks updates on population projections for the Georges River Local Government Area (LGA) up to 2036 having regard to the effects of the COVID-19 pandemic and the changing demographics on Sydney's population.

Georges River Council is part of the South District, which also encompasses the City of Canterbury-Bankstown and Sutherland Shire Council. The South District Plan suggests that the area will require an additional 83,500 dwellings built by 2036, with 23,250 of those by 2021. Data from the New South Wales State Government suggests a medium growth scenario of an additional 4,220 dwellings in the area by 2026.

Also, significant shifts in housing consumption patterns and revealed housing preferences are occurring due to demographic and social change. Governments (both State and local) are working on responding to these shifts in a way that creates opportunities for new dwellings to meet the new demands.

In order to assist Council, .id offers a demographic and housing analysis that shows, with solid evidence, the housing implications and future housing capacity of Georges River.

1.2   Approach

This report is organised into the following chapters:

- Georges River Context
- Population and Households
- Dwellings, Tenure and Housing Stress
- Housing Demand
- Residential Supply
- Residential Capacity
- Policy Implications

1.3   Definitions

Household definitions

The household type evidence in this report is presented initially in broad categories, and then in detailed age groups as follows:

Households without children at home:
- Young = 15-44 years,
- Middle = 45-64 years,
- Older = 65 years and over

Households with children at home:
- Young families = parents of any age with children only under 15 years
- Mature families = parents with a mix of children under and over 15 years
- Older families = parents with children exclusively over 15 years

Geographic definitions

This is a guide to geographical references used in this report.

Georges River Council

This is the name of the council governing the Georges River Local Government Area (LGA).

Local Government Area

Local government areas referred to in the report are based on 2016 boundaries.

Small areas

The Georges River LGA includes the suburbs of Allawah, Beverley Park – Ramsgate, Beverly Hills – Narwee, Blakehurst, Carlton, Connells Point – Kyle Bay, Hurstville (City Centre), Hurstville Grove, Hurstville (Remainder), Kingsgrove, Kogarah, Kogarah Bay – Carss Park, Lugarno, Mortdale, Oatley, Peakhurst, Peakhurst Heights, Penshurst, Riverwood, Sans Souci and South Hurstville.

Figure 1. Georges River Local Government Area and its small areas

1 – Peakhurst Heights
2 – Hurstville (City Centre)
3 – Hurstville
4 – Hurstville Grove
5 – Connells Point – Kyle Bay
6 – Allawah
7 – Kogarah
8 – Beverley Park – Ramsgate
9 – Sans Souci
10 – Carlton
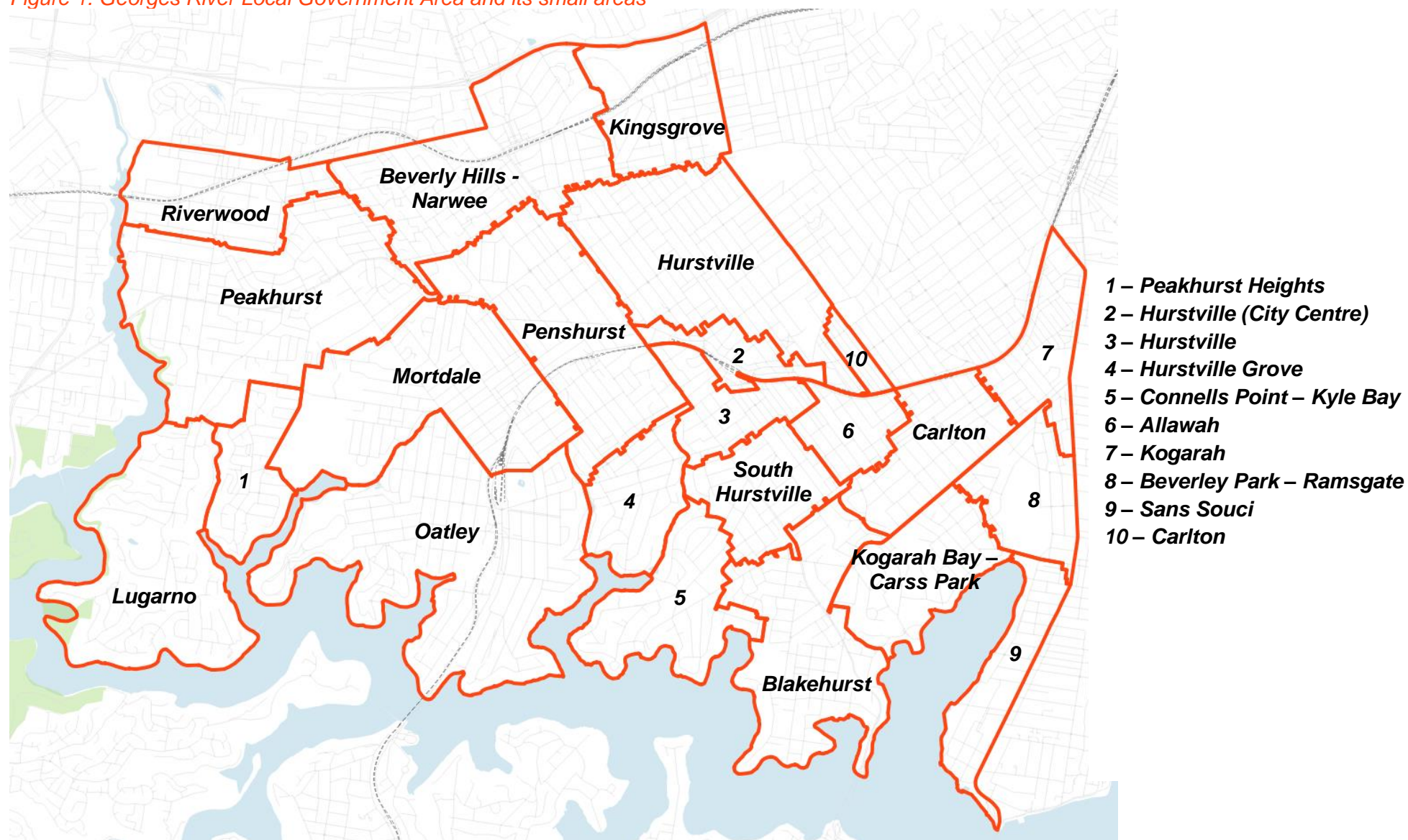
2. The Georges River context

2.1   Georges River's development history

The Georges River Council area is located in the southern suburbs of Sydney, about 15-17 kilometres from the Sydney CBD. Its proximity to the CBD has played a major role in the development of the area, especially over the past decade.

European settlement dates from 1804 when the first land grants were made, although the first occupied land grants were thought to be in 1809, with land used mainly for agricultural purposes and timber getting. Population was minimal until the 1840s, spurred by improved access, the clearing of land and the establishment of market gardens, orchards and vineyards. Growth took place in the 1880s and 1890s, aided by the opening of the Illawarra railway line in 1884. Rapid development occurred in the early 1900s, particularly during the 1920s and 1930s, spurred by the opening of the East Hills railway line. Significant residential development occurred during the immediate post-war years, accompanied by commercial growth in the Hurstville City Centre. Growth began to slow during the 1970s and 1980s. The population increased gradually from the early 1990s, rising from about 110,000 in 1991 to over 150,000 in 2021.

The Georges River Council area is predominantly residential, but also has substantial industrial, commercial and recreational areas. A number of major institutions are also located in the LGA, including St George Hospital and the accompanying University of New South Wales campus. These amenities drive demand for housing in the area.

2.2   Georges River is changing

Within the Georges River Council area, different areas have both developed and will continue to evolve into distinct roles within the housing market. Variations occur due to when areas were settled, the range of land uses in the area, developer interest and the varying planning policies in play. Hurstville City Centre, Hurstville (suburb), Kogarah, Allawah, Carlton, Mortdale, Penshurst and Riverwood tend to attract people in their late teens and early twenties due to the proximity to rail transport and other services, as well as the higher share of rental stock (apartments). Kingsgrove, Oatley and Peakhurst continue to attract families, while the market attracted to Blakehurst, Connells Point – Kyle Bay, Lugarno,

Hurstville Grove, Peakhurst Heights and Sans Souci tends to be more established and mature families. Beverley Park – Ramsgate, Beverly Hills-Narwee, and South Hurstville, attract a combination of young adults (18-24 years) and established families. With continued high rates of development expected to occur in areas that attract young people, a greater share of young adults moving into the Council area is expected.

There are also significant differences in the supply of residential property within the Georges River Council area which has a major influence in structuring different population and household futures over the next five to twenty-five years. A number of major development opportunities have been identified, notably in Hurstville City Centre and Kogarah Town Centre, and around transit nodes at Carlton, Penshurst, Riverwood, Mortdale, Beverly Hills and Narwee. By comparison, Blakehurst, Connells Point – Kyle Bay, Lugarno, Peakhurst Heights, Oatley, Kogarah Bay – Carss Park and Sans Souci are expected to experience relatively minimal dwelling growth over the next 25 years.

2.3   The economic importance of housing

Australia's transition to knowledge intensive jobs is having a major impact on the spatial location of job growth across our cities with the focus of growth located in and around the CBD and in major employment agglomerations.

Job growth over the past five years has been concentrated in the inner areas of Sydney. The Central and Inner areas of Sydney captured around 40% of employment growth over this time. One of the reasons for this shift is because knowledge intensive jobs tend to be attracted to high quality places that can access large labour force pools and enjoy the benefits of agglomeration.

However, there has also been significant growth in jobs in the middle ring LGAs of Sydney, and Georges River itself has a healthy economy, with a Gross Regional Product (GRP) of $9 billion in 2020-21. The major contributors to GRP in the area are generally professional – Financial and Insurance Services and Health Care and Social Assistance. Over recent years, the Construction industry has increased its contribution to the Georges River economy. However, the largest employers are population servicing – Health Care, Retail Trade and Education.

Housing growth and diversity will play an important role in the ongoing economic performance of Georges River. Housing matters to local economic growth because:

- Housing diversity is essential to retain and attract human capital which is critical given the growing importance of ideas and problem solving to local economic performance.
- Population density brings people and local businesses closer together, increasing activity levels, supporting business viability and creating new jobs.
- Housing growth and more affordable housing near public transport can enable residents to live closer to work and can reduce commuting times, leading to higher disposable incomes and agglomeration benefits.
- Diverse communities are more sustainable in the long term, as they are able to maintain a range of services and facilities useful to all age groups.

3. Population and Households

3.1   Key Findings

- Georges River is currently growing at a rate of 0.7% per annum, slower than the Greater Sydney average.
- Population growth will slow over the next 20 years, to 0.9% per annum.
- The majority of the growth is driven by the major centres of Hurstville and Kogarah.
- While new, high density developments are attracting young adults to the area, the area is still ageing overall, due to ageing in place in the riverside suburbs.
- The area attracts a large number of migrants, both from overseas and from the inner suburbs of Sydney. However, this trend was paused temporarily during the Covid-19 related border closures.
- While family households are still dominant in the area, there is significant growth in older couples without children and elderly lone persons.

3.2   How is the population changing?

Georges River Council has experienced significant population growth over the last twenty years, after having a fairly stable population during the 1990s. Georges River has a current (2021) population of 152,703 people.

Over the past ten years, population growth has been around 0.7% p.a. This rate of growth is slower than the Greater Sydney average, which experienced a growth rate of 1.3% p.a. over the past decade. Much of the slowing in population growth in Georges River can be explained by the Covid-19 pandemic, which interrupted usual migration patterns. Population growth in Georges River has generally been slower than the Greater Sydney average, which is higher due to the inclusion of outer growth areas which have different migration patterns that were less affected by Covid-19. In both 2020 and 2021, Georges River experienced population decline, which would not otherwise have occurred.

Figure 2. *Estimated Resident Population, Georges River – 1991-2021*
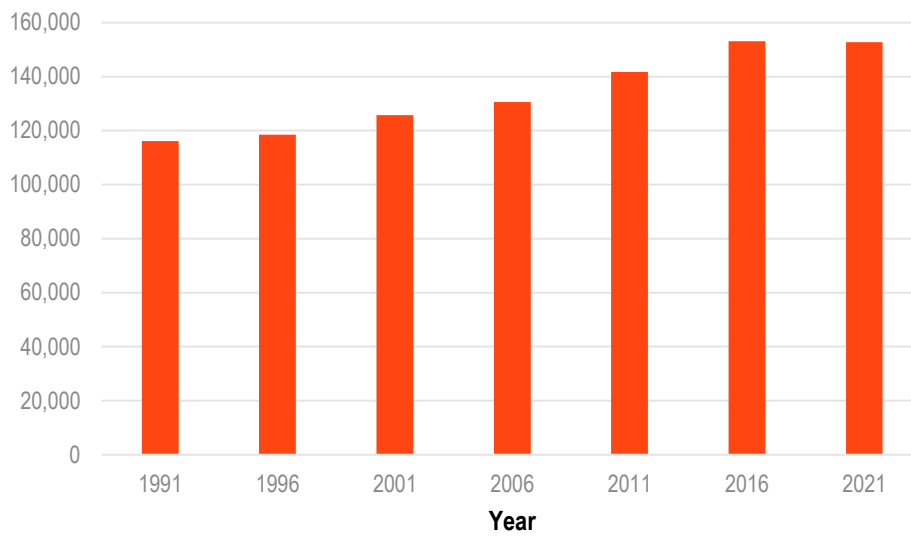
Source: ABS Estimated Resident Population, Cat. 3218.0, 2001, 2006, 2011, 2016 and 2021

The distribution of population growth over the past five years has also differed to that outlined in the 2019 report. Growth has been concentrated in Hurstville City Centre and Peakhurst, where some higher density developments were completed over the past few years. All other suburbs had a stable population, or experienced population decline, in line with the trend driven by Covid-19.

Figure 3. *Growth in Estimated Resident Population, suburbs of Georges River – 2017-2021*
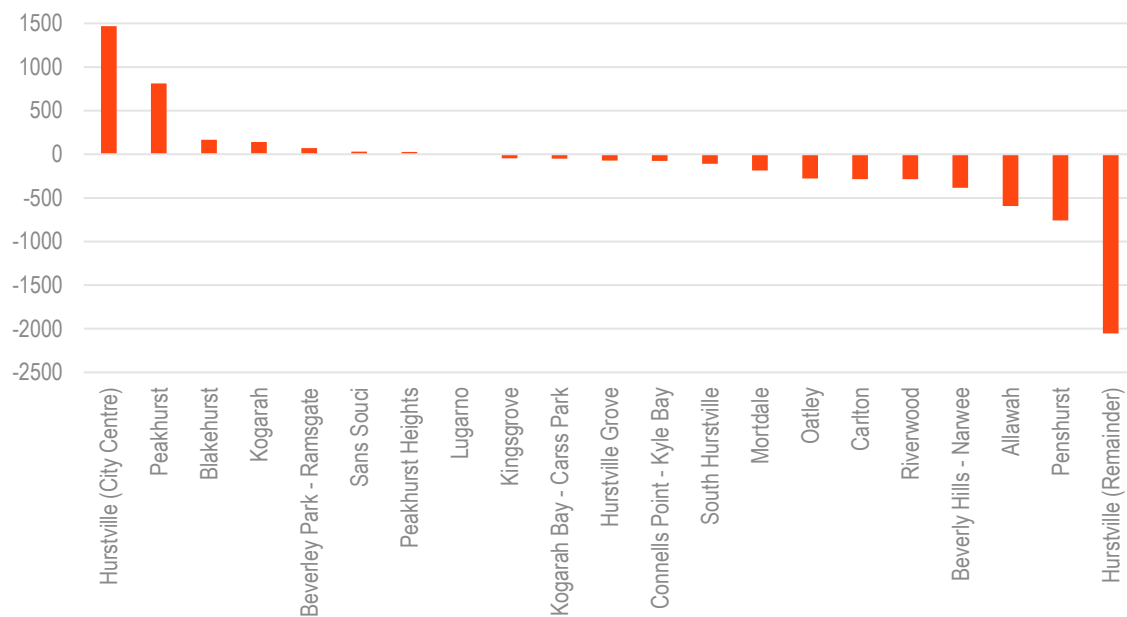
Source: ABS Estimated Resident Population, Cat. 3218.0, 2017 and 2021

Over the next 15 years, the population of Georges River is forecast to continue this trend of growth, with the population forecast to reach 177,000 by 2036. These forecasts were updated in January 2023 and take into consideration the change in population trends driven by Covid-19, and are approximately 10,000 people fewer than previous forecasts.

This growth equates to an average annual growth rate of 1%, a little lower than the rate forecast for Greater Sydney, of 1.2% per annum.

Figure 4. *Forecast population, Georges River – 2021-2036*
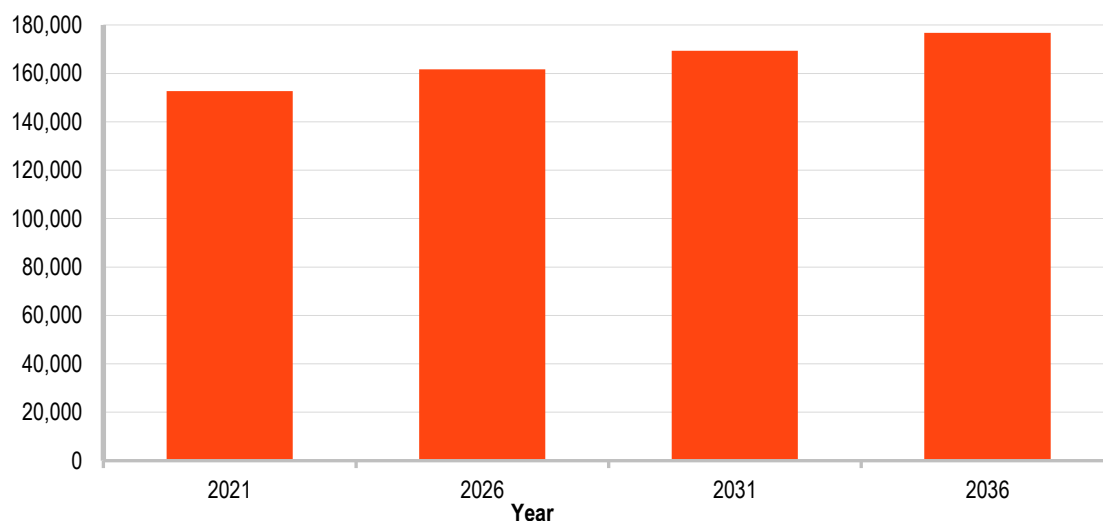
Source: forecast.id (2018)

Much of the forecast population growth in Georges River will be driven by migration to the area, both from other areas of Australia and overseas. Significant new housing opportunities across the Council area, particularly in Hurstville City Centre and Kogarah Town Centre are expected to attract predominantly young singles and couples (18-29 years). As a result of attracting such age groups to the area, there is also forecast to be an increase in births in the area, furthering population growth.

3.2.1 How has the age structure changed?

A look at Georges River's age structure in 2021 shows that it is fairly similar to that of Greater Sydney. However, there are slightly higher proportions of young adults (20-29 years) and older adults aged over 55 years.

Figure 5.   *Age structure, Georges River and Greater Sydney – 2021*
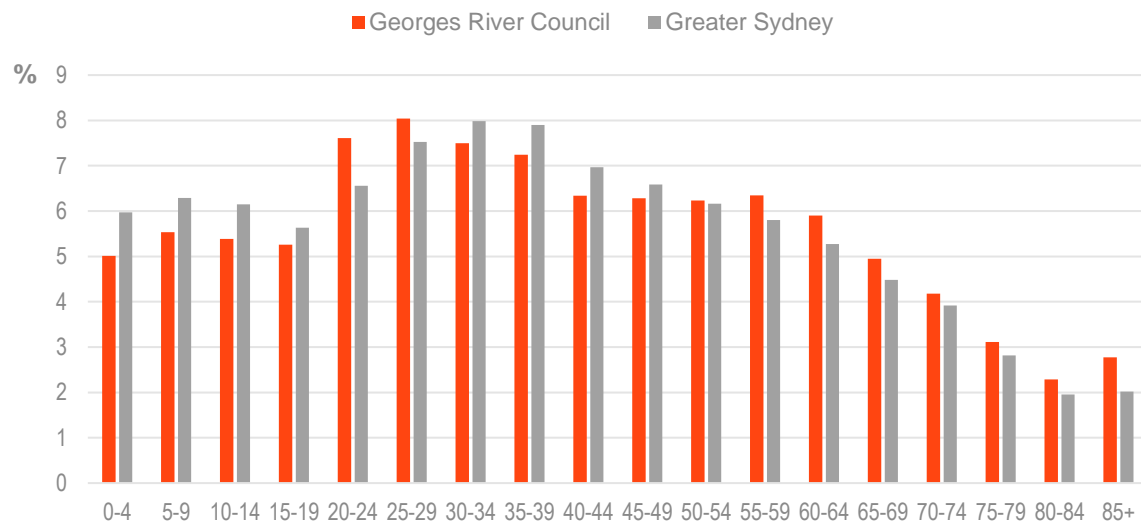
Source: ABS, Census of Population and Housing (2021). Data based on place of usual residence.

The change in age structure over the past five years shows that Georges River experienced growth in several distinct age cohorts, including:

Homebuilders: aged 35-44, this group experienced significant growth between 2016 and 2021 and are ageing in place having moved to the area over the past decade.

Pre-retirement and Retirement age adults: There was a large increase (5,822) in adults aged 55 years and older observed between 2016 and 2021, those who moved to the area in the 1980s and 1990s.

Primary and middle school aged children: Over the past five years there has been a moderate increase in the number of children in Georges River. This group are likely to be the children of the homebuilders mentioned above.

Figure 6.   *Change in age structure, Georges River – 2016-2021*
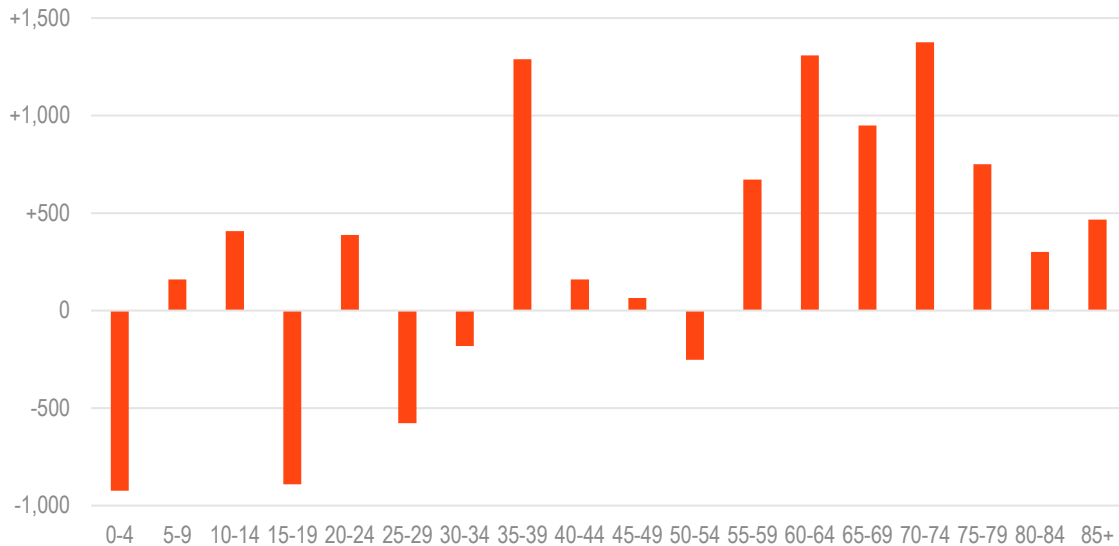
Source: ABS, Census of Population and Housing (2016 and 2021). Data based on place of usual residence.

Between the small areas of Georges River, there is some variance in age structures. For example, Hurstville City Centre is a particularly young area, with a median age of 30 years. The older areas include Kogarah Bay – Carss Park, Lugarno and San Souci, where the median age is 45 years. Many suburbs, such as Kogarah and Allawah have seen a significant increase in median age between 2016 and 2021, due to minimal overseas migration. These age differences are highlighted in the figure below.

Figure 7.   *Median age, suburbs of Georges River – 2021*
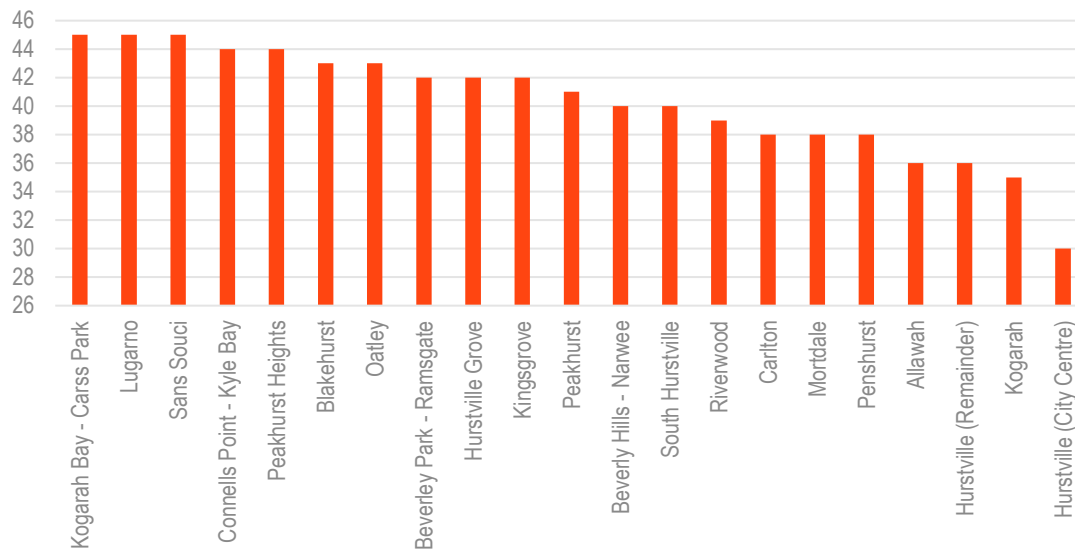
Source: ABS, Census of Population and Housing (2021)

3.2.2 How will the age structure change in the future?

Figure 8 shows that the age structure of Georges River will become older by 2036. This means that by 2036 there will be significantly larger proportions of elderly persons, and fewer young adults.

Figure 8.   *Forecast age structure, Georges River – 2021-2036*
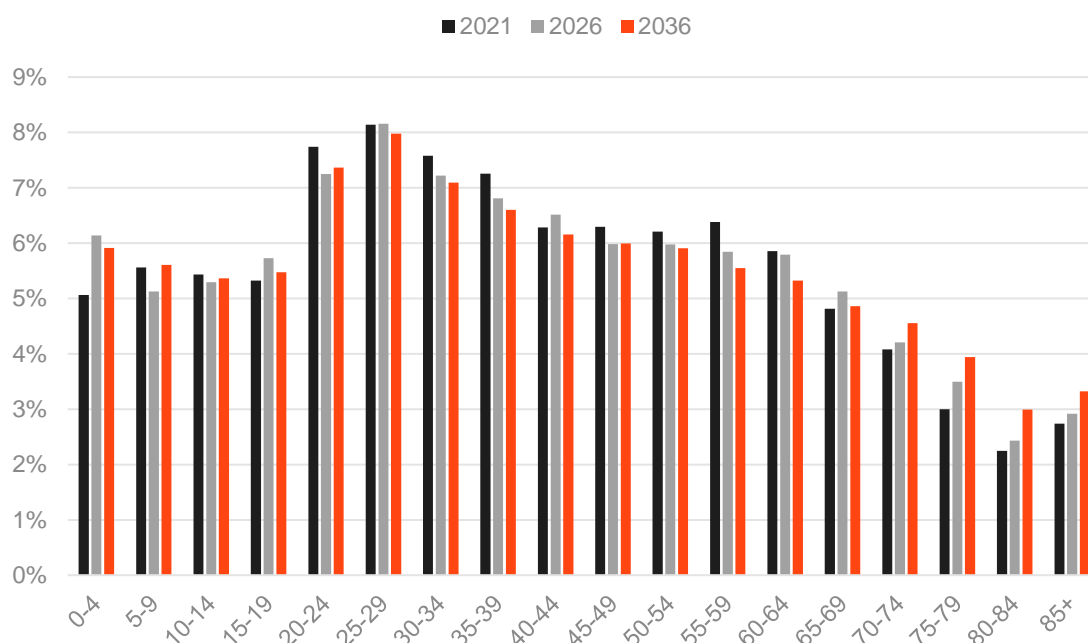
Source: forecast.id (2023)

As Figure 9 below shows, the largest net increases will be in those aged 65 years or more. There will also be a net increase in those aged 0-4 years between 2021 and 2036.

Figure 9.   *Forecast change in age structure, Georges River – 2021-2036*
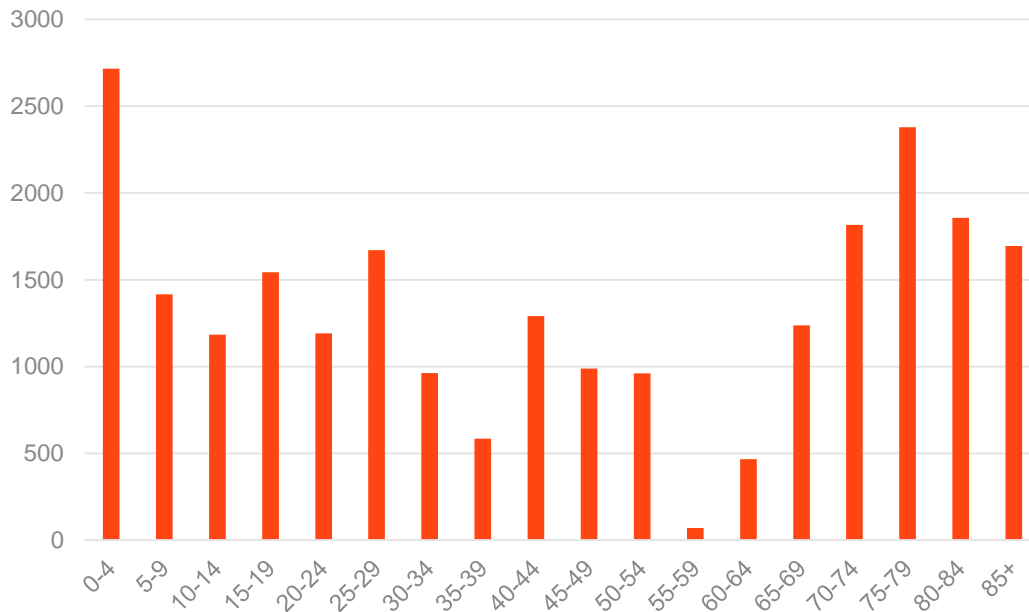
Source: forecast.id (2023)

3.3   Who is leaving and who is arriving?

Of all the components of population change, migration to Australia and between areas is the most volatile, as it varies considerably over time and space. An examination of migration patterns is critical to understanding how populations grow and change. Characteristics of migration in Australian cities include:

- A high proportion of local moves, e.g. within the same suburb or LGA;
- The dominance of outward moves in a sectoral direction e.g. from inner south to outer south; and
- Strong links between lifecycle events and age. Young adults i.e. 18-34-year olds are the most mobile age group. Thereafter migration tends to decline with age, although there is a slight increase in the oldest age groups which is probably related to health issues.

Between 2016 and 2021, Georges River experienced moderate migrant inflow and outflow, with a net loss of residents domestically. Over the five-year period, the area attracted 22,051 new residents, however, 32,134 people also left Georges River. Many new residents came

to Georges River from overseas in pre-Covid-19 years, and the area was within the top 10 migrant receiving LGAs in Greater Sydney. This high rate is due to the number of international students in the area, and employment opportunities in the Kogarah health precinct.

Those moving to the area were generally young adults, 25 to 34 years. They came from overseas (5,357) and neighbouring LGAs, such as Bayside (1,508), Canterbury-Bankstown (1,047) and Sutherland Shire (564).

Residents leaving Georges River were a little older, 35 to 44 years. These people left for outer south-western areas such as Canterbury-Bankstown (943), Sutherland Shire (729) and Campbelltown (498).

Figure 10. *Major net migration flows, 2016-2021*
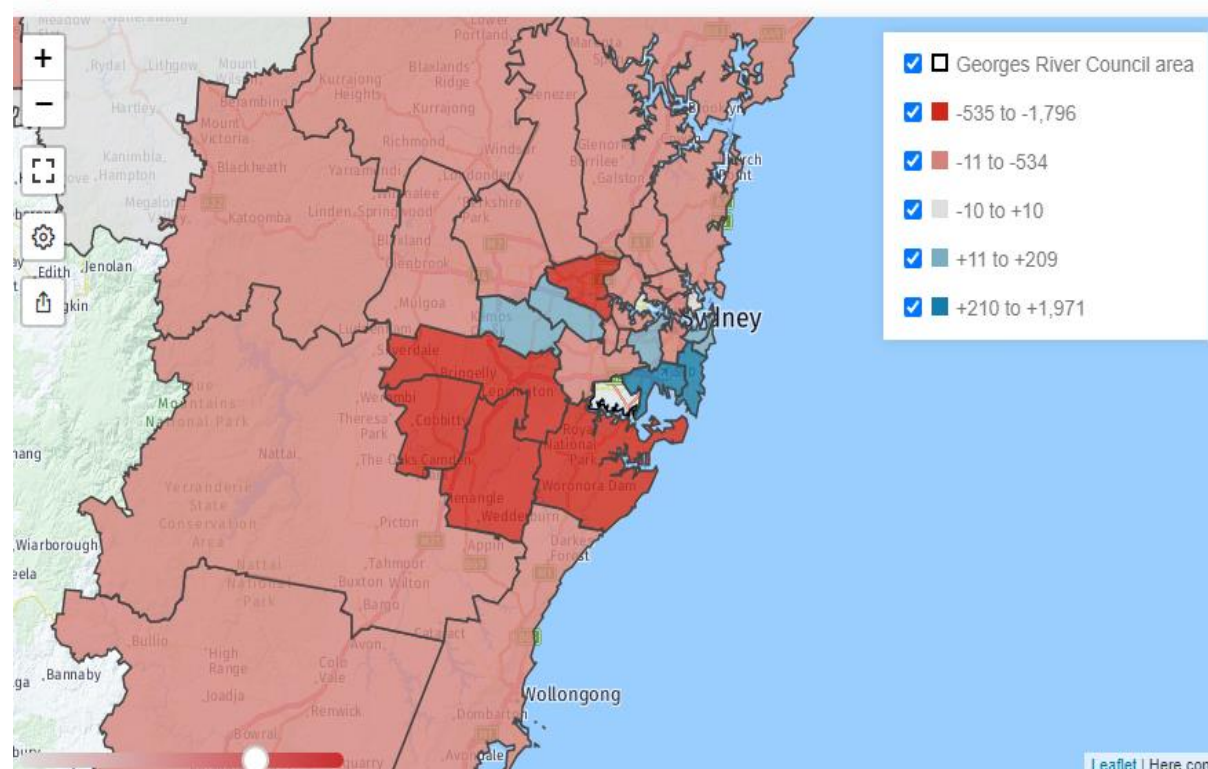
3.3.1 Characteristics of recent migrants

Looking at those who moved to Georges River in the past five years in comparison to those who left reveals two fairly different demographic profiles.

People that moved to Georges River were younger, aged between 20 and 29 years, often university students and young adults starting their career. This group is attracted to the amenity and higher density housing around the Hurstville and Kogarah centres.

Those that moved from Georges River to other areas were a little older, aged 30 to 44 years, and often had young children.

Figure 11. *Age structure of recent migrants, 2016-2021*
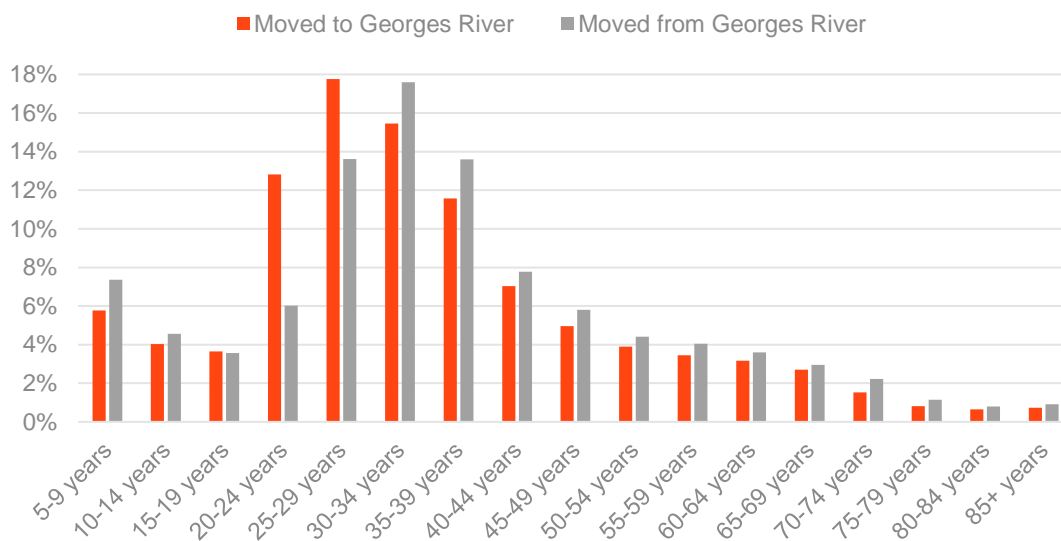
ABS Census of Population and Housing, 2016 and 2021

It is important to note that these data are based on the age of people when counted in the Census. They may have moved up to five years earlier. Many people who have been counted as moving in their early twenties may have moved after completing high school in their late teens.

The income of those who moved from Georges River is significantly higher than that of those who moved to the area. The median weekly individual income for those who moved to the area is $862 compared to $1053 for those who left Georges River. The chart below also highlights that many residents who moved to Georges River over the past five years earn no income. These residents are most likely young international students who either do not work due to time commitments or visa restrictions.

Figure 12. *Personal weekly income of recent migrants, 2016-2021*
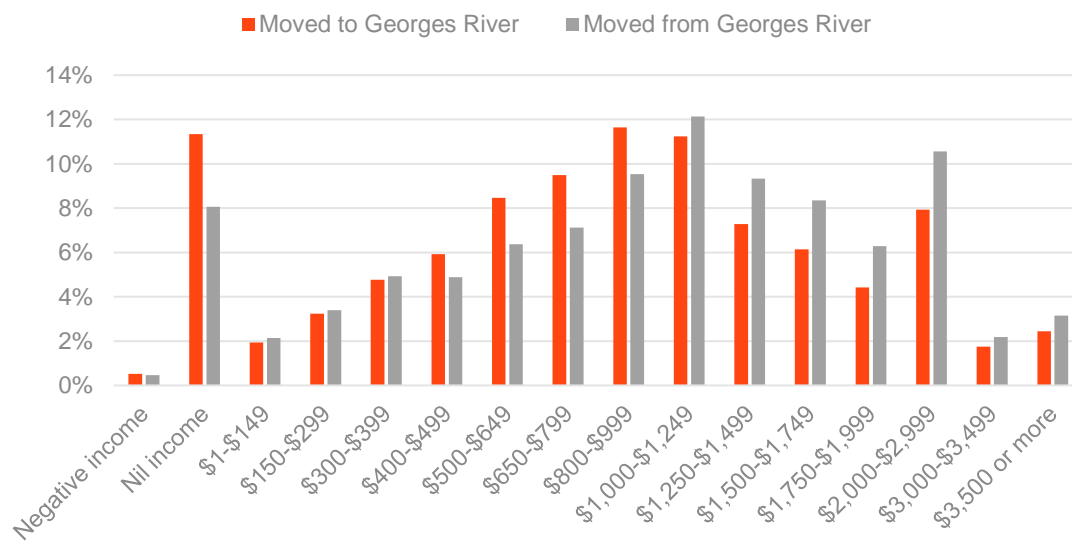
ABS Census of Population and Housing, 2016 and 2021

3.4   How are households changing?

The most prevalent household types in Australian cities are typically families – couples with children and single parent households. However, social and demographic changes have combined to change the household mix. These include ageing of the population, family breakdown and fewer children per family. In many areas, family households are declining in number, while smaller households (couples without children and lone person households) are increasing. From a housing perspective, the result is lower average household size i.e. fewer people per dwelling. It is important to recognise that declining household size tends to increase the demand for dwellings, even if the population is stable or slowly declining.

Until 2006, the result of these trends was declining average household size, however the results of the 2011 and 2016 Censuses revealed that at the national level this decline had slowed, and, in many areas, average household size increased slightly. However, between 2016 and 2021, the national trend of household size decline returned. Georges River followed this trend, with the average household size declining to 2.75 in 2021 from 2.84 in 2016.

3.4.1 Households and suburban lifecycles

Urban areas are constantly evolving primarily due to changing household needs and preferences reflecting population and age structure changes. Figure 13 provides a framework for traditional household pathways and identifies points at which needs may change.

Starting as a child in a family household, a person may move into a group or lone person household as a young adult, and then often becomes part of a couple relationship. The adult years may feature movement between family, single parent and lone person households. Child rearing is followed by an 'empty-nester' period (older couples without children) and ultimately becomes an elderly lone person, as partners die or separate.

There is an increasing tendency for people around Australia to live alone or as a couple without children. This is the result of a combination of factors, such as an ageing population, resulting in growth of empty nester and elderly lone person households, couples choosing a child-free lifestyle, as well as the emergence of smaller households resulting from divorce and partner separations.

Figure 13.   *Traditional household pathway – a framework*

Source: .id

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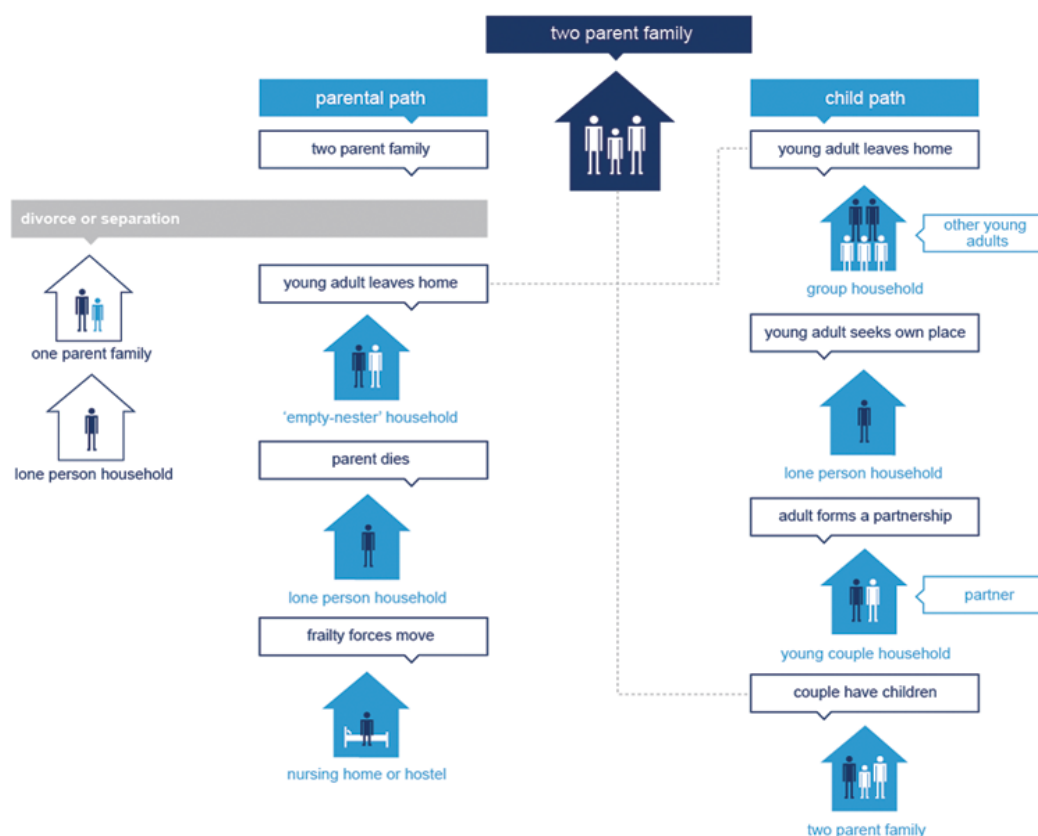
The suburban lifecycle framework (Figure 14) provides an illustration of how suburbs may change over time. Georges River is an interesting LGA to analyse with reference to the suburban lifecycle framework as its development has spanned several decades, hence encompassing a wide range of household types which are regenerating at different times.

Figure 14. *The suburban lifecycle – a framework*
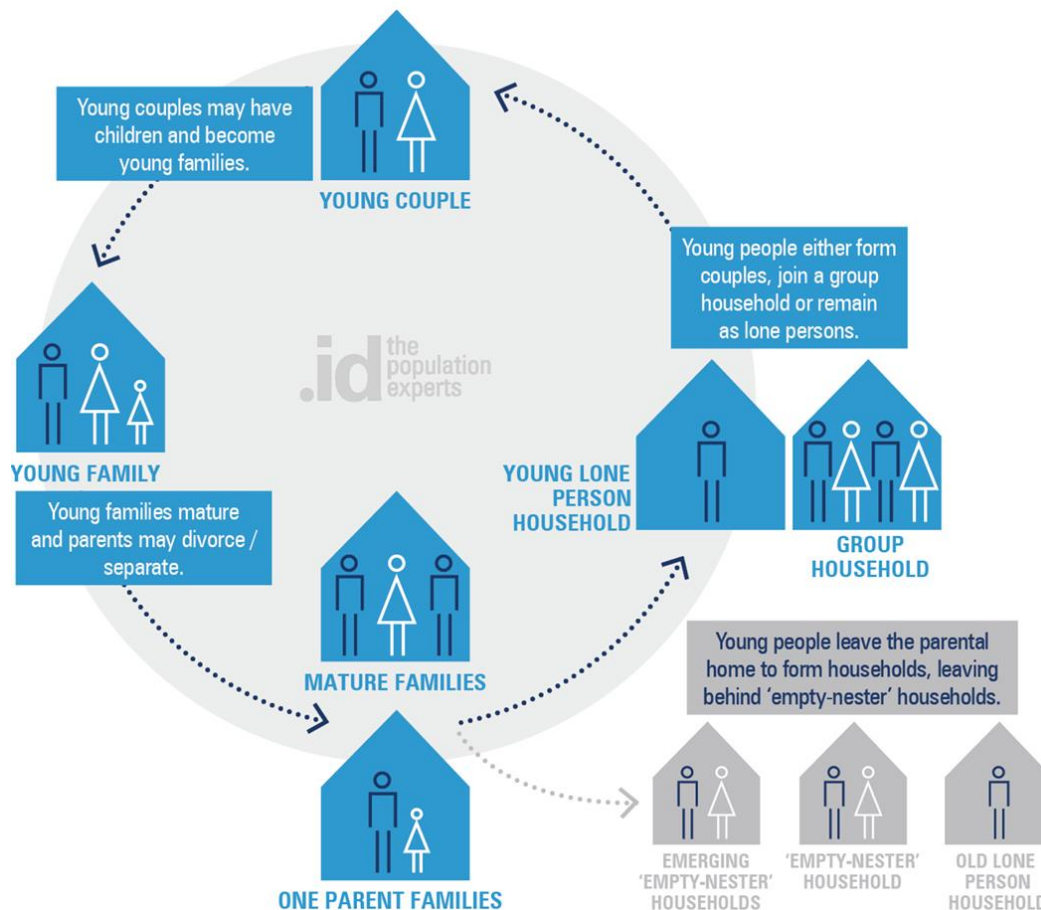
Source: .id

3.4.2 Current households

The 2021 ABS Census identified that the dominant household type in Georges River is couples with children, totalling 19,648 households and comprising 36.2% of the total households in Georges River. Couples with children increased by 2% (384 households) between 2016 and 2021.

Couples without children were the next most common, comprising around 23.7% of all households. This household type has increased significantly in the area, by 11% in the past five years.

There are few differences between the household type mix in Georges River compared with the Greater Sydney area (Figure 15).

Figure 15. *Household types, Georges River and Greater Sydney, 2021*
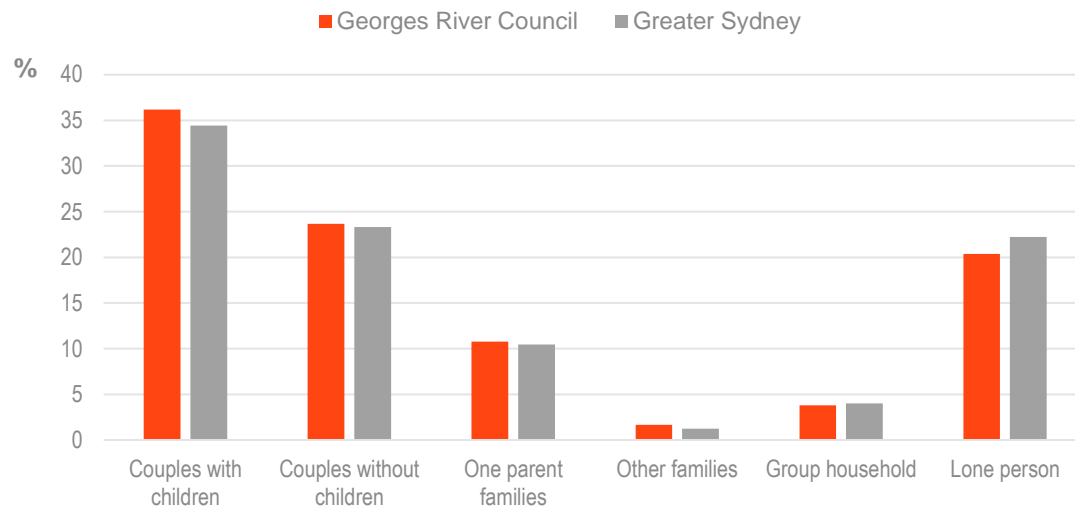
Source: ABS, Census of Population and Housing (2021)

3.4.3 Emerging households

Emerging households are those that are increasing in number. They provide some insights into the types of community services that may be needed in future. Service providers, policy makers and the housing industry understand the different housing consumption patterns and servicing needs of 'young' and 'old' lone person households; similarly, couples with young children households are likely to have quite different needs to older couples without children ("empty nesters").

Due to the significant number of household types when combined with the age of the household, information is presented for the larger (family) household types separately to the smaller household types.

3.4.4 Larger (family) households

In absolute numbers and percentage share, the larger household types (i.e. couples with children) are still the most significant in Georges River. Couples with children make up around 36% of households. Of these households, most are couple households with young children, similar to Greater Sydney. Older children households were the next largest group.

Figure 16. *Share of family household types by age, Georges River – 2021*
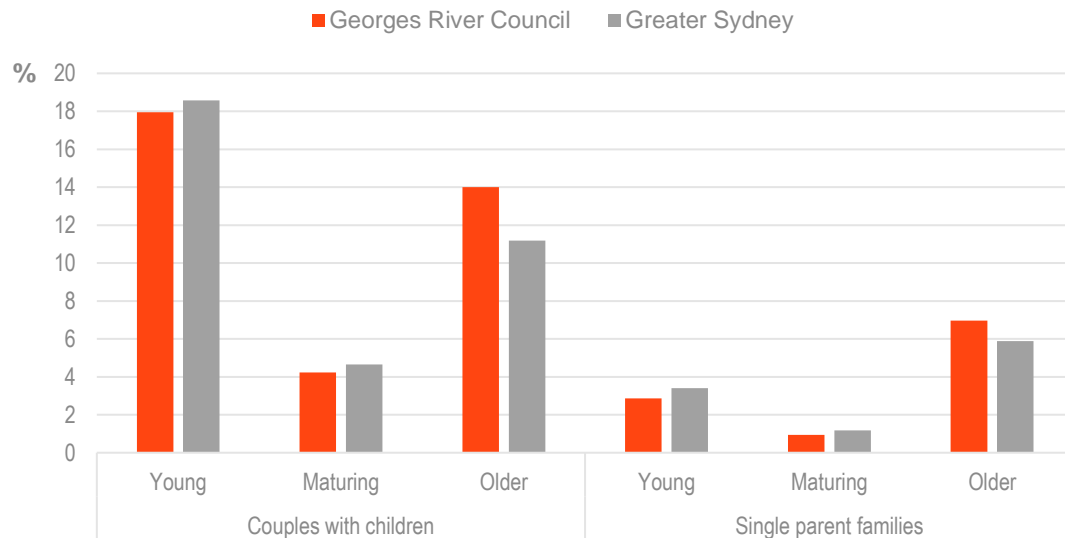
Source: ABS, Census of Population and Housing (2021)

Among the larger household types, there was significant growth in couples with older children between 2016 and 2021, through ageing in place. There was also considerable growth in single parent families. These groups are therefore increasing in importance in Georges River.

Figure 17. *Net change in family households by age – Georges River - 2016-2021*
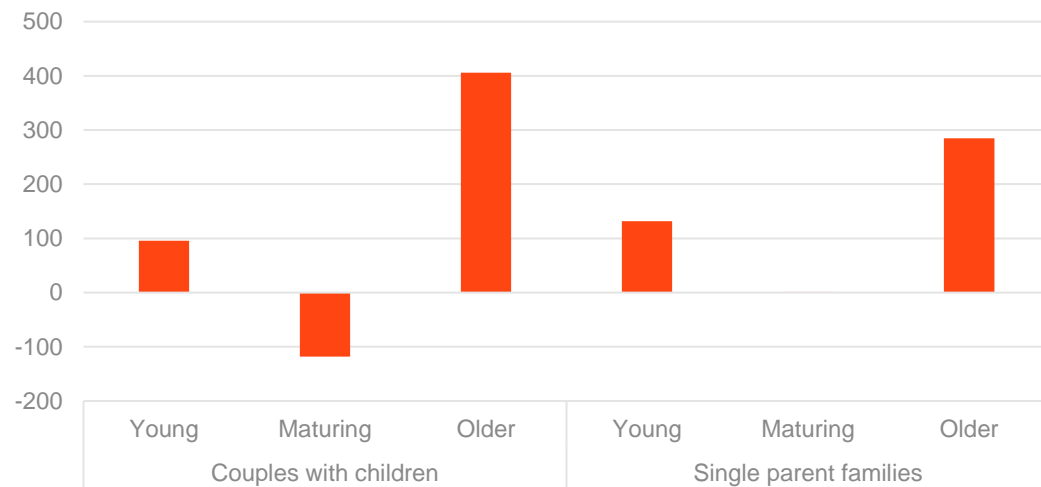
Source: ABS, Census of Population and Housing (2016 and 2021)

The growth in family households has been concentrated in Hurstville City Centre, Peakhurst and Kogarah. This growth has been driven by a significant growth in dwellings in these areas. Riverwood and Penshurst have experienced a decline in family households, a result of ageing in the area. Hurstville (Remainder) also experienced a decline in the number of family households, most likely due to people leaving the area for outer suburbs or returning overseas during the Covid-19 pandemic.

Figure 18. *Net change in family households – suburbs of Georges River - 2016-2021*
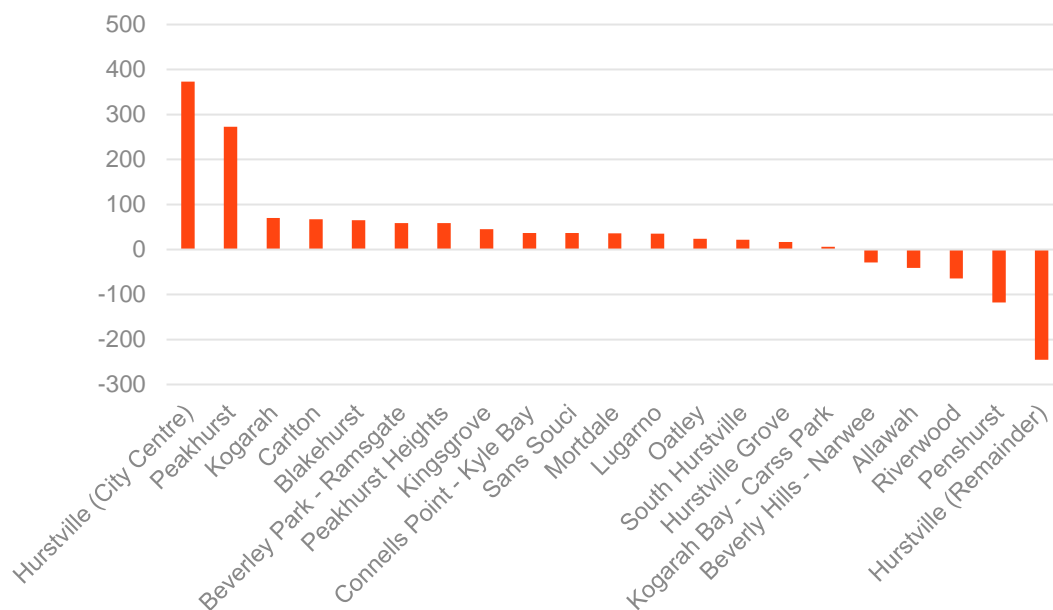
Source: ABS, Census of Population and Housing (2016 and 2021)

3.4.5 Smaller households

Looking at smaller households, there is some diversity in this group, with Georges River having a higher share of 'older' couples and a similar share of 'older' lone persons compared to the metropolitan Sydney average. There are fewer 'young' and 'middle-aged' lone persons households in the area.

Figure 19. *Share of 'smaller' household types by age, Georges River – 2021*
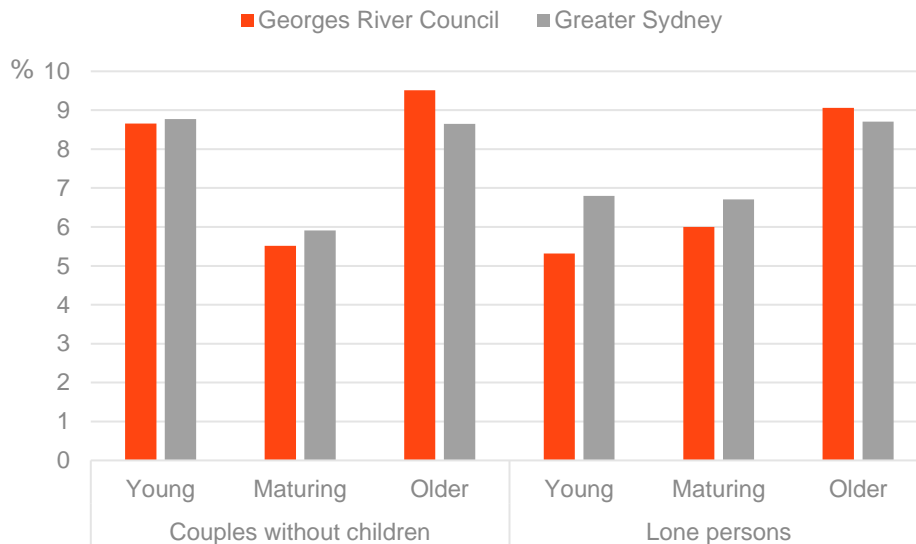
Source: ABS, Census of Population and Housing (2021)

In terms of net change over the past five years, there has been significant growth in households without children – both couples and lone persons – when compared to the growth of households with children, at 13% between 2016 and 2021, compared with 3.2%. This is a considerable change from the 2019 iteration of this report, where families with children were growing significantly. However, the increase was most significant in older couples without children, increasing by 683 households. There was also an increase in older lone persons, of 652 households.

Figure 20. *Net change in 'smaller' households by age, Georges River – 2016 - 2021*
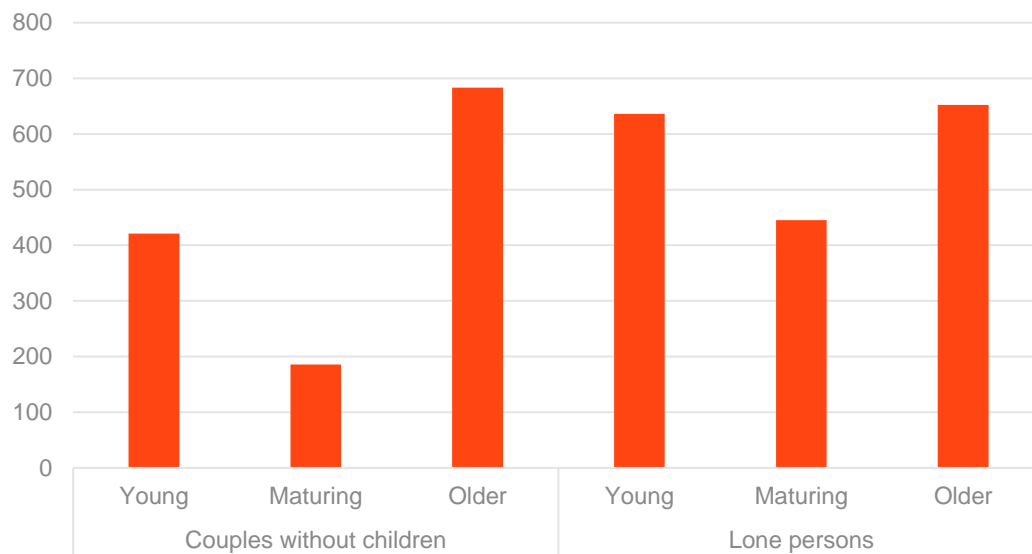
Source: ABS, Census of Population and Housing (2006 and 2016)

The growth in smaller households has been concentrated in the Hurstville City Centre, driven by apartment developments that have attracted young lone person and couple households. Other areas such as Kogarah and Peakhurst have had smaller increases in small households, mostly in the older ages.

Figure 21. *Net change in 'smaller' households, suburbs of Georges River – 2016 - 2021*
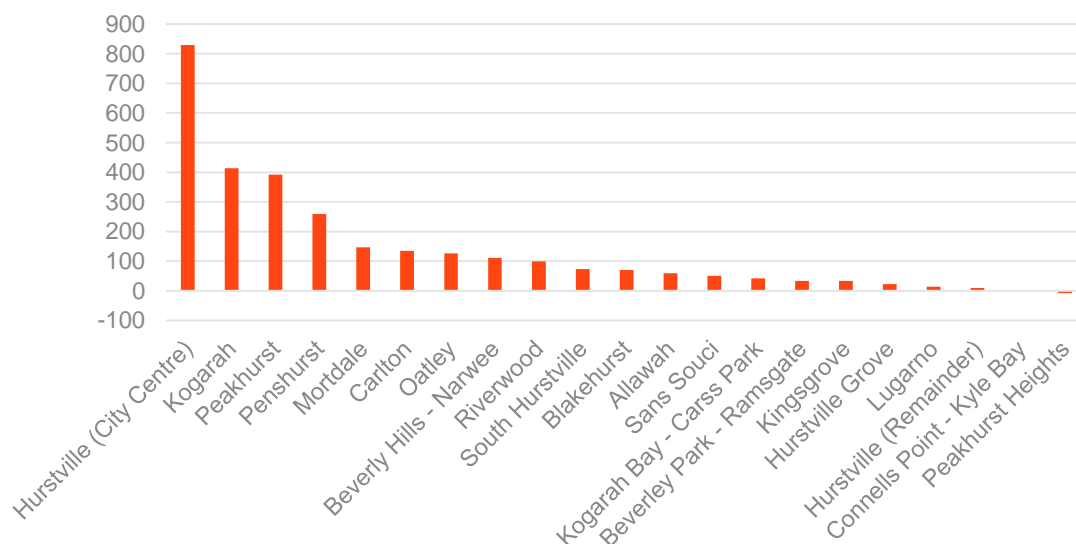
Source: ABS, Census of Population and Housing (2006 and 2016)

3.4.6 How will households change in the future?

Over the next 15 years, all household types in the Georges River Council area will experience growth. The most significant growth will occur in lone person households. Couples without children and one parent families are also forecast to increase, in both the young and older age groups, driven by migration and ageing.

Figure 22. *Change in households by type, Georges River – 2021-2036*
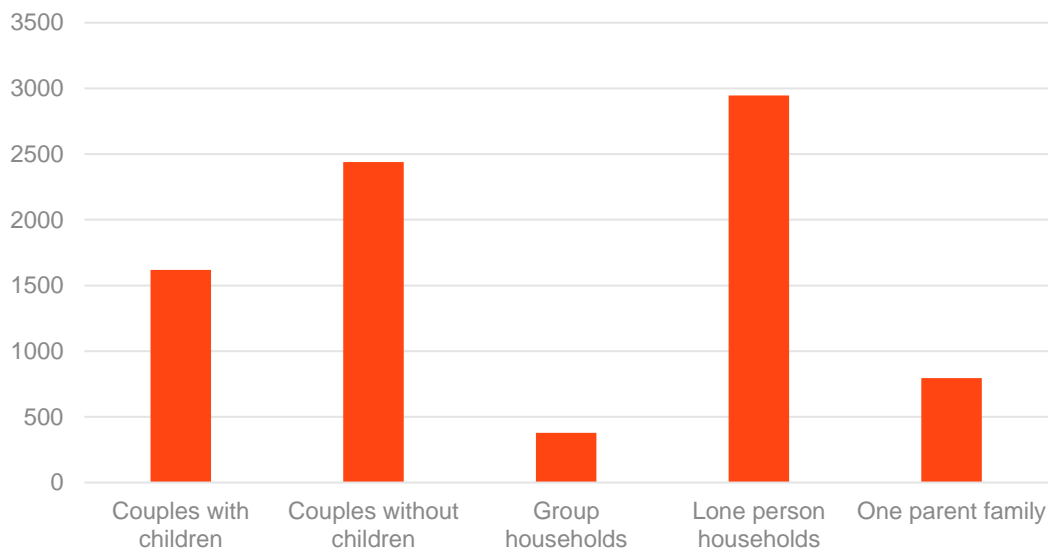
Source: forecast.id (2023)

The most significant increases in lone persons are forecast to occur in the major centres of Hurstville and Kogarah, and in Peakhurst. These areas are also forecast to have large increases in couples with children.

4. Dwellings, Tenure and Housing Stress

4.1 Key findings

- Georges River offers a range of dwelling types for its residents, though the proportion of high-density dwellings is higher than the Greater Sydney average.
- Medium and high-density dwellings are slightly larger than average, with many having two or more bedrooms, and very few one bedroom properties.
- There is an increasing number of families with children living in medium and high-density homes.
- Older couples are increasingly living in large, separate houses with four or more bedrooms, however there has been some evidence of a small number of older residents downsizing.
- Renting is becoming more common in the LGA, due to affordability pressures.
- The rate of housing stress in Georges River is higher than the Greater Sydney average, especially for renters with very low or low incomes.

4.2 How is the dwelling stock changing?

Georges River, having developed over many decades, contains a range of housing types and densities, from separate houses on single blocks, to multi-dwelling units. This section examines how Georges River compares to Greater Sydney, and how densities – as measured through the dwelling structure and number of bedrooms per dwelling – are changing.

In 2021, there were 54,316 occupied private dwellings in Georges River. The following housing consumption analysis is based on these private occupied dwellings.

4.2.1 Dwelling mix

In 2021, there were more multi-dwelling residences than separate houses in Georges River. There were 49.7% separate houses, 16% medium density dwellings and 33.4% high density dwellings. This mix is fairly similar to the Greater Sydney average (53%,16%, and 29% respectively), though Georges River has a slightly higher proportion of high-density dwellings (apartment buildings of three or more storeys.)

Figure 23. *Dwelling structure, 2021*
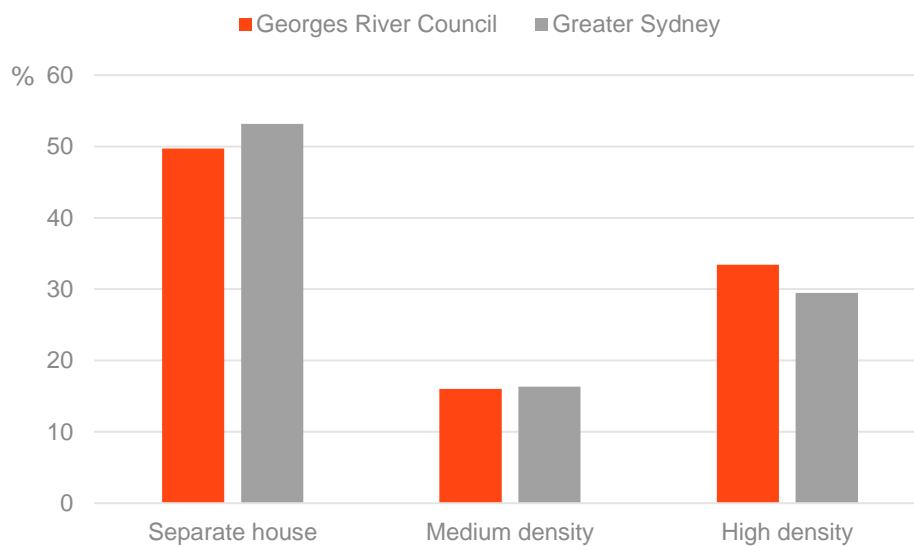
Source: ABS, Census of Population and Housing (2021)

There are some differences in the supply of residential property within Georges River. There are high proportions of separate houses in areas with river frontages, such as Lugarno, Peakhurst Heights and Connells Point. Higher concentrations of medium density housing can be found in the western portion of the LGA, in Peakhurst and Mortdale. Areas with close proximity to the Sydney CBD such as Hurstville, Kogarah and Allawah have high proportions of high-density developments.

4.2.2 Dwelling types

Based on the number of bedrooms, separate houses with four or more bedrooms are the most common (25.8%, compared with 29.2% in Greater Sydney), followed by high-density dwellings with two bedrooms (20.7%, compared with 14.6% in Greater Sydney). There were similar proportions of all sized medium density dwellings as the Greater Sydney average. Over the past five years, separate houses have increased in size, mainly through renovations adding an extra bedroom to an existing dwelling. There has also been a significant increase in medium and high-density dwellings, especially those with two or more bedrooms.

Compared to Greater Sydney, Georges River has a very similar mix of dwelling structures. Where it differs is in the number of bedrooms. High-density developments in the area are larger, with a higher proportion with two or more bedrooms.

Figure 24. *Dwellings by type, Georges River –2021*
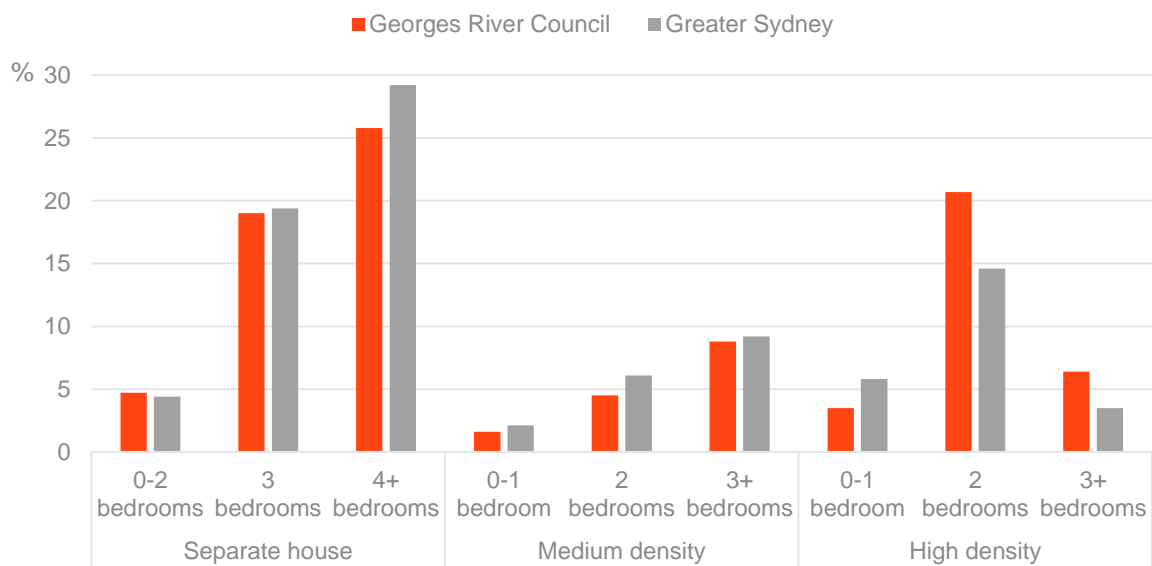
Source: ABS, Census of Population and Housing (2021)

Figure 25. *Net change in dwellings by type, Georges River - 2016-2021*

Source: ABS, Census of Population and Housing (2016 and 2021)

4.3 What dwellings do households live in?

While there is little qualitative data on housing preference, Census data enables detailed analysis of dwelling consumption by household type to show preferences in the context of supply constraints. Revealed preferences are the types of dwellings that households actually live in, as indicated by Census data. Expressed preferences are those stated by individuals when surveyed as to what sort of housing they would like to live in. The latter is

not part of the scope of this report, but there are examples of this type of research being undertaken in Australia, such as the Grattan Institute's 2011 report "The housing we'd choose".

This analysis uses Census data to identify the relationship between key dominant and emerging household types and the dwellings they live in. The following household types are analysed:

- Couples with children (dominant)
- Couples without children (dominant and emerging)
- Lone person households (emerging)

4.3.1 Couples with children

Couples with children are a dominant household type in Georges River, comprising 36.2% of the total households. They also experienced a small increase between 2016 and 2021, of approximately 380 households.

Typically, these households fall into three housing markets:
- Those who are early in their housing career and are prepared to accept high levels of housing stress with a large proportion of their household income being spent on housing;
- Those in the second and third home-purchaser market who are upgrading to larger dwelling formats or more desirable locations that are suitable to their changing needs (and budget).
- Those living in higher density dwellings, both renters and buyers, who have just had their first child.

As shown in the chart below, couples with children live in a variety of dwelling types, living in separate houses with three bedrooms (20.9%, compared with 20.7% in Greater Sydney), separate houses with four or more bedrooms (42%, 49.2% in Greater Sydney) and medium-density dwellings with two bedrooms (10.6%, 11% in Greater Sydney). There was a higher rate of couples with children living in high density dwellings, 20.6% compared with 13% across Greater Sydney.

Figure 26. *Couples with children by dwelling type (%) – Georges River - 2021*
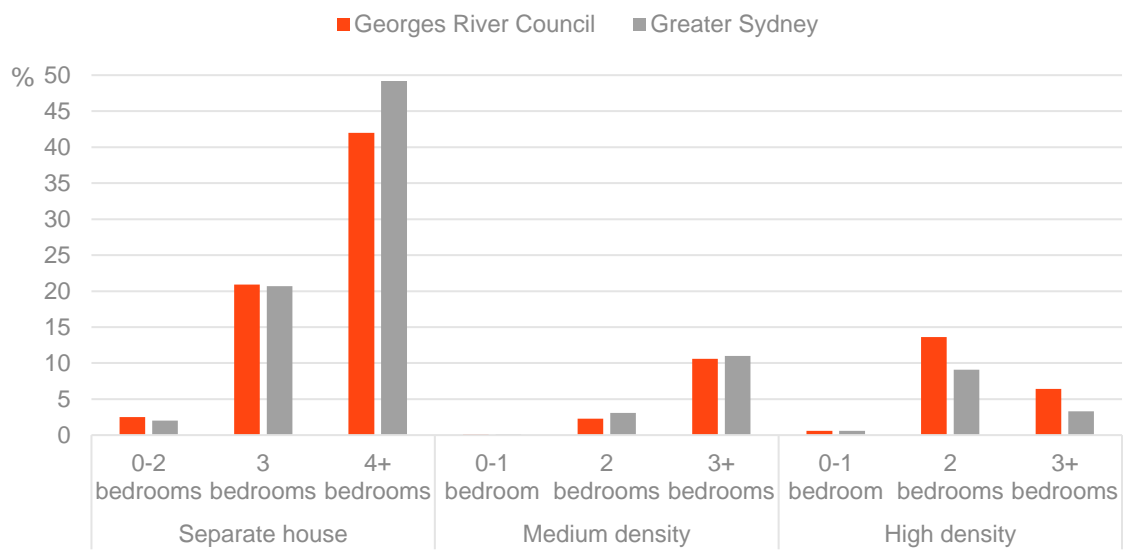
Source: ABS, Census of Population and Housing (2021)

Between 2016 and 2021 there was a significant increase in the number of couples with children living in large separate dwellings. However, there were declines in those living in smaller separate dwellings, meaning in net terms the increase in couples with children living in separate houses was similar to the increase in those living in medium or high density dwellings.

Figure 27. *Net change in couples with young children, by dwelling type Georges River – 2016-2021*
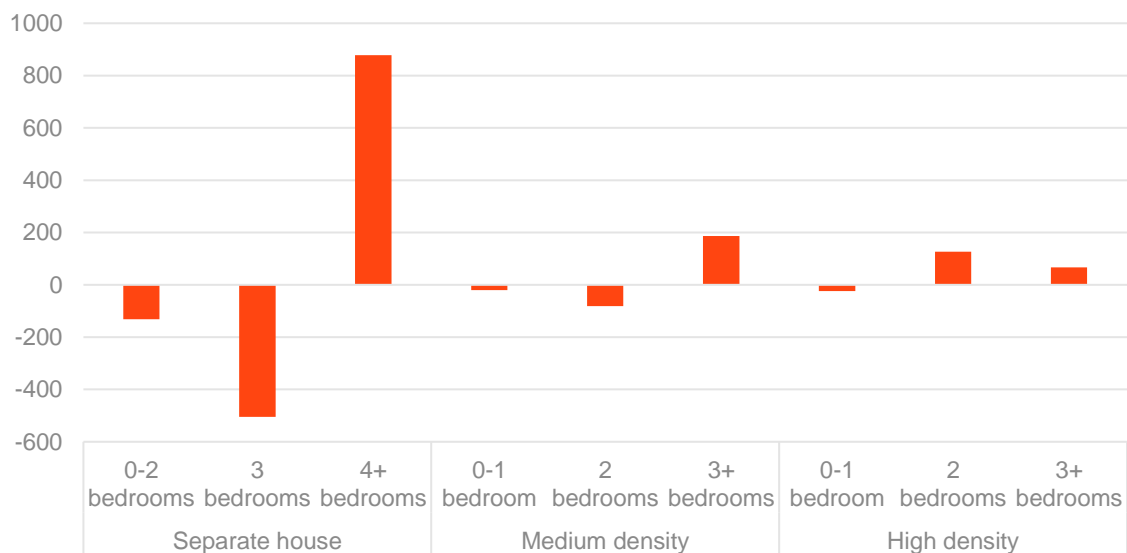
Source: ABS, Census of Population and Housing (2016 and 2021)

4.3.2 Couples without children

In general, couples without children have a higher propensity to consume three-bedroom separate houses than other household types.

In Georges River, they live in medium or large separate houses at a slightly higher rate to the Greater Sydney average (44.2% compared with 48.3%) and more likely to live in medium format medium/high density, 49% compared with 45.2% across Greater Sydney.

Figure 28. *Couples without children by dwelling type (%) – Georges River - 2021*
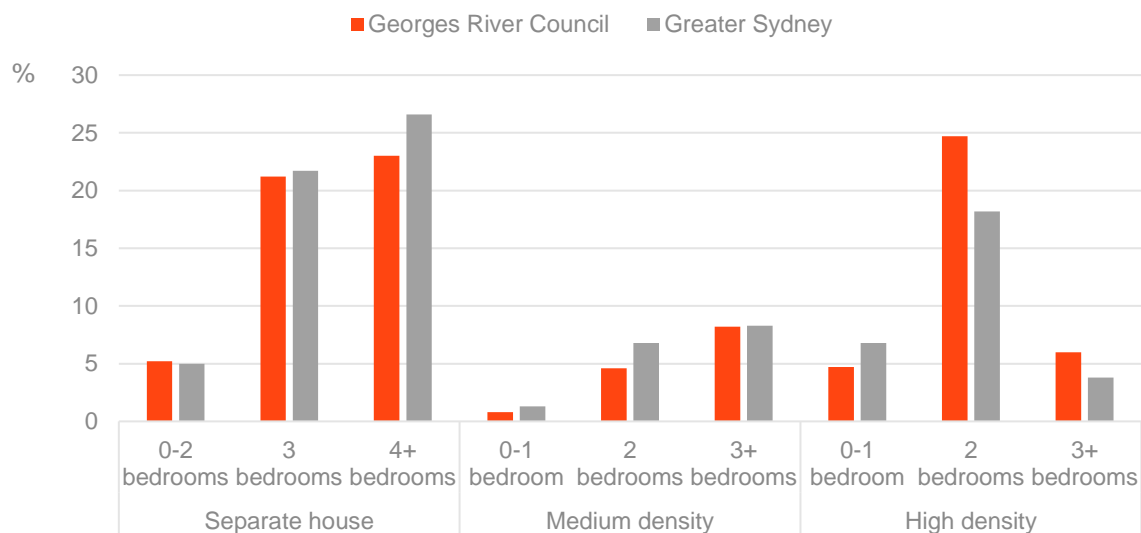
Source: ABS, Census of Population and Housing (2021)

Couples without children, like most other household types have seen an increase in those living in separate houses with four or more bedrooms, mainly through renovation as previously mentioned. However the increase in those living in high density housing is larger, around 800 households.

Figure 29. *Net change in older couples without children, by dwelling type – 2016-2021*

Source: ABS, Census of Population and Housing (2016 and 201)

4.3.3 Lone person households

Lone person households are an emerging household type in Georges River, currently comprising 20.4% of total households, and increasing substantially.

Compared to the metropolitan Sydney average, Georges River had a higher share of lone persons living in two or more-bedroom, higher density dwellings in 2021. This is a reflection of supply in the LGA, which has seen a number of high-density developments in the key centres of Hurstville and Kogarah over the past decade.

Figure 30. *Lone person households, by dwelling type (%) – 2021*
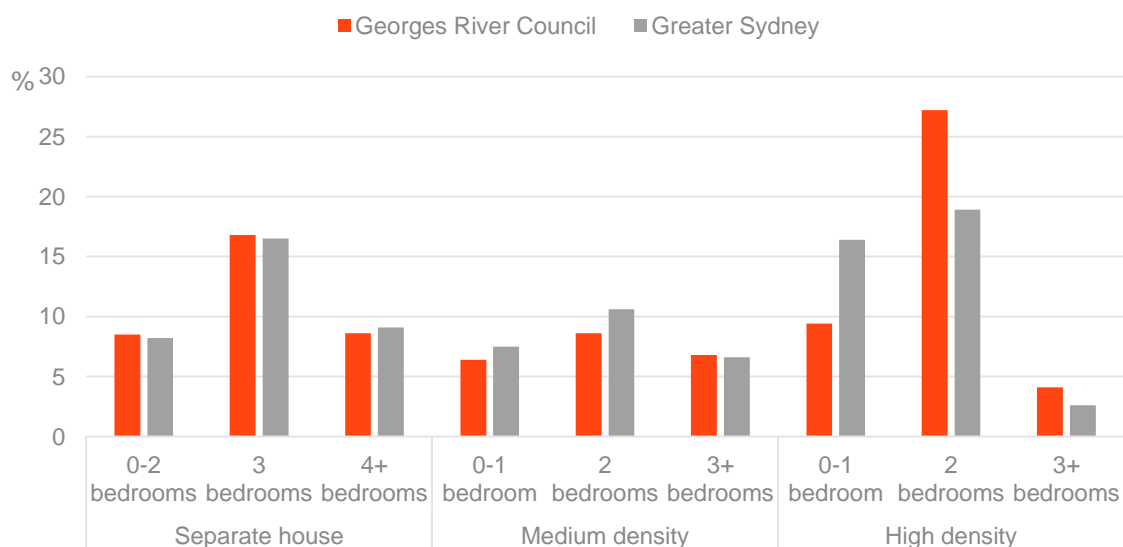
There has been significant growth in the number of lone person households living in one and two-bedroom apartments. As mentioned earlier, this has most likely been driven by new, high density developments in Hurstville and Kogarah.

Figure 31. *Net change in lone person households, by dwelling type – 2016-2021*
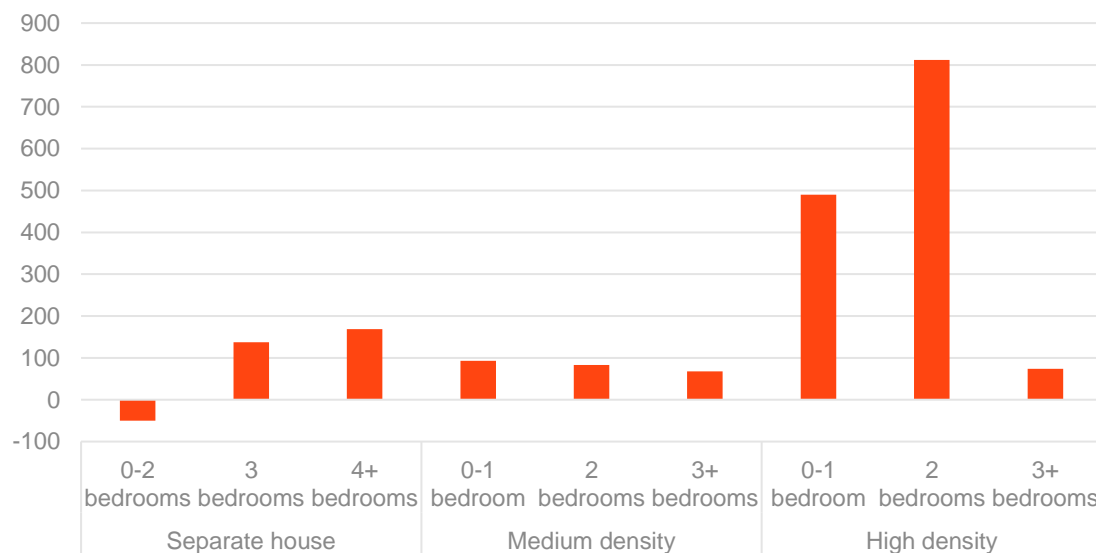
4.4   How is housing tenure changing?

Housing tenure data gives significant insight into the role Georges River Council plays in the housing market, and the life stage and socio-economic status of its residents. There is currently significant diversity in tenure types across Georges River, which assists in creating a sustainable community. There are almost equal shares of people fully owning their homes, people with a mortgage and those who are renting.

In comparison to Greater Sydney, having a mortgage is slightly less common in Georges River. This is influenced by several factors, including the number of young couples in the area who are most likely renting, and a high proportion of older households who own their own homes.

Figure 32.   *Tenure types, 2021*
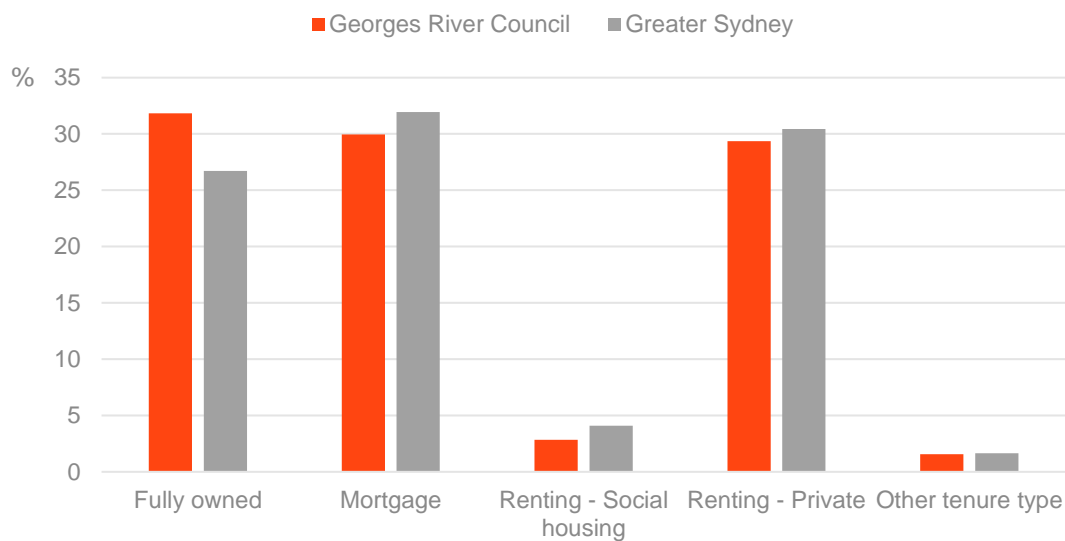
Source: ABS, Census of Population and Housing (2021)

Growth in renting has been evident across the LGA, but some areas have had more significant change than others. The number of households renting in the Hurstville City Centre has increased by just over 900 households in the past decade. Other areas have also had increases, with just one area, Hurstville (Remainder) seeing a decrease in the number of rental households.

Figure 33.   *Growth in rental households, 2016-2021*
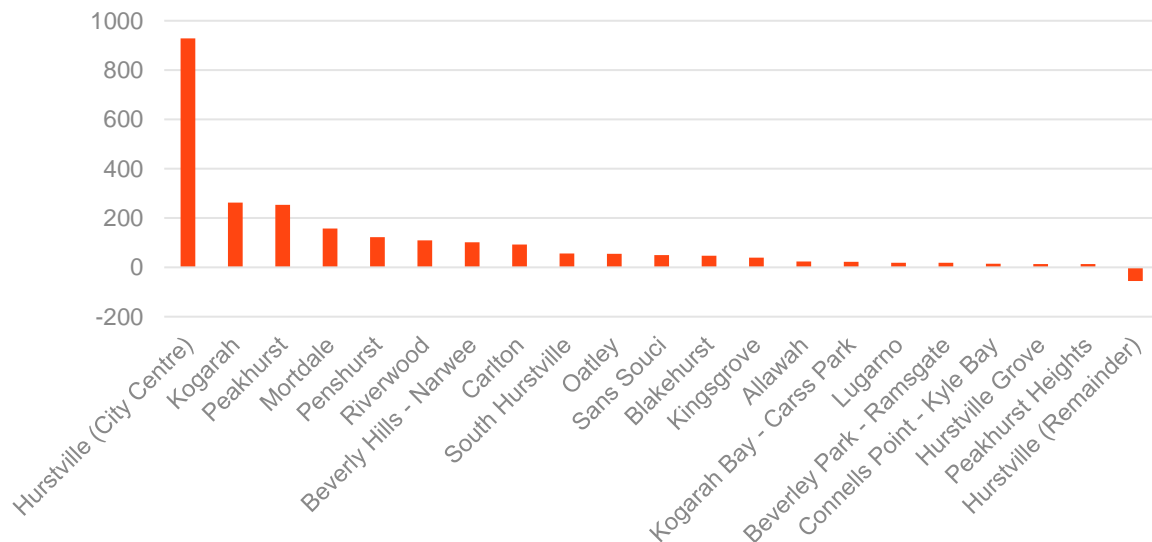
Source: ABS, Census of Population and Housing (2016 and 2021)

4.5   How are income levels changing?

Income is vital for households to cover their housing costs. Residents of Georges River currently have a median household income of $1,968 per week, a little lower than the Greater Sydney median, $2,099. Incomes in Georges River are increasing, with the median increasing by approximately $300 over the past five years.

However, income levels differ between the different household types of Georges River. Couples with children have the highest median income, of $3,050 per week. Lone person households have the lowest income levels, as a result of their limited earning capacity. The chart below shows the growth in median income by household type. Over the past decade, lone parent families and couples without children experienced the most significant increase in income after couples with children.

Figure 34.   *Change in median incomes by household type, 2011-2021*
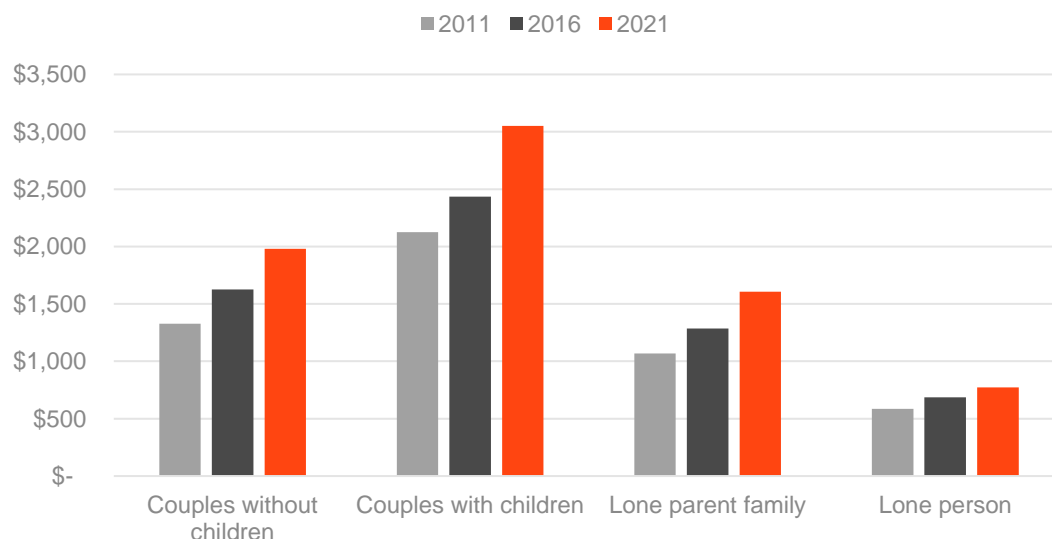
Source: ABS, Census of Population and Housing (2011, 2016 and 2021)

As part of the New South Wales Government Affordable Housing Strategy, income brackets have been defined for the purpose of analysing affordable housing. The income brackets are defined as follows:

- a very low income household earns less than 50% of the relevant median household income for Sydney or the rest of NSW, as applicable.
- a low income household earns between 50% and 80% of the relevant median household income for Sydney or the rest of NSW, as applicable.
- a moderate income household earns between 80% and 120% of the relevant median household income for Sydney or the rest of NSW, as applicable.

The chart below shows the distribution of households in Georges River into these income brackets. The distribution is very similar to the Greater Sydney average, although there is a slightly higher proportion of very low income households in the area. The higher proportion of low income earners is influenced by a number of factors, including the large elderly population in the area who are relying on superannuation or the aged pension for income, and the number of university students in the area who have limited earning capacity due to their study commitments. There is also a significantly higher proportion of high income households in Georges River in comparison to the Greater Sydney average.

Figure 35. *Proportion of households in Family and Community Services income brackets, 2021*
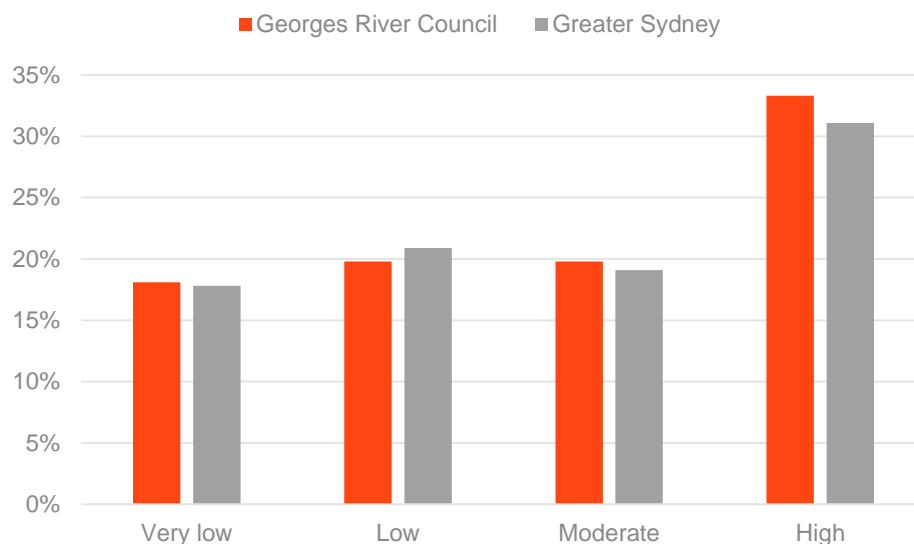
Source: ABS, Census of Population and Housing (2021)

4.6   What is the level of housing stress in Georges River?

For the purpose of this report, housing stress is defined as households in the very low, low and moderate income brackets spending more than 30% of their income on housing costs.

4.6.1 Mortgage stress in Georges River

At the time of the 2021 Census, there were 3,049 households with a mortgage spending more than 30% of their income on housing costs. The chart below shows the proportion of mortgaged households in each income bracket in housing stress, in comparison to Greater Sydney. The level of mortgage stress experienced in Georges River is marginally higher than the Greater Sydney average, especially for low and moderate income households.

Figure 36. *Proportion of households with a mortgage in stress, 2021*
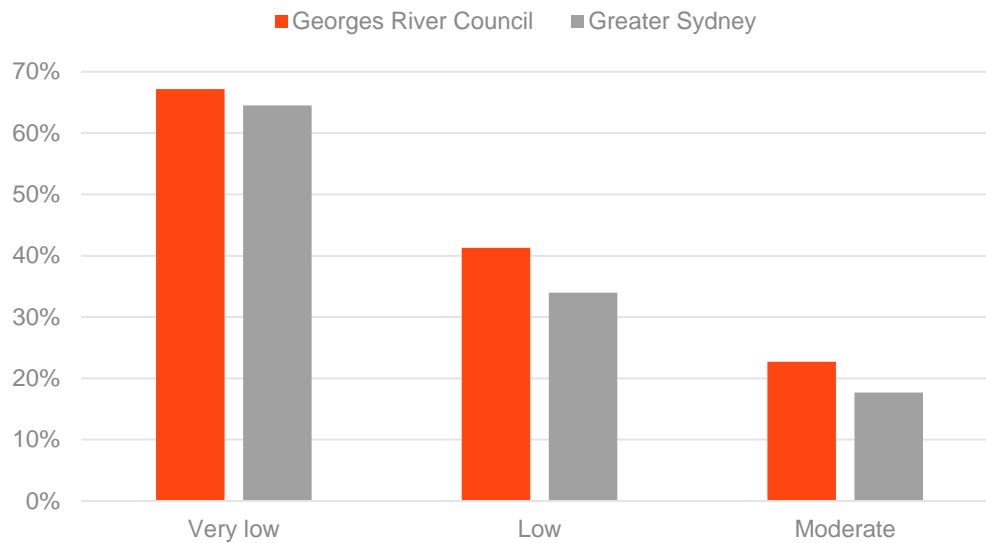
Source: ABS, Census of Population and Housing (2021)

4.6.2 Rental stress in Georges River

At the time of the 2021 Census, 4,743 households that were renting their dwelling were spending more than 30% of their income on housing costs. The chart below shows the proportion of rental households in each income bracket in rental stress, in comparison to Greater Sydney. The level of overall rental stress experienced in Georges River is marginally higher than the Greater Sydney average. However, when looking at an income breakdown, the rate of rental stress in Georges River is only higher for very low income households. The reason for the overall rate being higher than average is due to a lower number of high income renters than is seen across Greater Sydney.

Figure 37. *Proportion of renting households in stress, 2021*
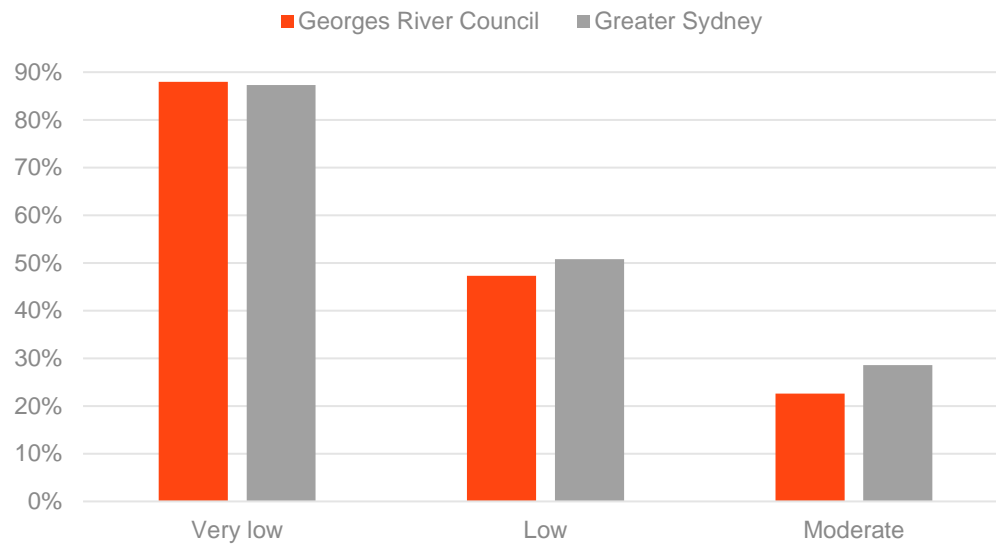
Source: ABS, Census of Population and Housing (2021)

5. Housing Demand

5.1 Key findings

- Median house sale prices have risen sharply in Georges River over the past five years, growing by approximately 5.5% per year since 2017, a similar growth rate to the Greater Sydney average.
- Units in Georges River are generally less costly than the Greater Sydney average, currently 7% lower than the metropolitan Sydney median.
- Just over two thirds of key workers in Georges River also live in the area. Their median individual income is $1,068 per week, less than the median for all workers employed in Georges River.
- In 2021-22, just ten property sales were affordable to a key worker living on their own.
- Similarly, there were very few property sales or rental listings that would be considered affordable for those on very low or low incomes.

5.2 How are housing costs changing?

5.2.1 Sales

Median house sale prices have risen sharply in Georges River over the past five years. In 2017, the median cost of a house in the area was around $1,400,000. In 2022, the median house price in Georges River was $1,830,500; growing by approximately 5.5% per year since 2017. Houses in Georges River have consistently been more expensive than the Greater Sydney median, however prices have been growing at a similar rate over the past five years.

Figure 38. *House sales, 1ˢᵗ Quartile and median costs, 2017-2022*

	June 2022		June 2017		Average Annual Change	
	1st Quartile	Median	1st Quartile	Median	1st Quartile	Median
Georges River	$1,481,250	$1,830,500	$1,197,500	$1,400,000	4.3%	5.5%
Greater Sydney	$950,000	$1,375,000	$725,000	$1,050,000	5.6%	5.5%

Source: PropTrack (2022)

The purchase price of units has fluctuated over the past five years, with small periods of price increases, but with an overall decrease in price. Units in Georges River are generally less costly than the Greater Sydney median, currently 7% lower than the Sydney median.

Figure 39. *Unit sales, 1st Quartile and median costs, 2017-2022*

	June 2022		June 2017		Average Annual Change	
	1st Quartile	Median	1st Quartile	Median	1st Quartile	Median
Georges River	$600,000	$709,000	$645,000	$735,000	-1.4%	-0.7%
Greater Sydney	$595,000	$760,000	$600,000	$780,000	-0.2%	-0.5%

Source: PropTrack (2022)

5.2.2 Rents

Weekly rental costs for houses in Georges River have increased over the past five years, with the median increasing approximately 2.2% per annum. However, the price increase for both 1st quartile and median rents for houses have been growing at a slower rate than the Greater Sydney median.

Figure 40. *House Rentals, 1st Quartile and median costs, 2017-2022*

	June 2022		June 2017		Average Annual Change	
	1st Quartile	Median	1st Quartile	Median	1st Quartile	Median
Georges River	$550	$680	$520	$610	1.1%	2.2%
Greater Sydney	$470	$600	$420	$520	2.3%	2.9%

Source: PropTrack (2022)

Rental costs for units in Georges River have decreased slowly over the past five years. The median rent for a unit in the area is consistently less than the Greater Sydney median.

Figure 41. *Unit Rentals, 1st Quartile and median costs, 2017-2022*

	June 2022		June 2017		Average Annual Change	
	1st Quartile	Median	1st Quartile	Median	1st Quartile	Median
Georges River	$420	$470	$430	$495	-0.5%	-1.0%
Greater Sydney	$410	$500	$420	$520	-0.5%	-0.8%

Source: PropTrack (2022)

5.3 Can key workers in Georges River afford to live in the area?

The Australian Housing and Urban Research Institute provide a useful definition to describe key workers:

"Basically these are lower paid workers in occupations considered important to the proper functioning of the city, particularly those in lower paid service occupations, although not exclusively so, whose jobs are in areas of high housing costs" (Yates, Randolph, Holloway, Murray (2005), Housing affordability, occupation and location in Australian cities and regions).

BankWest's Key Worker Housing Affordability Report defines key workers as Nurses, Teachers, Police Officers, Fire Fighters and Ambulance Offices.
For the purpose of this report, key workers have been defined based on traditional key worker occupations identified in BankWest as well as a selection of occupations based on the role and function of the Georges River economy. The definition is based on the detailed occupation categories defined by the ABS (ANZSCO Major Group 3).

Core key workers:
- School Teachers
- Midwifery and Nursing Professionals
- Defence Force Members, Fire Fighters and Police

Secondary key workers (economic development function):
- Health and Welfare Support Workers (includes ambulance officers)
- Hospitality Workers (to support amenity required for business attraction)
- Child Carers (to support participation rates)
- Personal Carers and Assistants (including aged carers and social workers)
- Cleaners and Laundry Workers (to support operations of the hospital cluster)
- Automobile, Bus and Rail Drivers (to help access to jobs)
- Sales Assistants and Salespersons

In 2021, there were 12,518 key workers employed in Georges River, representing 29% of the total workforce. Of these key workers, 36.3% also live in Georges River. The majority of the remainder live in the neighbouring council areas of Sutherland (19.9%), Canterbury-Bankstown (11.7%) and Bayside (11.8%).

Figure 42. *Residential location of key workers employed in Georges River, 2021*

- Georges River
- Sutherland
- Bayside (NSW)
- Canterbury-Bankstown
- Liverpool
- Wollongong
- Campbelltown (NSW)
- Inner West
- Other

36.3%
19.9%
11.8%
11.7%
10.8%
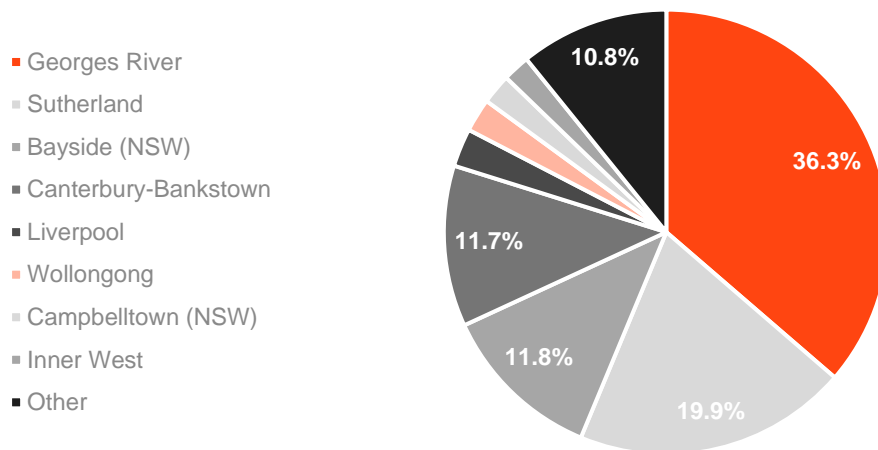
Source: ABS, Census of Population and Housing (2021)

The median weekly individual income for a key worker in Georges River is $1,068, a little lower than the median for all workers employed in Georges River ($1,193). Within key workers, Hospitality Workers had the lowest weekly income ($561), and Defence Force Members, Fire Fighters and Police had the highest at $1,960.

Figure 43. *Median weekly individual income, key workers in Georges River, 2021*

Defence Force Members, Fire…
School Teachers
Midwifery and Nursing Professionals
Health and Welfare Support Workers
Automobile, Bus and Rail Drivers
Key Worker Total
Personal Carers and Assistants
Child Carers
Cleaners and Laundry Workers
Sales Assistants and Salespersons
Hospitality Workers
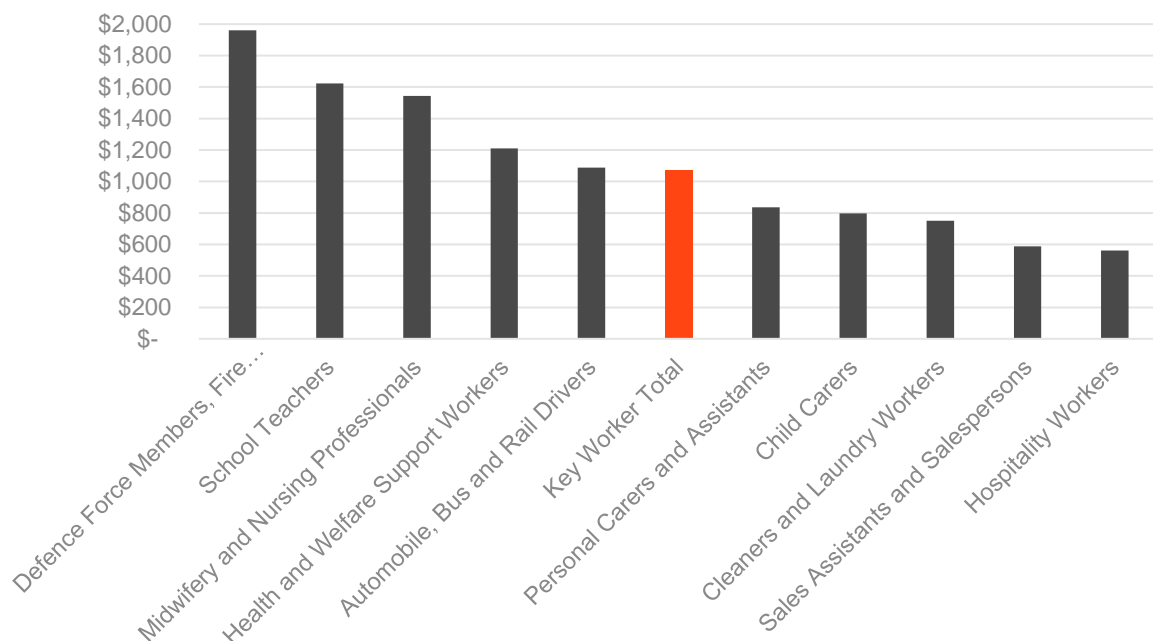
Source: ABS, Census of Population and Housing (2021)

With a median weekly individual income of $1,068, a key worker living on their own could afford a property purchase of $302,000 or a weekly rent of $320. Over the past Financial

Year, just 10 property sales and 203 rental listings would have been affordable to such a person. This highlights that it is unlikely that key workers employed in Georges River would live in the local area in lone person households, unless they were successful in securing a rental property. Most would be reliant on combining their income with a spouse, partner or housemate to live affordably in the area and avoid housing stress.

Figure 44. *Number of property sales and rental listings affordable to key workers in Georges River, 2021-22*

	Sales affordable	Rents affordable
1 key worker	10	203
2 key workers (couple or group household)	335	3,340
Defence Force Members, Fire Fighters and Police	194	3,124
School Teachers	57	2,096
Midwifery and Nursing Professionals	40	1,852
Health and Welfare Support Workers	11	539
Automobile, Bus and Rail Drivers	10	212
Personal Carers and Assistants	10	17
Child Carers	10	12
Cleaners and Laundry Workers	8	10
Sales Assistants and Salespersons	6	1
Hospitality Workers	5	1

Source: PropTrack (2022), ABS, Census of Population and Housing (2021)

5.4 Can those who need affordable housing afford to live in Georges River?

Another way to look at housing affordability is to compare what is affordable to what is being provided in the private market. Figure 45 compares the affordable housing purchase price points for different households with the median house price in Georges River.

Houses and medium and high-density dwellings are largely unaffordable for most lower income households in Georges River. This is most acute for very low and low income households who would find it near impossible to enter the housing market. For example, the median medium and high-density price is 2.3 times more expensive than what a very low income lone person household could afford ($312,400) in 2022.

Figure 45. *Purchase affordability, Georges River, 2021-22*

How affordable is buying a home?
What households can afford vs entry-level and median property prices in the 12 months to (Jun 2022 ∨) for
(Average all households ∨)

······ Entry Level Unit: $607,325 ······ Median Unit: $715,000
—— Entry Level House: $1,495,000 —— Median House: $1,800,000

Income category	Amount
Very low income	$312,401
Low income	$499,845
Moderate income	$749,772

(Axis: $0, $500,000, $1,000,000, $1,500,000, $2,000,000)

Source: PropTrack (REA group housing listings, updated twice annually). Calculated and presented by .id (informed decisions).

In the 2021/22 Financial Year, there were 2,404 property sales in Georges River. Of these, just 0.4% were affordable to those on very low incomes, 3.8% for low incomes, and 32.2% of sales were affordable to those on moderate incomes. A significant proportion of the affordable sales were located in Penshurst and Kogarah.

Similar analysis can be undertaken for rental costs. Renting in Georges River is somewhat more affordable for lower income households. However, those with very low incomes would struggle to find affordable housing in the private market as the median rental cost for a unit in the area is 1.4 times what they could afford ($327 per week).

Figure 46. *Rental affordability, Georges River, 2021-22*

How affordable is renting?
What households can afford in rent vs entry-level and median market prices ($ pw) in the 12 months to
(Jun 2022 ∨) for (Average all households ∨)

······ Entry Level Unit: $400 ······ Median Unit: $450
—— Entry Level House: $520 —— Median House: $650

Income category	Amount
Very low income	$327
Low income	$524
Moderate income	$786

(Axis: $0, $200, $400, $600, $800)

Source: PropTrack (REA group housing listings, updated twice annually). Calculated and presented by .id (informed decisions).

.id the population experts

During the 2021/22 Financial Year, there were 4,110 properties listed for rent in Georges River. Of these, just 5.2% were affordable to those on very low incomes, and 62.2% for low income households. Those on moderate incomes were able to afford the vast majority of recent rental listings (92.9%). A significant proportion of the affordable rental listings were located in Penshurst, Allawah and Hurstville City Centre.

6. Residential Supply

6.1 Key findings

> ↘ Approximately 36% of dwellings built between 2016 and 2021 were built in the Hurstville CBD.
>
> ↘ Currently, 50.1% of households are small, but only 35.5% of dwellings are classified as small (0-2 bedrooms). This highlights a mismatch in the demand and supply of dwellings in Georges River.
>
> ↘ If the current bedroom mix continues to 2036, the mismatch between supply and demand will grow. In 2036, 47.4% of households are forecast to be small, whereas it has been estimated that only 35.7% of dwellings will be small.

6.2 Where is residential development occurring?

Between 2016 and 2021, the number of dwellings in Georges River increased by 4,407 dwellings (net) as per the ABS Census of Population and Housing counts. Approximately 36% of these additional dwellings were built in Hurstville CBD, as shown in Figure 47. Kogarah and Peakhurst also contributed a significant proportion of new dwellings (18% for both areas). Areas that had the lowest rate of dwelling increase include Lugarno and Kogarah Bay – Carss Park.

The number of medium density dwellings in Georges River increased a little between 2016 and 2021. There were significant increases in this dwelling type in Peakhurst and Hurstville (Remainder). There were decreases in several areas, including Oatley and Beverly Hills - Narwee. A more detailed geographic breakdown is available in Figure 48.

Much of the total dwelling change in Georges River has been driven by the increase in high density dwellings, 3,605 over five years. These dwellings have been built in the major centres of Hurstville and Kogarah, as seen in Figure 49. Peakhurst has also emerged as a popular location for high density development. Such areas are attractive for developers, as they provide excellent public transport connections and high levels of amenity which are vital to successful high density living.

Figure 47. *Net dwelling change, 2016-2021*

Net dwelling change:
- Dwelling loss
- 0 to 10
- 10 to 20
- 20 to 30
- 30 or more

1 – Peakhurst Heights
2 – Hurstville (City Centre)
3 – Hurstville
4 – Hurstville Grove
5 – Connells Point – Kyle Bay
6 – Allawah
7 – Kogarah
8 – Beverley Park – Ramsgate
9 – Sans Souci
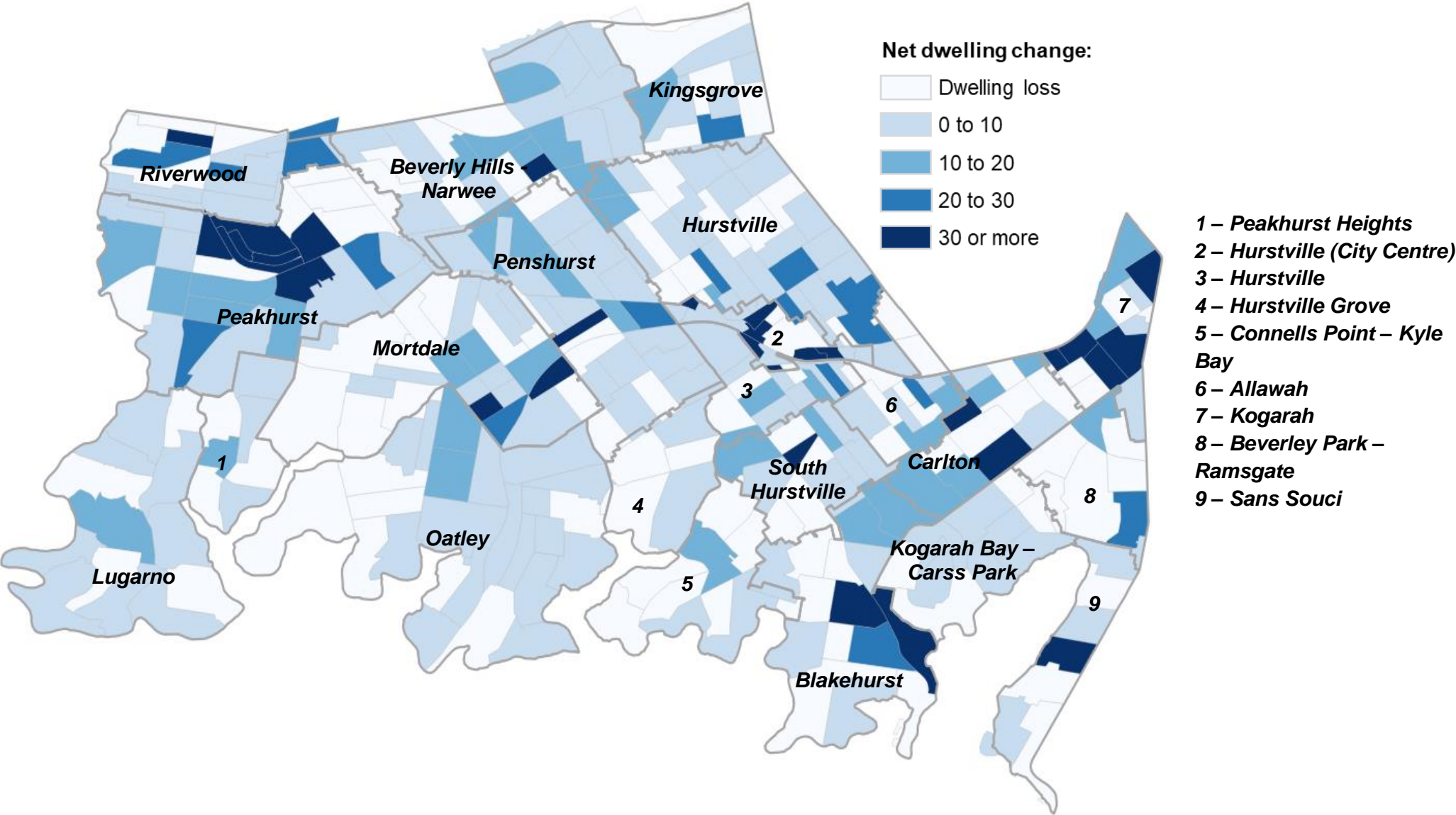
Figure 48. *Medium density dwelling change, 2016-2021*

Net dwelling change:

- Dwelling loss
- 0 to 10
- 10 to 20
- 20 to 30
- 30 or more

1 – Peakhurst Heights
2 – Hurstville (City Centre)
3 – Hurstville
4 – Hurstville Grove
5 – Connells Point – Kyle Bay
6 – Allawah
7 – Kogarah
8 – Beverley Park – Ramsgate
9 – Sans Souci

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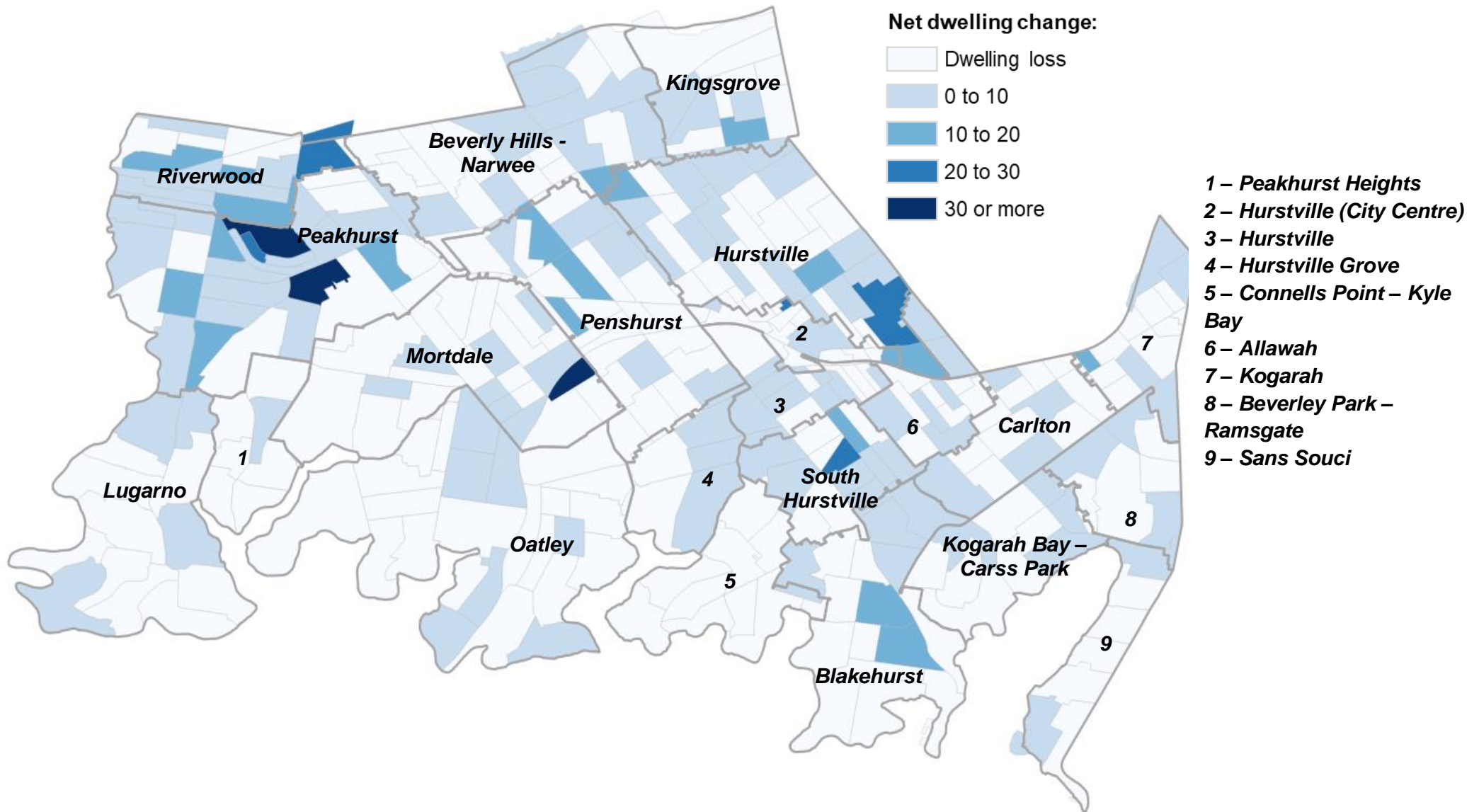
Figure 49. *High density dwelling change, 2016-2021*

1 – Peakhurst Heights
2 – Hurstville (City Centre)
3 – Hurstville
4 – Hurstville Grove
5 – Connells Point – Kyle Bay
6 – Allawah
7 – Kogarah
8 – Beverley Park – Ramsgate
9 – Sans Souci
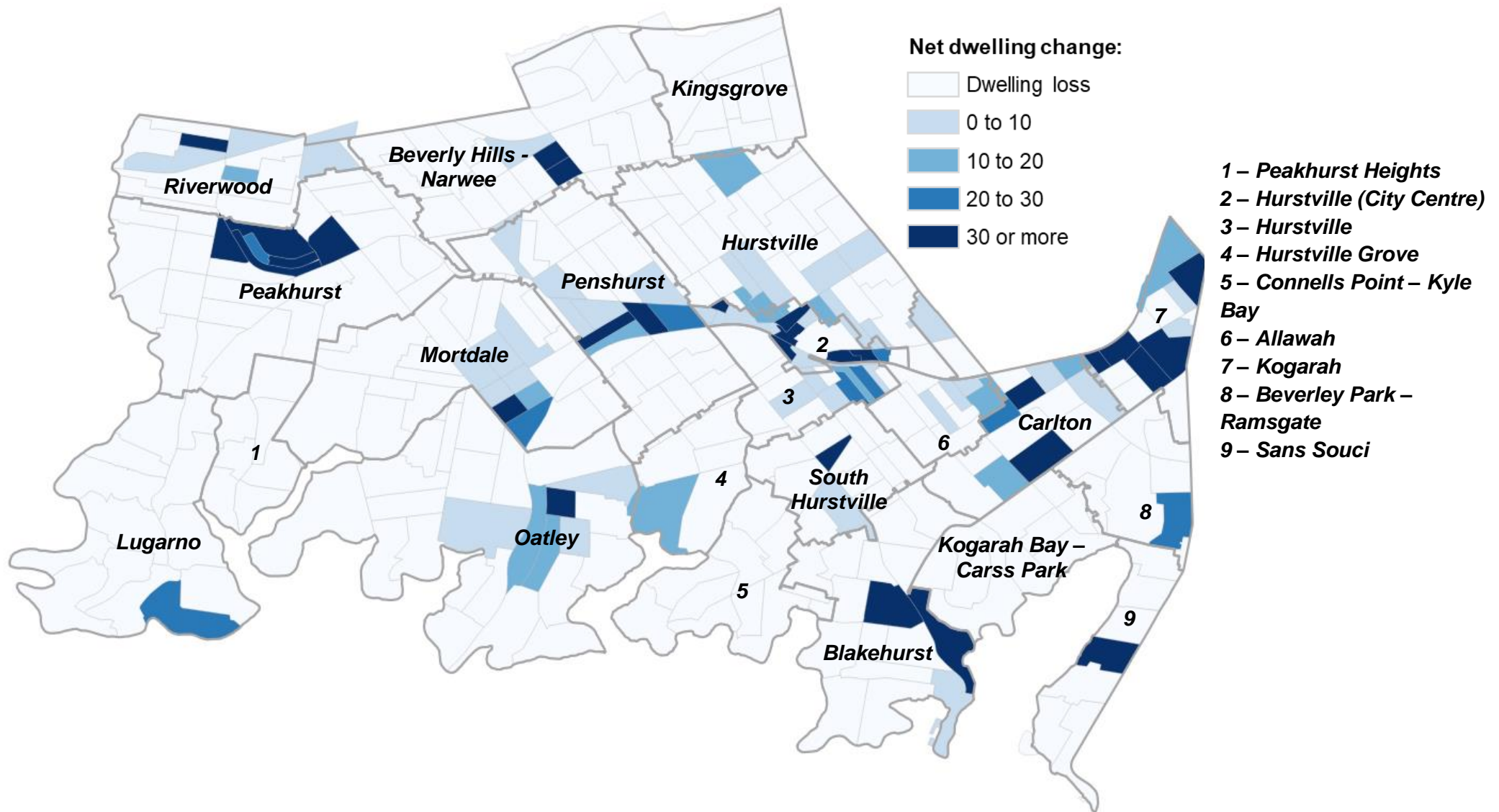
6.3   Gaps between current supply and demand

Smaller households, couples without children and lone persons (1-2 persons), have grown in the area, however much of the housing stock in Georges River is geared towards the needs of larger households. Currently, 50.3% of households are small, but only 35.5% of dwellings are classified as small (0-2 bedrooms). This highlights a mismatch in the demand and supply of dwellings in Georges River.

Figure 50.   *Housing stock compared with small households, 2021*
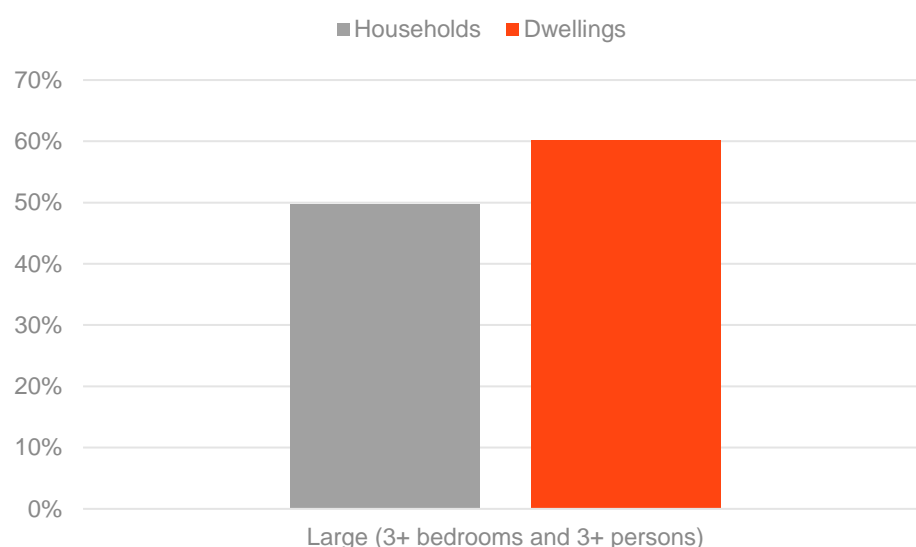
Source: ABS Census of Population and Housing, 2021

The table below outlines how this mismatch plays out at the local level. Suburbs highlighted in orange, Connells Point – Kyle Bay, Lugarno and Peakhurst Heights, have the largest mismatch between small households and small dwellings. Of concern is the age of these households. In the three suburbs mentioned, smaller households are generally elderly, which can bring significant challenges, from the maintenance of a large home and their safety in a larger dwelling. It also limits their ability to move, as they often have lower incomes and cannot afford the upfront costs of moving to a small dwelling, should there be supply.

Figure 51. *Housing stock compared with small households, suburbs of Georges River, 2021*

	Small households (1-2 persons)	Small dwellings (0-2 bedrooms)
	%	%
Allawah	55.5	56.6
Beverley Park - Ramsgate	48.8	26.3
Beverly Hills - Narwee	49.1	25.8
Blakehurst	42.9	10.3
Carlton	53.9	44.5
Connells Point - Kyle Bay	41.8	4.5
Hurstville (City Centre)	53.8	75.7
Hurstville Grove	38.6	7.0
Hurstville (Remainder)	44.2	37.6
Kingsgrove	47.9	24.2
Kogarah	57.4	68.5
Kogarah Bay - Carss Park	46.8	12.4
Lugarno	43.9	5.2
Mortdale	55.4	44.2
Oatley	51.2	19.3
Peakhurst	52.6	26.8
Peakhurst Heights	48.5	8.2
Penshurst	54.6	45.5
Riverwood	50.2	33.3
Sans Souci	51.2	15.3
South Hurstville	48.5	33.4

Source: ABS Census of Population and Housing, 2016

Over the next 15 years, small households are forecast to grow at a faster rate than family households, at 1.3% per annum compared to 0.6%. This highlights that the demand for smaller dwellings in the LGA will increase over the next 15 years. If the current bedroom mix continues to 2036, the mismatch between supply and demand will grow. In 2036, 47.4% of households are forecast to be small, whereas it has been estimated that only 35.7% of dwellings will be small.

7. Residential capacity

7.1 Major developments

A range of major development sites have been identified within the Georges River Council area. These sites were identified via a list of recent development applications provided by Council. These sites have not been included in the residential capacity analysis.

7.2 Opportunity for further development

There is opportunity for residential development to occur outside of the major developments previously identified. The following is an analysis of the quantity and location of this potential development.

7.2.1. Methodology

The methodology to assess further development potential is outlined below.

Step 1: Identify suitable residential zones

Residential zones have varying degrees of permissible development. New South Wales' planning framework and zones have been used to guide assumptions for infill based on subdivision controls.

- *Each cadastral parcel (property boundaries) is tagged with the zone it falls in*
- *Any cadastral parcel falling in a zone that does not allow residential developments is excluded from further analysis*
- *Cadastral parcels in the following zones proceed for further analysis:*
  - *Low Density R2*
  - *Medium Density R3*
  - *High Density R4*
  - *Neighbourhood Centre B1*
  - *Local Centre B2*
  - *Mixed Use B4*

Step 2: Establish geographic boundaries

Boundaries used in this analysis are the small areas used in Georges River's forecast.id site.

⊿ *Each cadastral parcel is tagged with the small area it falls in to aid suburb-based analysis*

Step 3: Identify developable land parcels

Development potential is influenced by parcel or lot size. Parcels under 450m^2, with an existing dwelling or areas recently developed are regarded as having no development potential.

⊿ *Cadastral parcels under 650m^2 are excluded from further analysis*

⊿ *Major development sites identified are excluded from further analysis as previously stated*

Step 4: Demolition and replacement assessment

The assessment is based on the following considerations:

I.   *Lot size*

This indicates the potential (or attractiveness) for a lot to be redeveloped at a higher density. With a larger lot, the potential for higher yield increases. Cadastral parcels are grouped into size categories based on the number of lots that could be produced through subdivision.

II.   *Age of existing dwelling stock*

Older residential areas have a greater potential to be redeveloped. They are often replaced by forms of higher density developments (units, townhouses etc).

In contrast, areas developed in the last 10 years are less likely to be developed in the next 20-30 years. Recent development sites are regarded as parcels with 'no opportunity'.

III.   *Planning, heritage or environmental significance*

Many older residential areas have some heritage significance, while areas near national parks or rivers may have environmental importance. This influences the form of any residential redevelopment. Such constraints are often reflected in planning policies through parameters such as height limits, dwelling densities and forms considerate of neighbourhood characteristics. In the Georges River context, the possibility for multi dwelling developments in the Low Density R2 zone as part of the Low Rise Medium Density Housing Code has been removed in line with Council's prohibition of multi dwelling housing in the R2 zone.

7.2.2. Lot size analysis and infill opportunities by location type

Analysis of demolition and replacement opportunities in the small areas of Georges River has been based upon both a lot size analysis and zone categorisation. This enables assumptions to be made which reflect specific planning policies, environmental constraints and attitudes towards development in each area (detailed assumptions are available in Appendix 1).

Conservative assumptions and analysis show the importance of larger lots (those over 2,000m^2) in established areas for future development. Development trends in established areas of Sydney show that such lots form an important part of the overall opportunity for redevelopment, even though almost all of them have existing dwellings. However, smaller lots, despite the limited number of net additional dwellings possible per lot, are important due to the volume available for development in Georges River.

Assumed rates of development differ between the different areas of Georges River, and have been based upon the attractiveness of the area for development. The highest rate of development has been assumed in the Hurstville City Centre, with the assumption that 50% of available lots will be developed. The remaining Hurstville area and the major centre of Kogarah is also assumed to have a high rate of development, 33% of lots. The lowest rates of development (5% of lots) have been assumed in established, riverside areas such as San Souci and Lugarno. These assumed rates have been based upon historical dwelling change seen between the 2016 and 2021 Censuses, and .id's experience of working in similar areas.

Figure 52 below identifies the number of potential net additional dwellings by zone by each small area in Georges River, as identified in the capacity analysis. This analysis identified that there is significant capacity in the Hurstville City Centre, Hurstville Remainder and Kogarah. This is due to these areas having a significant proportion of lots zoned as High Density and Mixed Use. Together, these areas account for 59% of potential dwelling capacity identified in Georges River.

Figure 52. *Potential net additional dwellings by small areas*

	% lots developed	High density R4	Medium density R3	Low density R2	Mixed use B4	Local Centre B1 & B2	Total net additional dwellings
Allawah	10%	16	0	9	0	7	**31**
Beverley Park - Ramsgate	20%	38	0	37	0	38	**113**
Beverly Hills - Narwee	25%	55	21	165	0	68	**309**
Blakehurst	10%	39	1	52	0	11	**103**
Carlton	25%	42	0	57	0	64	**163**
Connells Point – Kyle Bay	5%	0	0	16	0	0	**17**
Hurstville City Centre	50%	0	0	60	1,685	0	**1,745**
Hurstville (Remainder)	33%	114	0	267	270	24	**675**
Hurstville Grove	5%	0	0	9	0	0	**9**
Kingsgrove	10%	0	0	24	0	14	**37**
Kogarah	33%	88	0	47	170	24	**329**
Kogarah Bay – Carss Park	5%	8	0	12	0	3	**23**
Lugarno	5%	0	0	37	0	1	**38**
Mortdale	25%	7	0	139	0	19	**165**
Oatley	20%	0	19	145	0	21	**185**
Peakhurst	20%	60	12	187	0	12	**271**
Peakhurst Heights	5%	0	0	9	0	0	**9**
Penshurst	25%	5	19	140	0	4	**168**
Riverwood	20%	29	13	54	0	73	**169**
Sans Souci	5%	5	1	11	0	4	**20**
South Hurstville	10%	39	11	25	0	40	**115**
TOTAL		**545**	**96**	**1,503**	**2,125**	**427**	**4,696**

7.3 Housing supply summary

Conservatively, Georges River has development sites available to provide a net gain of **4,696** dwellings. This does not include major development sites previously identified by Georges River Council.

At recent rates of development (approximately 500 dwellings per annum), this represents about **9 years** of supply.

It should be noted that there is also potential for additional dwellings that have not been included in this analysis, such as retirement villages and aged care facilities.

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7.4   Residential forecast

7.4.1 Methodology

.id has previously provided small area population forecasts for the Georges River Council area. These forecasts provide detailed analysis of household propensities and future dwelling additions.

Housing Density

The categories for housing density are based on definitions applied by the Australian Bureau of Statistics to Census data, which state that:

- low density: a detached house
- medium density: terraced housing and apartments up to 2 stories,
- high density: 3 stories and above.

To produce population forecasts, detailed dwelling assumptions are key. An analysis is produced of different forms of supply:

- **Major Sites**: all developments that are 10 dwellings or greater. These are identified major sites (evidenced by aerial photos and development approvals applications) and mapped by address and attributed to a small area. The information provided is detailed enough to identify which of the ABS density categories a development will fall into. The development of these major sites is timed for the purposes of producing the forecast.
- **Infill**: small scale development falling beneath 10 or more dwellings. This is calculated by small area based on the total number of approvals minus major sites, and future capacity within areas for this type of development.
- **Centre development**: what capacity there is for future higher density development in identified centres and what likely demand will be in the future.

The density of each development recorded in the major sites assumptions was identified according to the description of the site. Infill was assumed to be lower or medium density, depending on the type of housing stock in an area, whilst centre assumptions were assumed to be all higher density. This gave an annual count of dwelling additions over the forecast period by density.

When a building is developed, especially if it is infill, then this will likely involve the demolition of a house. In most cases, where there are demolitions, then it is likely that this will involve the gain of medium and higher density dwellings at the expense of detached low density dwellings. It was therefore necessary to make assumptions about the loss to low density dwellings over this period.

Major sites were easily recorded in relation to stock loss; so too was infill, as this is most likely to involve the redevelopment of 1 or more detached dwellings to produce duplex or town house developments. Most centres involve very little loss of stock, as redevelopments generally involve buildings with a non-residential use.

The total number of dwellings of different densities for the 2021 figure was calculated using Census results, which gives a breakdown of stock by low, medium and high density by small area. Thereafter, the density figures have been calculated by subtracting demolitions from low density stock, and adding the relevant number of dwellings to the medium and high density numbers.

7.4.2 Results

These customised forecasts provided to Georges River through forecast.id shows how dwelling mix in the area is forecast to change in the future. Between 2021 and 2036, the proportion of separate houses in Georges River is likely to decline from 49.7% to 40% of total dwellings. Over the same time period, high density dwellings are forecast to increase from 33.4% to 39.6% of all dwellings. This means that in 2036, the area is likely to have similar proportions of separate houses and high density dwellings. The proportion of medium density dwellings are also forecast to increase slightly, from 16% in 2021 to 18.4% in 2036.

Figure 53. *Forecast change in dwelling mix, 2021-2036*
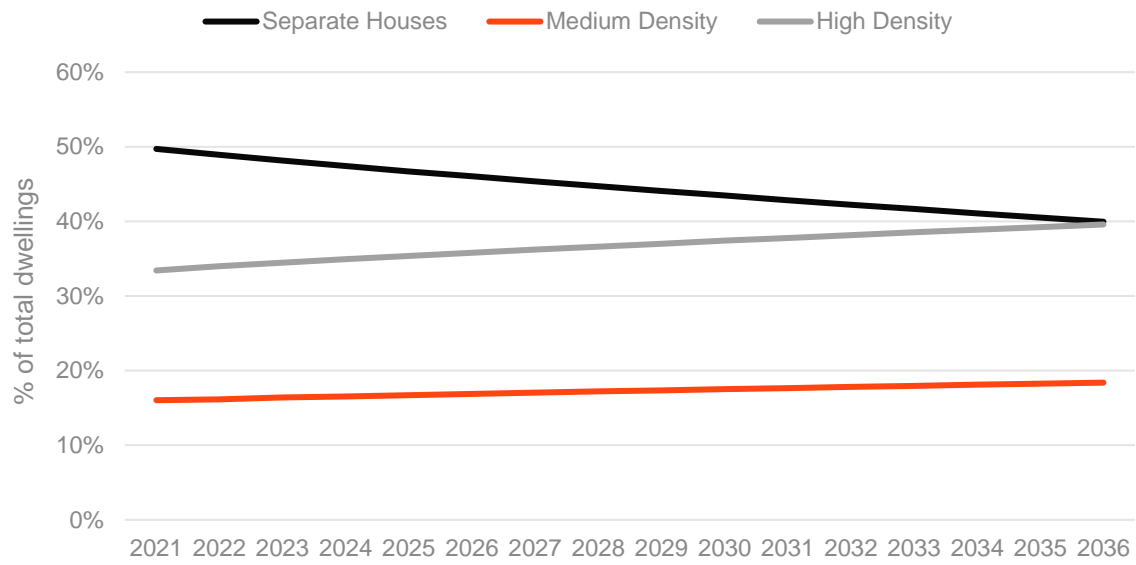
Source: forecast.id, 2023.

8. Policy implications

The analysis undertaken for Georges River highlights a number of challenges that may be faced by the Council in its future policy and planning activities.

Supporting ageing in place

The demand analysis for Georges River identifies significant growth of smaller households due to broad social and demographic trends and an ageing population. Small, ageing households are found in high proportions in the riverside areas of the LGA, and growth in this household type in these areas is forecast to continue. This has implications for housing and service provision. Ageing in place is the main trend driving population ageing in Georges River. This suggests that policy should support services in aiding the elderly to stay in their own homes longer. This is particularly important in Georges River, especially in riverside areas, given the high share of home ownership and general preference for staying in their own home. The recent aged care reforms that deliver a more streamlined service model will make accessing home care easier for the elderly. This may also help support older residents staying in their own home for longer as long as they meet the needs of older residents.

Encouraging housing choices

However, an analysis of housing choices available in the LGA highlights the potentially large mismatch between supply and future demand. Georges River has a high level of housing diversity (e.g. mix of smaller separate houses or small medium density developments), however, demand is currently outstripping supply, especially in the ageing areas mentioned previously. Small households are forecast to grow by 41% over the next 20 years, and medium and high-density dwellings are forecast to grow by approximately 60%. However, these new medium and high-density dwellings are likely to be concentrated in Hurstville City Centre and Kogarah, and unlikely to be deemed an acceptable option to older residents. This is due to current market and design trends such as two or three storey townhouses with a reliance on stairs and small apartments with limited outdoor space. There is a need for policy and investment that can support the building of different forms of medium density housing in a wider range of suburbs in Georges River in order to allow for the transition from mature families to empty nesters and older lone person households. It is suggested that Georges River Council undertake qualitative research to ascertain what smaller households, especially those in the older age groups would prefer in terms of dwelling form and location.

Need age diversification

The current housing supply of larger detached dwellings reflects a historical role of providing for larger households, typically families. With older, smaller households occupying this stock, it does not become available to attract or retain younger households to the area. Diversifying housing may free up the stock of three or more bedroom dwellings in Georges River, increasing the range of dwelling choices for family households, as many are currently living in smaller, medium and high density dwellings, which may not be their preference. Such households are attracted by large, quality family dwellings. Housing diversity also has benefits for the wider community and housing system. Diversifying choice by facilitating alternative housing options is crucial to help maintain population levels and create more sustainable, equitable and healthy communities. It fosters social cohesion and allows for the maintenance of a range of services and facilities useful to all age groups.

Addressing housing affordability

A diverse dwelling stock means a wider variety of price points within the housing market. This goes some way to addressing issues of housing affordability. Georges River currently has rates of housing stress higher than the Greater Sydney average, and house and unit prices in the area have increased significantly over the past 10 years, which could put some households, especially renters, at risk. It also limits the area's ability to house key workers that are vital to servicing their population, such as those working in retail, health care and education. Housing affordability can be a difficult issue to address, due to Local Government's limited ability to control market forces. Policies that support greater housing diversity may assist affordability. Council may also want to consider encouraging developers to set aside a proportion of dwellings for affordable housing or make monetary contributions to Council led affordable housing projects. Council may also wish to investigate housing affordability opportunities and funding models (e.g. partnering with community housing providers) currently being investigated by State Government and research bodies such as the Australian Housing and Urban Research Institute (AHURI).

Continue to encourage development along transport corridors

Ideally, future residential development would occur in and around activity centres and transport corridors, where residents have easy access to amenities, services and public transport infrastructure. Much of the recent development in Georges River has been in these areas, however development has been dependent on Hurstville City Centre. There are a number of other train stations and major transport routes in the Georges River area, which should be considered for higher density developments. Design principles will also be important for maintaining liveability outcomes and for ensuring that a proportion of housing is

suitable for the elderly – for example, minimal stairs and easily adaptable bathrooms. Maintaining infrastructure levels in such areas will also be important, to maintain or improve liveability in these areas. Such infrastructure includes car parking, public transport, open space and shopping amenities.

The challenge is how to ensure that developers provide the right dwelling stock for emerging households and their revealed preferences, enabling residents to stay in the area and maintaining demand for services. While Council can facilitate the location and form of development, including density, developers and builders will respond to perceived housing preferences. Educating and sharing this evidence base with developers may assist in realising better housing outcomes for Georges River.

Appendix One

It has been assumed that 80% of lots will have an existing dwelling which would be demolished as part of the development. This is due to the established nature of the Georges River area, with most developments occurring as infill.

The detailed assumptions for each zone below have been requested by Georges River Council. The assumptions have been based on historical rates of development in each area – for example, Connells Point – Kyle Bay has lower rates of historical development, therefore a lower assumption of proportion of land to be developed.

Proportion of lots to be developed

Area	Proportion of land to be developed
Allawah	10%
Beverley Park - Ramsgate	20%
Beverly Hills - Narwee	25%
Blakehurst	10%
Carlton	25%
Connells Point - Kyle Bay	5%
Hurstville (City Centre)	50%
Hurstville (Remainder)	33%
Hurstville Grove	5%
Kingsgrove	10%
Kogarah	33%
Kogarah Bay - Carss Park	5%
Lugarno	5%
Mortdale	25%
Oatley	20%
Peakhurst	20%
Peakhurst Heights	5%
Penshurst	25%
Riverwood	20%
Sans Souci	5%
South Hurstville	10%

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R2 Low density

Lot size	Total dwellings on lot
0-650m^2	1
650-1350m^2	2
1350-1950m^2	4

R3 Medium density

Lot size	Total dwellings on lot
0-650m^2	1
650-800m^2	2
800-1600m^2	3
1600m^2+	6

R4 High density

Please note: due to the established nature of many areas of Georges River Council, only lots currently containing a separate house have been included in this analysis, at the request of Council. A list of included lots can be provided upon request.

Minimum lot size 1,000 m^2 or multiple lots that can be consolidated to 1,000 m^2

1. Lot size multiplied by Floor Space Ratio
2. Result from step 1 multiplied by proportion of area to be developed
3. Result from step 2 divided by average apartment size (130m^2)
4. Result of step 3 is capacity

Example:

Site details - Lot size 1000 m^2 and FSR is 2:1

1. Lot size multiplied by Floor Space Ratio (eg. 1000sqm x2 = 2000sqm)
2. Result from step 1 divided by average apartment size (130m^2) (eg. 2000sqm / 130sqm = 15 apartments)
3. Result of step 2 is capacity

B1, B2 and B4 Business and mixed use zones

1. Lot size multiplied by total Floor Space Ratio minus the non-residential FSR
2. Result from step 1 multiplied by proportion of area to be developed
3. Result from step 2 divided by average apartment size (130m^2)

4. Result of step 3 is capacity

Area	Non-Residential FSR
Allawah	0.5:1
Beverley Park - Ramsgate	0.5:1
Beverly Hills - Narwee	0.5:1
Blakehurst	0.5:1
Carlton	0.5:1
Connells Point - Kyle Bay	0.5:1
Hurstville (City Centre)	1:1
Hurstville (Remainder)	0.5:1
Hurstville Grove	0.5:1
Kingsgrove	0.5:1
Kogarah	1:1
Kogarah Bay - Carss Park	0.5:1
Lugarno	0.5:1
Mortdale	0.5:1
Oatley	0.5:1
Peakhurst	0.5:1
Peakhurst Heights	0.5:1
Penshurst	0.5:1
Riverwood	0.5:1
Sans Souci	0.5:1
South Hurstville	0.5:1

Example:

Site details - Lot size 2000 m^2 and FSR is 2.5:1

1. Lot size multiplied by Floor Space Ratio minus the non-residential FSR of 0.5:1 (eg. 2000sqm x (2.5-0.5) = 4000sqm)
2. Result from step 1 divided by average apartment size (130m^2) (eg. 4000sqm / 130sqm = 31 apartments)
3. Result of step 2 is capacity