



CENSUS 2016 SNAPSHOT:

Non-private dwellings in Greater Western Sydney

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Acronyms

ABS	Australian Bureau of Statistics
FACS	NSW Department of Family and Community Services
GWS	Greater Western Sydney
LGA	Local Government Area
NSW	New South Wales
SEPP	State Environmental Planning Policy
WESTIR Limited	Western Sydney Regional Information and Research Service

Non-private dwellings in Greater Western Sydney

Introduction

The 2016 Australian Bureau of Statistics (ABS) Census showed that non-private dwellings within Greater Western Sydney (GWS) are becoming prominent sources of accommodation for people in the community. According to the ABS, non-private dwellings are structures which are intended to be inhabitable on Census night, with examples including hotels, nursing homes and boarding houses.

This paper will look in detail at two non-private dwellings within GWS, that being nursing homes and boarding houses. It will also examine how these non-private dwellings are connected to local planning legislation, in terms of current policies and controls that the state government is trying to achieve within these domains.

Regions and terms used in this snapshot

GWS is made up of 13 Local Government Areas (LGAs):

- Blacktown
- Blue Mountains
- Camden
- Campbelltown
- Canterbury-Bankstown
- Cumberland
- Fairfield
- Hawkesbury
- Liverpool
- Parramatta
- Penrith
- The Hills Shire
- Wollondilly

All data used in this snapshot is based on place of enumeration. GWS is also compared with data for Greater Sydney, FACS Western Sydney District, FACS South Western Sydney District and NSW:

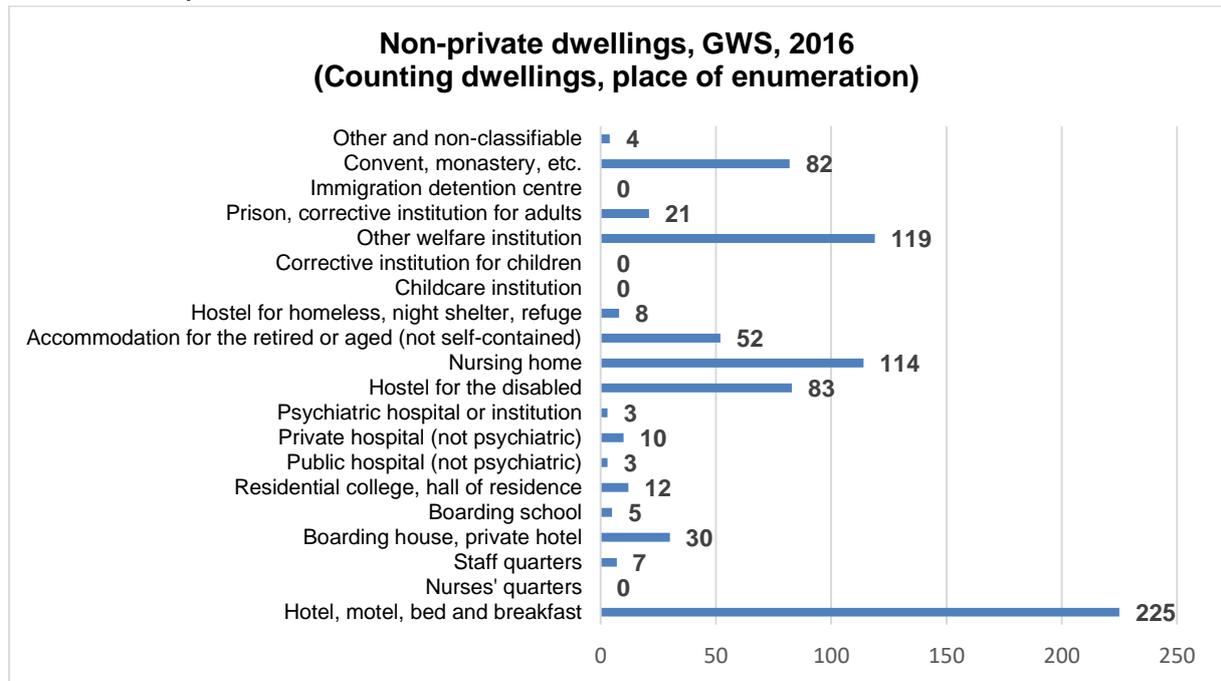
- **Greater Sydney** and **NSW** are compiled from ABS boundaries.
- **FACS Western Sydney District (FACS WS District)** is made up of Blacktown, Blue Mountains, Cumberland, Hawkesbury, Lithgow, Parramatta, Penrith and The Hills Shire LGAs.
- **FACS South Western Sydney (FACS SWS District)** is made up of Camden, Campbelltown, Canterbury-Bankstown, Fairfield, Liverpool, Wingecarribee and Wollondilly LGAs.

It is important to note that changes in the GWS boundaries have occurred over time due to LGA amalgamations in the region in 2016. This includes the amalgamation of Canterbury and Bankstown LGAs to form the City of Canterbury-Bankstown and the creation of Cumberland LGA from Auburn and Holroyd LGAs, and parts of Parramatta LGA. Parramatta LGA boundaries have also been changed slightly to incorporate areas originally falling in surrounding LGAs.

Overview of non-private dwellings in Greater Western Sydney

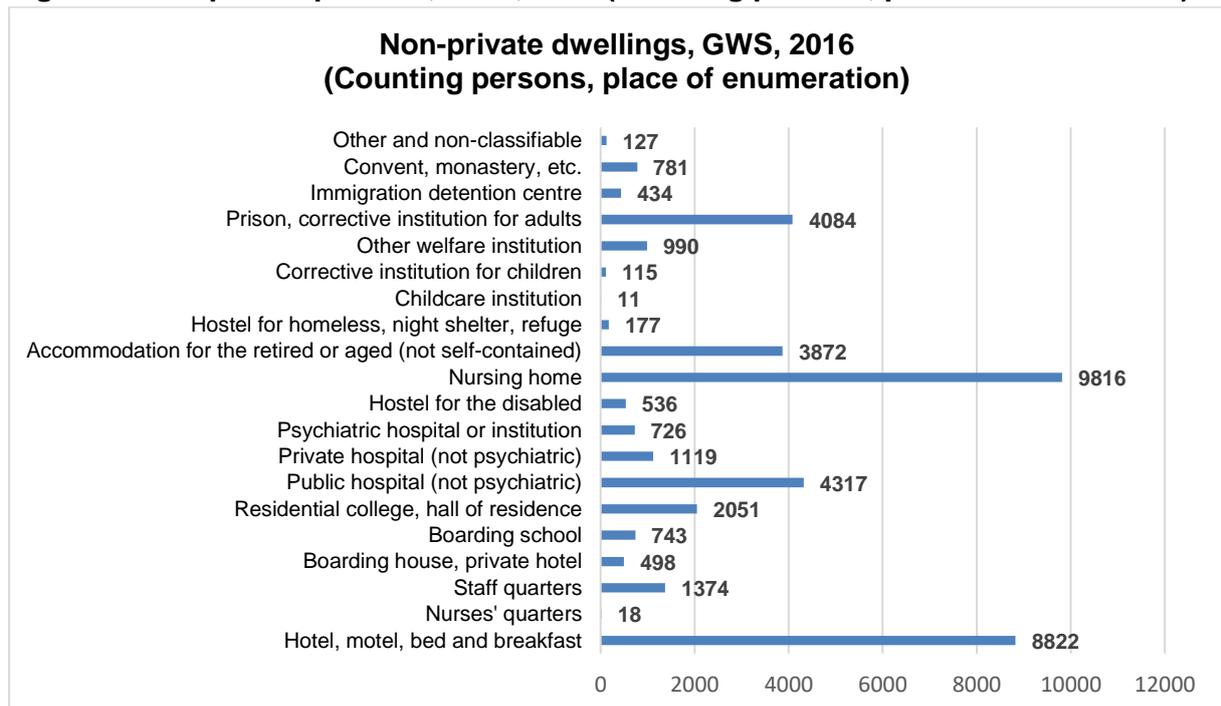
In 2016, there were an estimated 778 non-private dwellings in GWS. The highest number and concentration of non-private dwellings within GWS were hotel, motel, bed and breakfasts, having 225 dwellings (29%) and 8,822 persons (22%), closely followed by Other Welfare Institutions, having 119 dwellings (15%) and 990 persons (2.4%).

Figure 1: Non-private dwellings, GWS, 2016 (Counting dwellings, place of enumeration)



Source: ABS Census of Population and Housing 2016, Tablebuilder Pro, Counting dwellings, Place of enumeration.

Figure 2: Non-private persons, GWS, 2016 (Counting persons, place of enumeration)



Source: ABS Census of Population and Housing 2016, Tablebuilder Pro, Counting dwellings, Place of enumeration.

Nursing Homes

The ageing population of Australia has resulted in an ever-increasing number of nursing home dwellings. According to the ABS, on Census night in 2016, New South Wales (NSW) had 632 nursing home dwellings that accommodated 46,732 persons. **Table 1** shows that compared to NSW, the Greater Sydney Region contains 330 of nursing home dwellings, which accommodated 26,178 persons at this time. On Census night, there were 114 nursing homes and 9,816 persons living in these dwellings in 2016. This represents 65% of nursing homes and 62% of nursing home residents in the Greater Sydney region, revealing a high concentration of nursing home dwellings to be located within the western suburbs of Sydney.

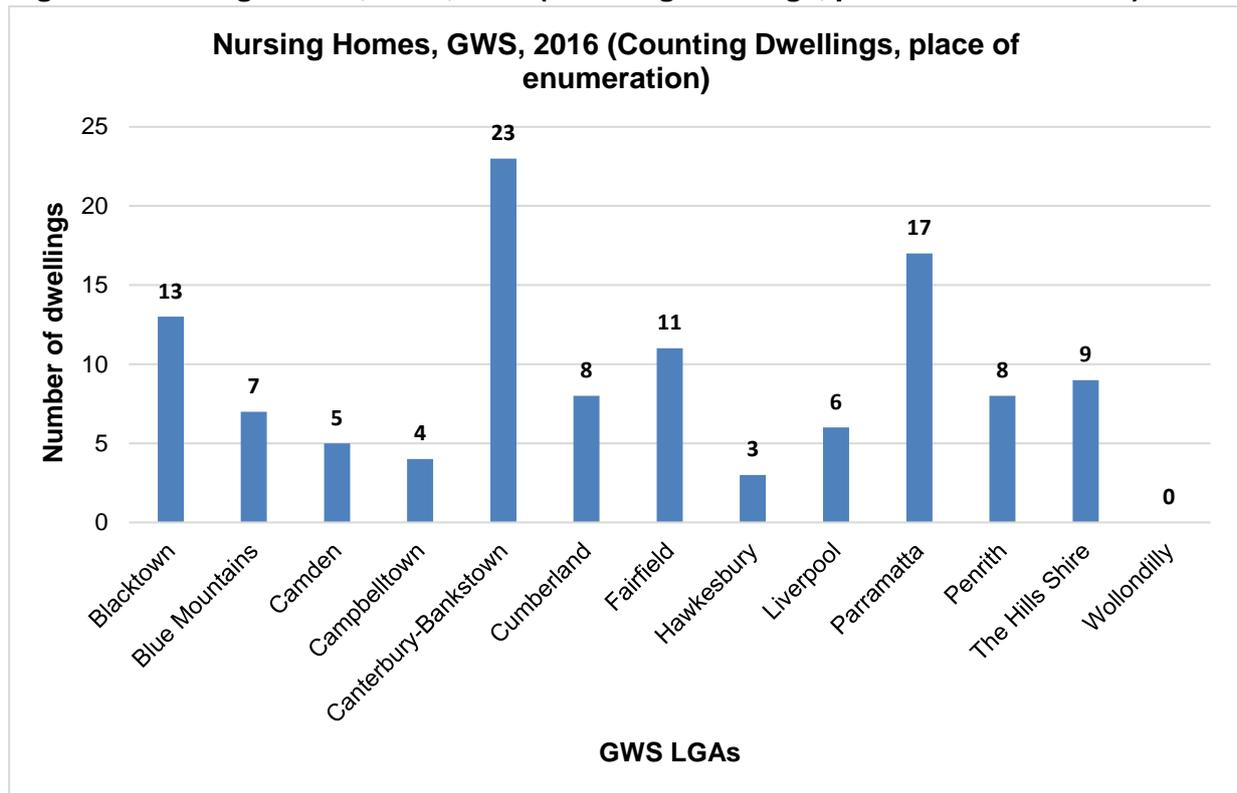
Table 1: Nursing Homes, GWS, 2016 (Counting dwellings & counting persons, place of enumeration)

	Nursing Homes	
	Counting Dwellings	Counting Persons
Blacktown	13	1,238
Blue Mountains	7	531
Camden	5	353
Campbelltown	4	431
Canterbury-Bankstown	23	2,006
Cumberland	8	896
Fairfield	11	1,104
Hawkesbury	3	365
Liverpool	6	583
Parramatta	17	1,099
Penrith	8	565
The Hills Shire	9	443
Wollondilly	0	202
Greater Western Sydney	114	9,816
FACS WS District	63	5,321
FACS SWS District	56	5,224
Greater Sydney Region	330	26,178
NSW	632	46,732

Source: ABS Census of Population and Housing 2016, Tablebuilder Pro, Counting dwellings and counting persons, place of enumeration.

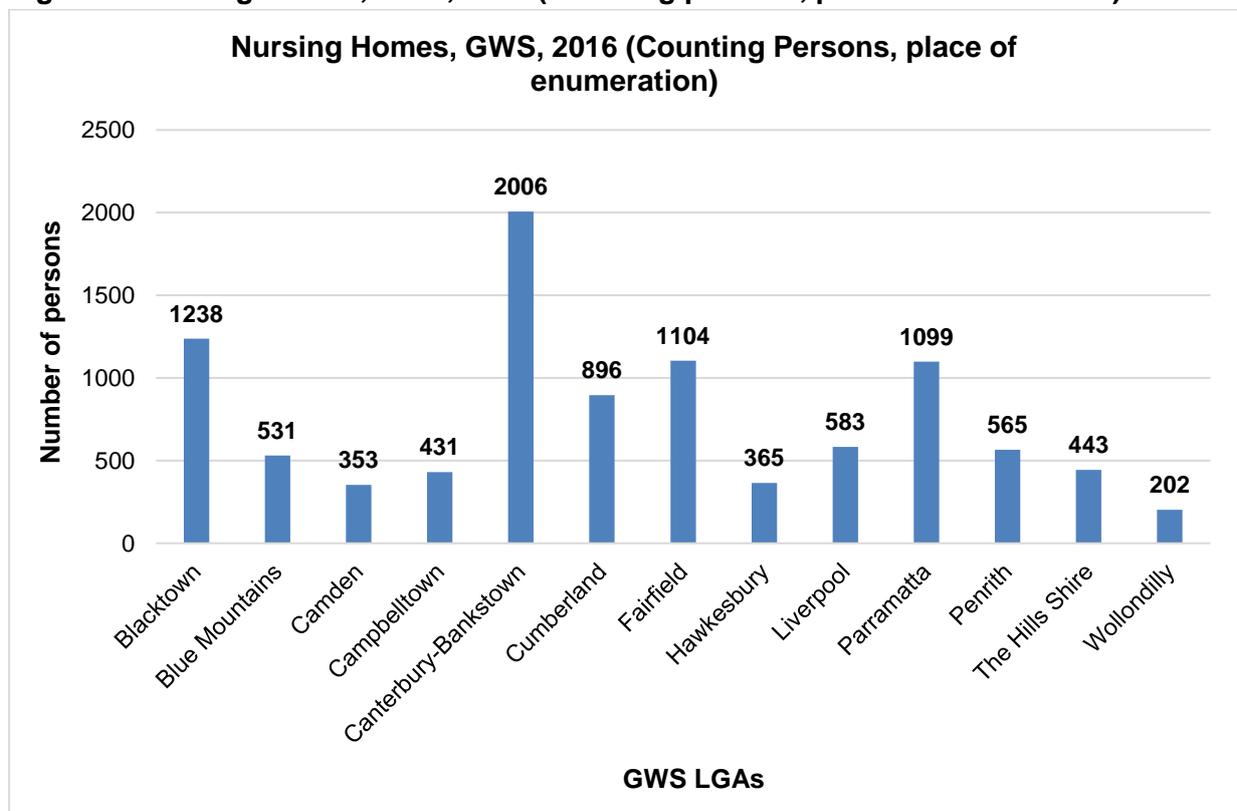
Figures 3 & 4 reveal that the highest concentrations of nursing homes, totalling 54% of dwellings and 51.6% of persons in GWS, were found in Blacktown (13 dwellings; 1,238 persons), Canterbury-Bankstown (23 dwellings; 2,006 persons), Fairfield (11 dwellings; 1,104 persons), and Parramatta LGAs (17 dwellings; 1,099 persons). This suggests an ageing population within these LGAs, which had the need to deliver nursing homes within said communities. For further information, please refer to WESTIR Limited's 2016 Census Paper Titled '[Ageing in Greater Western Sydney](#)'.

Figure 3: Nursing Homes, GWS, 2016 (Counting dwellings, place of enumeration)



Source: ABS Census of Population and Housing 2016, Tablebuilder Pro, Counting dwellings, place of enumeration.

Figure 4: Nursing Homes, GWS, 2016 (Counting persons, place of enumeration)



Source: ABS Census of Population and Housing 2016, Tablebuilder Pro, Counting persons, place of enumeration.

The abundance of nursing homes within Blacktown, Canterbury-Bankstown, Fairfield and Parramatta LGAs may be linked to the ageing migrant populations that settled and inhabited the communities within these LGAs. Such migration forms ethnic enclaves, which grants individuals a sense of security within their neighbourhood, resulting in a lesser desire to migrate elsewhere upon retirement. This ideology supports an ageing population within the specific LGAs, increasing the demand for more aged care facilities which are being delivered, which the data suggests. For more information on the culturally and linguistically diverse communities, please refer to Westir Limited's 2016 Census paper called '[Cultural and Linguistic Diversity in Greater Western Sydney](#)'.

Relevance to Current Planning Legislation

This data has strong ties to current planning legislation, as state policies are enforced to support what the figures are showing regarding nursing homes. The [State Environmental Planning Policy \(Housing and Seniors or People with a Disability\) 2004](#) (SEPP) aims to encourage the provision of housing that will increase supply and diversity of senior residences; make efficient use of existing infrastructure; and be of good design to support service accessibility. The SEPP links to the presented data in two key ways; first being the role of ethnic enclaves; and the other being infrastructural resources.

As mentioned, GWS accommodates 54% of nursing home dwellings within LGAs renowned for having high concentrations of culturally and linguistically diverse communities¹. Migrant populations are drawn to these enclaves, as they create feelings of security and likeness, which overall contributes to notions of fitting in socially. Such feelings mitigate the need for sea-change / tree-change migration upon retirement, as enclaves enable individuals to stay put and thrive in their established community. State policy recognises this, as the SEPP has met the demand for this ageing migrant population by providing the majority nursing home dwellings within LGAs with large concentrations of migrant populations.

The SEPP supports and utilises existing infrastructure, which links back to the aim of making efficient use of existing infrastructure. This is achieved by nursing home dwellings being predominantly located in well built, established LGAs that have strong capabilities to support the ageing population. Such capabilities include dense zoning which facilitates ease of mobility for seniors; access to public transport networks with frequent services; and access to services such as hospitals. Overall, the aim of the policy is to provide a framework that facilitates senior living within these areas so that they are capable of efficiency whilst also being of good design to support accessibility.

¹ <https://www.smh.com.au/politics/federal/is-sydney-a-city-of-enclaves-20111111-1nb68.html>

Boarding Houses

This section focuses on ABS data that captures the number of registered/licensed boarding houses. It does not cover unregistered or unlicensed boarding houses and hence may underestimate the true number of these dwellings in the community.

According to the ABS on Census night in 2016, NSW had 586 boarding house dwellings which accommodated 8,720 persons. **Table 2** illustrates that compared to NSW the Greater Sydney Region had 490 boarding houses which accommodated 7,723 persons at this time. This states that within NSW, the Greater Sydney Region had 83.6% of boarding houses, and 82.9% of persons located within boarding houses.

Narrowing down further, GWS had 30 boarding houses and 498 persons. This is a low number of boarding houses overall, representing 6% of the boarding houses in Greater Sydney and 5% of boarding houses in NSW. When looking at FACS regions, there were more boarding houses in FACS WS District (25 dwellings) than FACS SWS District (16 dwellings).

Table 2: Boarding houses, GWS, 2016 (Counting dwellings & counting persons, place of enumeration)

	Boarding Houses	
	Counting Dwellings	Counting Persons
Blacktown	6	103
Blue Mountains	0	3
Camden	0	0
Campbelltown	4	32
Canterbury-Bankstown	6	178
Cumberland	4	52
Fairfield	0	12
Hawkesbury	0	0
Liverpool	0	26
Parramatta	4	41
Penrith	3	24
The Hills Shire	3	27
Wollondilly	0	0
Greater Western Sydney	30	498
FACS WS District	25	260
FACS SWS District	16	248
Greater Sydney Region	490	7,233
NSW	586	8,720

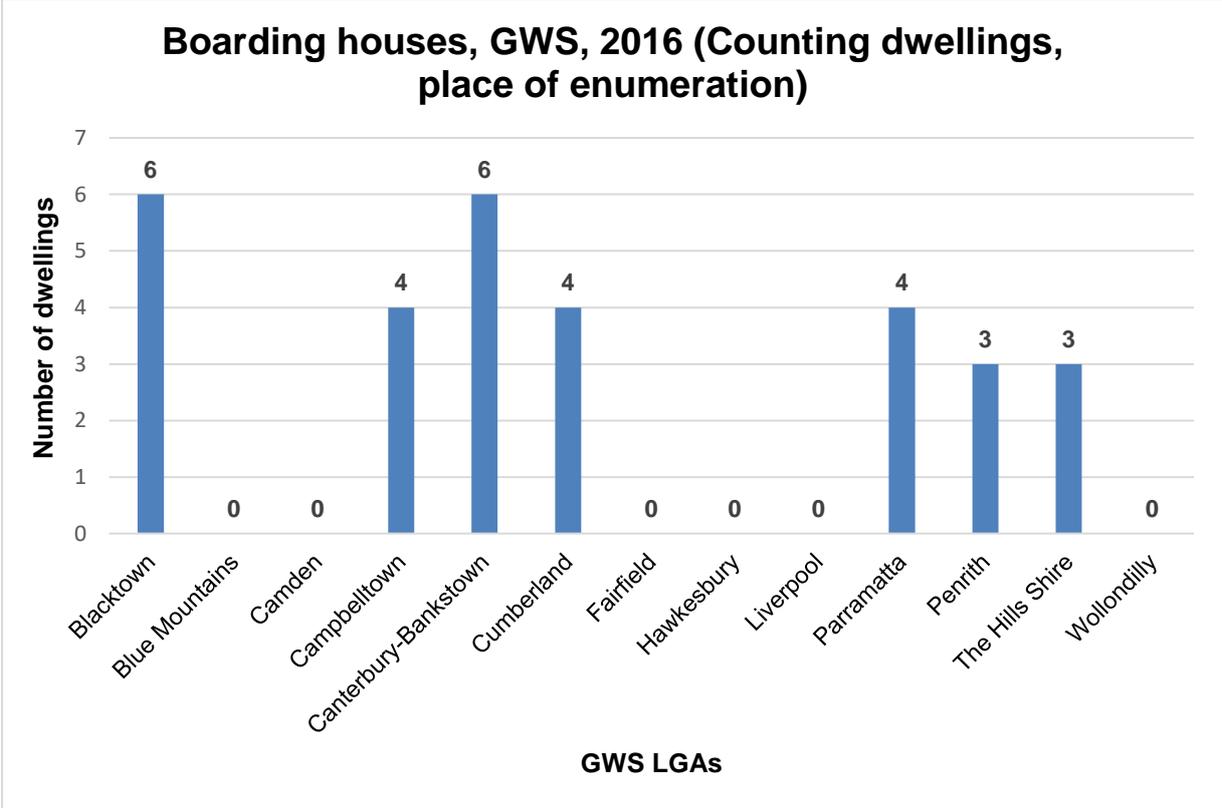
Source: ABS Census of Population and Housing 2016, Tablebuilder Pro, Counting dwellings and counting persons, place of enumeration.

Figures 5 & 6 reveal that the highest concentrations of boarding houses within GWS are located within the LGAs of Blacktown (6 dwellings; 103 persons); Campbelltown (4 dwellings; 32 persons); Canterbury-Bankstown (6 dwellings; 178 persons); Cumberland (4 dwellings; 52 persons); and Parramatta (4 dwellings; 41 persons). This suggests that these LGAs have populations that experience socioeconomic disadvantage, as they contain 80% of boarding house dwellings and 82% of occupants with the GWS Region. For further information socio-

economics with GWS, please refer to WESTIR Limited’s 2016 Census Paper titled ‘[Socio-Economic Index for Areas in Greater Western Sydney](#)’.

Lower socio-economic status generally indicates an increasing need for affordable housing options. The data presents these specific LGAs as having high numbers of boarding houses for the GWS region, ultimately acting as a solution for short term housing affordability issues in these communities^{2,3}. Short term solutions stem from boarding houses being ‘temporary accommodation’, with residents not having the same rights as tenants and not covered in the [NSW Residential Tenancies Act 2010](#). For further information on housing affordability, please refer to WESTIR Limited’s 2016 Census Paper titled ‘[Housing in Greater Western Sydney](#)’.

Figure 5: Boarding houses, GWS, 2016 (Counting dwellings, place of enumeration)

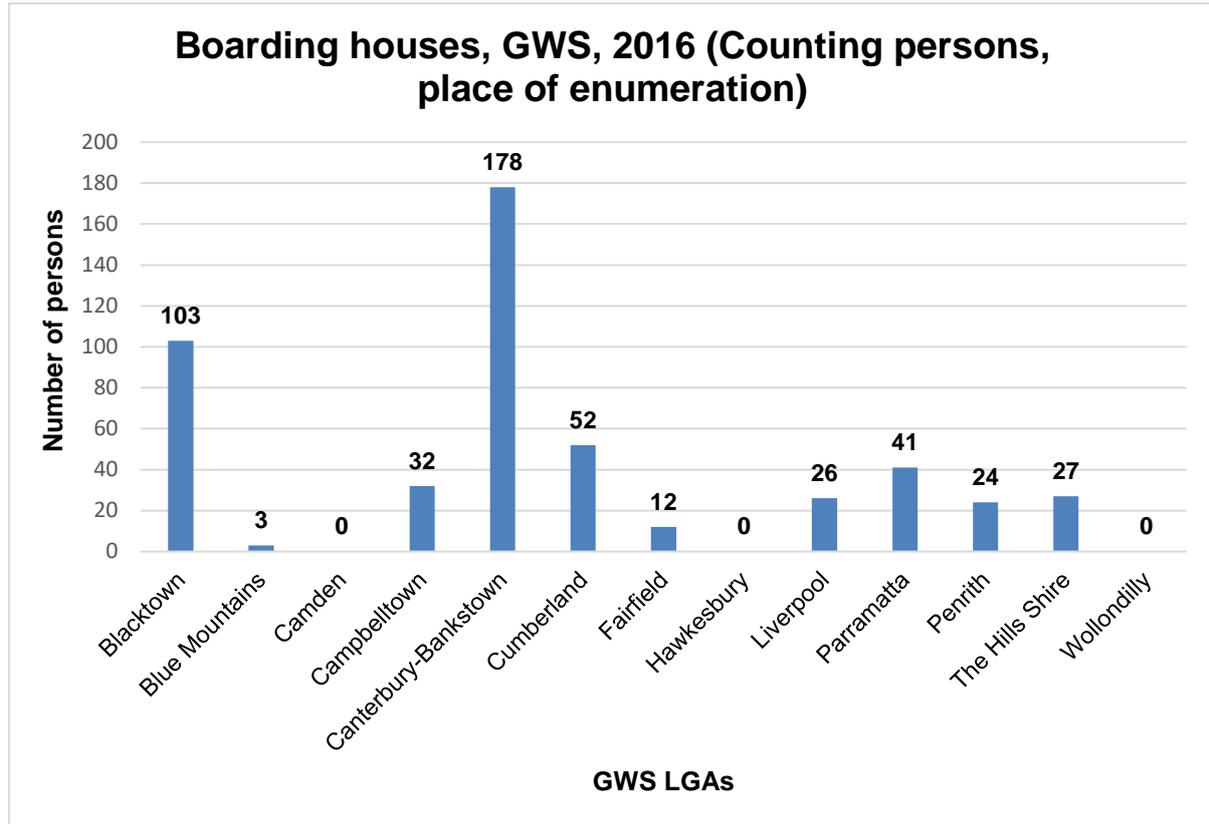


Source: ABS Census of Population and Housing 2016, Tablebuilder Pro, Counting dwellings, place of enumeration.

² <https://www.facs.nsw.gov.au/providers/housing/affordable/about/chapters/is-boarding-house-and-caravan-park-accommodation-affordable-housing>

³ <https://www.smh.com.au/national/nsw/sydney-needs-more-boarding-houses-20180403-p4z7j9.html>

Figure 6: Boarding houses, GWS, 2016 (Counting persons, place of enumeration)



Source: ABS Census of Population and Housing 2016, Tablebuilder Pro, Counting persons, Place of enumeration.

Relevance to Current Planning Legislation

Current planning legislation correlates strongly to the data presented within this paper, as certain policies specifically aim to elevate the significance of boarding house dwellings. The [State Environmental Planning Policy \(Affordable Rental Housing\) 2009](#) intends to facilitate the increased supply and diversity of affordable housing in NSW, to create a new generation of boarding houses. Its aims include delivering services, promoting and protecting the wellbeing of residents by providing a registration system for registerable boarding houses (through Fair-trading NSW)⁴; providing occupancy principles for accommodation and enforcement of said principle; providing licensing and regulation of assisted boarding houses; and promoting sustainability, and continuous improvement of provision of services.

Supporting this vision, the [Boarding Houses Act 2012](#) and [Boarding Houses Regulation 2013](#) both aim to strengthen and regulate boarding houses within NSW. Such legislation establishes a framework that aims to protect and safeguard the rights of boarding house residents whilst seeking to promote the sustainability of the boarding house industry.

Within GWS, although only accounting for 5.1% of boarding houses in NSW, there is still a crucial need for affordable housing. The affordable housing SEPP aims to achieve this through the ‘new generation of boarding houses’ framework, which emphasises dismantling the negative stigma that boarding houses attract ‘undesirable’ people and reframing boarding

⁴ <https://www.service.nsw.gov.au/transaction/apply-boarding-house-registration>

houses as a solution⁵. Whilst socioeconomic status is prevalent within society, this reframing provides low cost rental opportunities for social groups such as working singles, retirees, students and young couples. The state government recognises the need for affordable housing, therefore the affordable housing SEPP aims to deliver low cost rental opportunities within LGAs of traditionally lower socio-economic status to support the population within these areas.

The identified GWS LGAs with high boarding house numbers in the region support the state government's reframing of boarding houses as a solution to affordable housing. Dwellings must be within 800 m of railways stations and fall under R1, R2, R3, R4, B1, B2 or B4 zoning⁶. The identified LGAs contain multiple railway stations and contain these zonings, as they are heavily suburbanised areas with established townships capable of accommodating boarding house dwellings. Additionally, this links to the focus on attracting working singles and students being realised by LGAs accommodating major universities (Western Sydney University campuses in Campbelltown, Bankstown, Parramatta) which support the affordable housing SEPP vision of reframing boarding houses.

Conclusion

The data presented within this report reveals that Blacktown, Canterbury-Bankstown, Fairfield and Parramatta have the highest numbers of nursing homes within GWS. This suggests that there is a predominant ageing population within these LGAs, and a demand for aged care facilities as residents are choosing to stay put and not migrate once retired. Current legislation seeks to support this demographic trend, as pre-established urban hubs are being utilised for nursing homes facilities due to their proximity to required services which promotes efficient accessibility for ageing residents.

Registered boarding houses present a similar story, as Blacktown, Campbelltown, Canterbury-Bankstown, Cumberland and Parramatta contain the highest number of boarding houses within GWS. This data suggests that LGAs with socioeconomic disadvantage contain the highest number of boarding houses, to provide temporary affordable accommodation to residents. Current legislation within NSW support this demand by implementing policies that aim to dismantle the negative stigma surrounding boarding houses and reframe them as a solution rather than a problem. Such reframing elevates their societal significance though enforcing a registration system to validate their presence, whilst protecting the rights of residents.

Overall, current NSW legislation aims to support both ageing populations and socioeconomically disadvantaged communities, with legislative frameworks working towards closing gaps and ensuring that the needs of residents are at the centre of decision-making and action.

⁵ <https://www.smh.com.au/national/nsw/sydney-needs-more-boarding-houses-20180403-p4z7j9.html>

⁶ https://www.planning.nsw.gov.au/~/_media/D7796C1818794D238F49F77F2D792365.ashx

