Partnering for purpose

Scaling social and affordable housing development partnerships for impact

Contents

QUT Acknowledgement

This report has been prepared by QUT Centre for Justice and researchers Dr Lyndall Bryant and Dr Matt Hutchinson for Property Council of Australia and CHIA Queensland.

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Partnering for purpose

Property Council of Australia
Jess Caire, QLD Executive Director

Queensland's housing challenge is one of the defining issues facing our state. Meeting the growing demand for social and affordable housing will require more than ambition. It will require new ways of working together.

The property industry has a critical role to play. Developers, investors, financiers and property owners bring the expertise, capital and delivery capability needed to increase housing supply. Equally, community housing providers bring deep operational knowledge, long-term stewardship and an unwavering commitment to positive social outcomes. Government remains the essential partner in creating the policy, funding and regulatory settings that enable investment and provide certainty.

This research examines real projects and real partnerships. It shows there is no single model for success. Rather, successful projects are underpinned by clear roles, trusted relationships, aligned objectives and a commitment to long-term outcomes.

The findings reinforce an important lesson: successful outcomes are achieved when policy settings create the conditions for partnership, investment and innovation. While government has always played the central role in the provision and funding of social housing, the scale of Queensland's housing challenge means future success will depend on stronger collaboration between government, industry and community housing providers.

Lasting social and affordable housing outcomes are best achieved through partnership rather than prescription.

Housing markets, project feasibility and community needs vary significantly across Queensland. The most effective approach is one that encourages collaboration rather than imposing rigid delivery models, providing organisations with the flexibility and confidence to invest, innovate and deliver solutions suited to local conditions.

The Property Council is proud to have partnered with the Community Housing Industry Association Queensland in commissioning this research, undertaken by the Queensland University of Technology. We hope it provides a practical resource for policymakers, industry leaders, community housing providers and investors seeking to accelerate the delivery of social and affordable housing across Queensland.

Lasting social and affordable housing outcomes are best achieved through partnership rather than prescription.

Jess Caire
QLD Executive Director
Property Council of Australia

Partnering for purpose

Community Housing Industry Association Queensland
Julie Saunders, CEO

We have a rare opportunity in front of us. Queensland has record housing funding, a government that has said clearly it wants to unlock the capacity of the community housing sector, and good examples already showing us what can happen when partners work together early and with purpose. This report is a call to build on that momentum, not slowly or in isolation, but with the confidence and urgency the housing crisis demands.

This report, developed with the Property Council of Australia and the Queensland University of Technology, shows that momentum in practice. It looks at what is already happening on the ground: organisations working together, solving problems and finding different ways to deliver homes. The case studies make one thing clear, there are a diversity of models and approaches available to us to be able to respond to Queensland's housing challenges. We need this mix of approaches, shaped around different places, communities and organisational strengths.

For Community Housing Providers (CHPs), this diversity reflects who we are. We bring long-term stewardship, community connection, operational depth and a commitment to outcomes that last well beyond the ribbon cutting. When these strengths are paired early with development expertise and stable government programs, partnerships become more confident, more efficient and more capable of scaling.

CHIA Queensland is proud to support this work. It shows what's possible when organisations choose to collaborate with clarity, respect and shared ambition. We invite partners across industry, government and investment to work with us, because Queensland's next generation of social and affordable housing will be built through collective effort and purposeful partnership.

When these strengths are paired early with development expertise and stable government programs, partnerships become more confident, more efficient and more capable of scaling.

Julie Saunders
CEO
Community Housing Industry Association Queensland (CHIA QLD)

Executive summary

Australia's social and affordable housing (SAH) shortage continues to grow despite significant government investment and new policy initiatives, highlighting the need for delivery models capable of operating at much greater scale.

The delivery model requires strong partnerships across community housing providers, governments, institutional investors and financers to identify the factors that underpin successful SAH delivery.

This research examines five partnership case studies that demonstrate that while partnership structures vary considerably, successful delivery consistently depends on:

- Clear alignment of roles and responsibilities
- Strong, trust-based relationships and shared commitment to social outcomes
- Organisational readiness, including governance, capability and financial expertise
- Stable and consistent government policy that supports long-term investment.

The report's key findings from the five partnership case studies identifies four critical success factors:

Shared value

Partnerships perform best when organisations share a common purpose, trust each other and remain committed to long-term social outcomes.

Strategic fit

Each partner should focus on its strengths. Developers lead development expertise, CHPs manage housing and tenants, investors provide capital and governments create enabling policy and funding settings.

Partnership readiness

Organisations need capability, governance and financial knowledge before opportunities arise, as funding and procurement processes are complex and time-sensitive.

Policy stability and certainty

Stable funding programs, consistent regulations and simpler financing arrangements encourage long-term investment and reduce delivery costs.

The report emphasises that expanding SAH supply will rely on earlier collaboration, enhanced CHP readiness, increased institutional investment, strong government leadership on land and funding, and a shift from one off projects to scalable, repeatable partnership models.

Scene setting

The Queensland Government has committed to delivering 53,500 social and community homes by 2044, but achieving this target remains challenging due to feasibility constraints, regulatory complexity and limited delivery capacity. In response, government, institutional investors, private developers and Community Housing Providers (CHPs) are increasingly exploring partnership models to improve the scale and efficiency of social and affordable housing (SAH) delivery.

To better understand what drives successful collaboration, the Property Council of Australia (PCA)(Queensland) and the Community Housing Industry Association Queensland (CHIA Queensland) commissioned the Queensland University of Technology to examine five CHP-private sector partnership case studies. The research found that while sound financial and technical structures are essential, successful partnerships were primarily distinguished by trusted relationships, aligned values and long-term commitment. These relational factors reduced transaction costs, improved decision-making, strengthened resilience to policy and funding uncertainty, and supported effective risk sharing.

This report provides a practical reference on SAH partnership models and identifies the conditions that support scalable and repeatable housing delivery across Queensland.

Limitations

The study examined five case studies using qualitative methods within a limited timeframe. Findings are based on participant contributions and provide indicative rather than exhaustive insights. The report offers a high-level overview of partnership models and is intended as a practical guide for CHPs, developers and financiers, rather than a detailed evaluation of individual projects or a prescriptive framework.

Persistent supply gaps

Despite record investment and ambitious housing targets, Australia continues to face a significant housing shortfall, with an estimated deficit of 220,000 dwellings[1]. Continued reliance on project-by-project delivery highlights the need for more scalable and repeatable partnership models that can mobilise private capital, capability and delivery capacity to increase the supply of social and affordable housing.

[1] Australian Government, 2026 National Housing Supply and Affordability Council. "State of the Housing System 2026".

Australian social and community housing

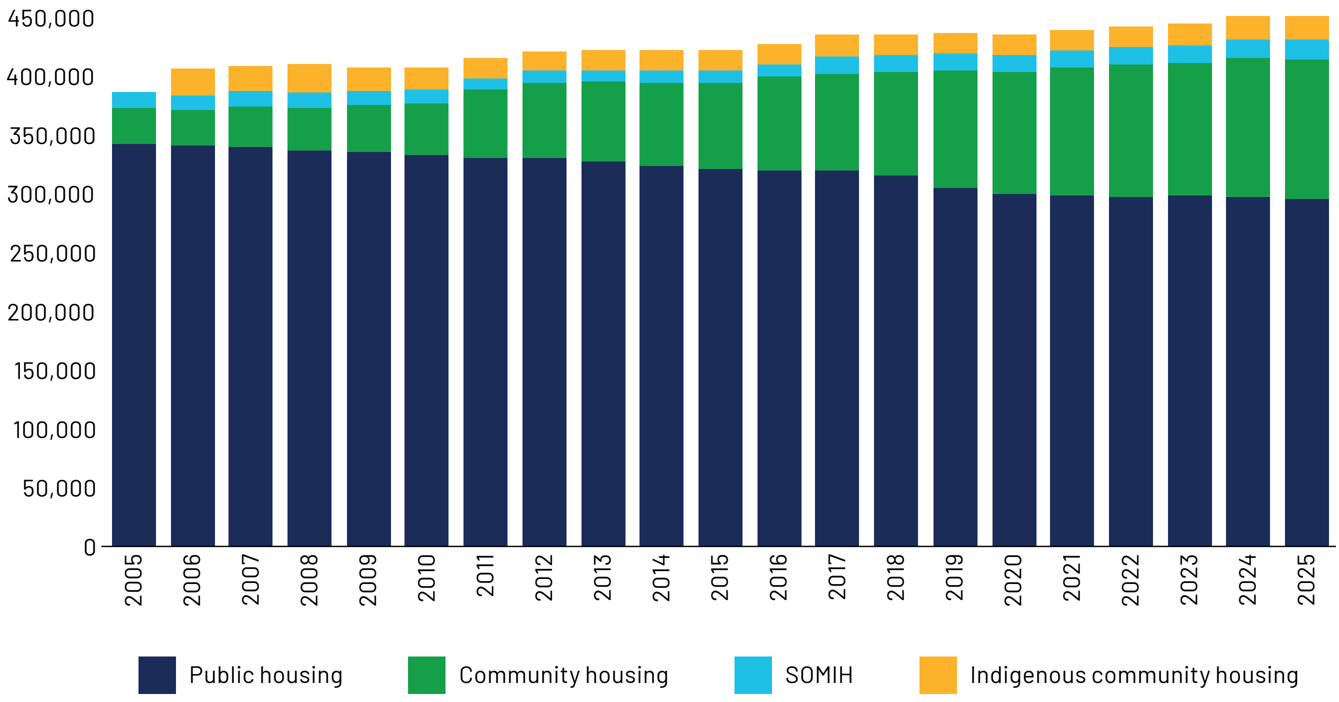
The provision of social housing in Australia has undergone significant structural change over the past several decades. Following World War II, coordinated federal and state housing authorities played a central role in supplying housing for the general population. By the 1970s and 1980s, however, social housing increasingly shifted toward supporting targeted groups with specific needs. From the 1990s onwards, greater private sector involvement, competitive tendering, and the emergence of CHPs reshaped the sector. Since then, the proportion of social housing within Australia's total housing stock has steadily declined from 5.2 per cent in 1997 to 3.9 per cent in 2023[2] (See Figure 1).

Over recent decades, housing policy has received intermittent attention, characterised by sporadic interventions rather than sustained long-term strategy. The National Rental Affordability Scheme (NRAS), introduced in 2008, attempted to stimulate affordable rental supply through a fixed ten-year subsidy[3]. While NRAS delivered additional stock during its operation, the expiry of subsidies has seen many dwellings revert to full market rents, often displacing low-income tenants.

The COVID-19 pandemic intensified existing housing market pressures[4]. Rapid population movements, supply chain disruptions, rising construction costs and a surge in private rental demand contributed to worsening affordability. Governments at all levels responded with a suite of new incentives, subsidies, and growth funds.

Figure 1

Dwellings by social housing program, at June 2005 to 2025



Sources: AIHW National Housing Assistance Data Repository. Supplementary table HOUSEHOLDS.

[2] Lawson et al, AHURI Final Report No. 452. "Australia's multi-provider social housing system: Contest or growth?"
[3] Australian Government. "National Rental Affordability Scheme"
[4] Queensland Government. "New action plan and $2.9 billion investment set to fast-track housing delivery".

Queensland policy evolution

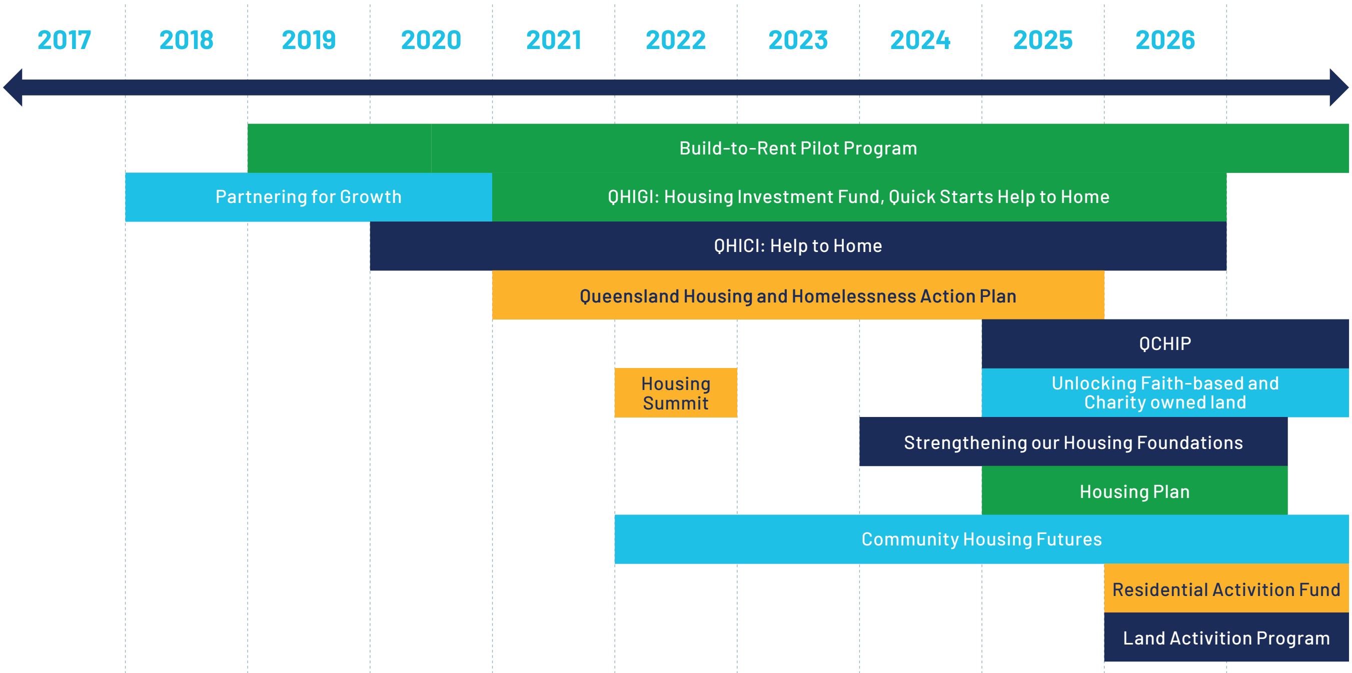
The Queensland Government has expanded its housing interventions in response to acute shortages, introducing record capital investment, new procurement models and financing mechanisms to scale SAH.

Recent reforms focus on accelerating delivery, strengthening the CHP sector, and mobilising private and institutional capital.

Together, these initiatives reflect a shift toward multi-partner delivery models, diversified funding streams and a stronger enabling role for government in unlocking land, reducing barriers and supporting CHPs to scale up.

Figure 2

Queensland Policy Evolution



Source: Authors

National policy settings

Housing Support Program

The Australian Government's $3.5 billion Housing Support Program (HSP) is one of a range of measures designed to help achieve the National Housing Accord's target of building 1.2 million new, well-located homes over 5 years from 1 July 2024. There are 4 streams under the HSP.

$500 million is available for state, territory and local governments over 2023–24 to 2024–25 for Stream 1 and the Community Enabling Infrastructure Stream. These streams support the delivery of increased housing supply by funding projects that seek to deliver enabling infrastructure and provide amenities to support new housing development or improve building planning capability.

An additional $1 billion was announced for the Priority Works Stream as part of the 2024–25 Budget and provided to the state and territory governments.

The $2 billion Local Infrastructure Fund was announced as part of the 2026-27 Budget.

NASHH

The National Agreement on Social Housing and Homelessness (NASHH) is a $9.3 billion five year agreement that commenced in 2024 to support the Australian, state and territory governments to work towards a common goal to help people who are experiencing, or at risk of, homelessness; and support Australia's social housing and homelessness services sectors to operate effectively.

In recent years the Australian Government, in collaboration with other tiers of government, has recognised the severity of the housing crisis and introduced a suite of national reforms and new funding mechanisms aimed at boosting SAH supply, improving planning systems, and strengthening homelessness services.

These initiatives collectively represent the largest federal investment in housing in decades. Key federal initiatives include:

2018	2022	2023	2023
Housing Australia	**National Housing Accord**	**Housing Australia Future Fund (HAFF)**	**Social Housing Accelerator Payment**
• Housing Australia helps people access affordable, safe and secure housing by increasing the supply of affordable housing, encouraging private and public investment, providing funding or investment for federal, state and territory initiatives, strengthening the community housing sector and helping eligible buyers enter the market sooner. • Established originally as the National Housing Finance and Investment Corporation (NHFIC), supported by a $1 billion fund to lower the cost of capital for CHPs by pooling their borrowing needs and issuing long-term, lower-cost bonds into the wholesale market. • Rebranding to Housing Australia (HA) in 2023, with expanded responsibility to support the delivery of the government's housing agenda, including the National Housing Accord and Housing Australia Future Fund. • HA's liability cap has increased to $44 billion enabling significantly more loans and HAFF commitments to the sector.	• A national agreement bringing together all levels of government, industry and investors to increase housing supply by a targeted 1.2 million new, well-located homes over five years from mid-2024, with specific targets for the states and territories. • Supported by $3.5 billion in payments to state, territory and local governments to support the delivery of new homes towards this target. • Includes $350 million in funding to support 10,000 Commonwealth-supported affordable homes, to be matched by a further 10,000 from states and territories[5]. • Queensland commitment to build 2,049 new affordable homes.	• $10 billion dedicated investment fund to deliver 30,000 social and affordable homes (20,000 social + 10,000 affordable) over five years from 2024. • Rounds 1 and 2 committed 18,650 homes (9284 social and 9366 affordable) across 279 projects. • Round 3 (2026), the largest to date aiming to deliver the remaining 21,350 homes was oversubscribed within days of its release[6].	• One-off funding of $2 billion to the states and territories to build or refurbish social housing in order to boost supply and reduce waiting lists. The fund aimed to deliver around 4,000 new homes, with money to be committed by June 30, 2025. • Included $398.3 million funding for an additional 600 new social housing dwellings in Queensland[7]. Through the Australian Government's SHA Payment, Queensland received $398.3M over 5 years to expand social housing supply, which will deliver up to 600 additional social homes. • Queensland achieved its commitment to contract 600 social homes across Queensland by 30 June 2025. • As at 30 June 2026, 225 social homes have been delivered, including 115 social homes in 2025-26. The remaining homes are on track to be delivered by 30 June 2028.

Source: adapted from Bryant (2012)

[5] Australian Government. "Delivering the National Housing Accord"
[6] Housing Australia, "Housing Australia Future Fund"
[7] Australian Government – Treasury. "Social Housing Accelerator"

Understanding the development process

Property development is a complex, multi-stage process involving many stakeholders, often progressing in overlapping rather than strictly linear phases. While commonly described as moving from site identification through design, approvals, financing, construction, and completion, each stage includes multiple sub-tasks, specialist inputs, and risk management decisions.

Projects advance through milestone "stop/go" points where feasibility is reassessed. In Australia, apartment developments typically take around five years from investment to completion, with SAH projects often taking longer due to added funding and compliance complexity.

Successful delivery depends not only on technical expertise but also on clear partner roles and strong trust, which help teams adapt as conditions change and maintain progress through the full development cycle.

Figure 3

Social/Affordable Housing Development Process

Side identification

- Assess and shortlist potential sites based on feasibility, development yield, planning suitability, market demand, and alignment with project objectives.
- Undertake financial due diligence by preparing feasibility studies, residual land valuations, and identifying key risks relating to demand, costs, and delivery timeframes.
- Secure the preferred site through negotiating acquisition terms and purchase price, and arranging financing to support acquisition.

Concept and design

- Engage consultants and planning authorities to develop, test and refine design options that optimise project yield and feasibility.
- Ensure design meets SAH requirements.
- Prepare documentation required for planning approval.

Planning approvals

- Lodge planning application with associated consultant inputs.
- Respond to information requests, objections and design changes.
- Navigate approval pathways and local authority processes to obtain planning approval.

Funding and finance

- Update feasibility to determine total project cost and cashflow, including identifying sources of funding and finance.
- Negotiate funding terms and project finance terms, execute documentation, meet conditions precedents and finalise design, documentation and construction tender.
- Secure building permit and appoint builder.

Construction

- Begin construction once finance and permits are secured.
- Manage contractor performance, sequencing, delays and cost variations.
- Complete construction and obtain certification.

Operations

- Allocate dwellings to eligible SAH tenants in line with program requirements.
- Commence property and tenancy management, including onboarding residents, establishing community-building activities and other support programs.
- Oversee long-term asset management, compliance, maintenance and performance monitoring.

Source: adapted from Bryant (2012)

Capital stack

Understanding how developments are funded is essential to increasing the supply of social and affordable housing (SAH). Throughout the case studies, the terms capital stack and structured finance were used frequently.

Structured finance is a form of project finance that tailors funding to the specific risks and requirements of a development. Rather than relying on a single loan, funding is assembled from multiple sources, with each investor or lender taking a different level of risk and expecting a corresponding return. As with any development, construction cannot proceed until the full funding package is secured.

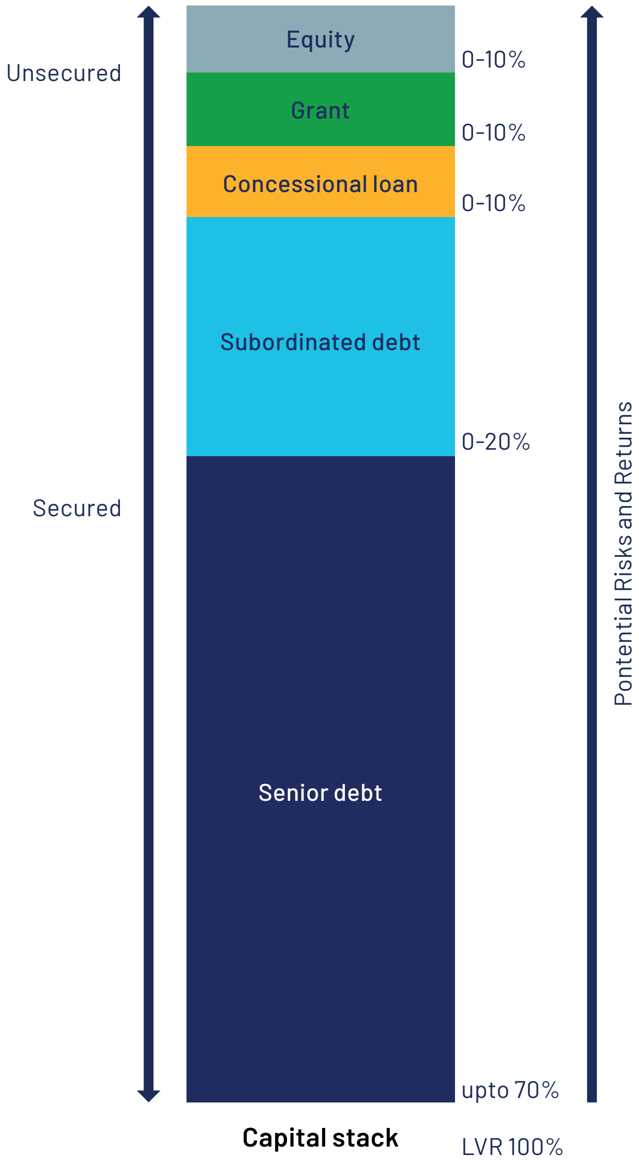
The combination of these funding sources is known as the capital stack. It typically includes senior debt (lowest risk), equity, and, where required, mezzanine or subordinated debt to bridge funding gaps. This layered approach allows projects to attract a broader range of investors by matching different risk and return preferences.

In a typical commercial development, the capital stack is relatively straightforward. Developer equity funds early project costs such as site acquisition, planning and approvals, while senior debt finances construction. Mezzanine debt may be used where additional funding is required. Project revenues, such as apartment sales, are then used to repay investors and lenders according to an agreed repayment hierarchy (or "waterfall").

This is an example of just one capital stack for these projects.

Figure 4

Components of a SAH Capital Stack



Source: adapted from Bryant (2012)

Commercial versus social and affordable housing

With an understanding of the development process and the capital stack required to fund new projects, some key differences between commercial apartment development and SAH emerge.

Table 1

Commercial versus social and affordable housing development: Key differences

Commercial apartment development	Social and affordable housing development
Developers contribute significant equity e.g. 30 per cent equity, 70 per cent debt	Concept and design informed by social housing register and government design standards
Investment commences from site identification via developer equity	Possible relaxation on approval fees and costs e.g. infrastructure charges, DA fees, carparking, etc
Concept and design informed by market demand	Projects are supported through a mix of financing including capital grants, institutional investment etc
Numerous approval fees and costs	Project held in the long-term (e.g. 25 years)
Feasibility relies on forecast value on completion exceeding total development costs, by a margin of around 20 per cent	Revenue from rent and government subsidy repays debt, interest and investors over funding period (e.g. 25 years)
Developers exit the project at handover	Generally, the project is held in one entity
Revenue from sales repays debt, interest and investors at handover	Feasibility relies on funding (capital grants etc) and revenue from net rental being sufficient to repay debt, interest and investor returns
Individual owners of apartments via strata title	Investment commences from site identification (equity to be sourced)
'Operations' is the responsibility of the body corporate and apartment owners	Operations is the responsibility of the partner entities (as negotiated)
Long-term asset management by body corporate (owner association)	Long-term asset management by of the partner entities (as negotiated)

Source: CBRE Hotels Research; STR

Delivering new SAH at scale is complex. Whilst the end product looks the same as a commercial development, the financial engineering behind the scenes more resembles complex infrastructure projects like new roads or hospitals, where long-term income streams repay initial debt plus agreed fixed returns. Some projects may also be supported by a portion of upfront grants.

Given SAH development requires capabilities and resources that sit outside a standard CHP, partnerships with other experts allow stakeholders to align their comparative advantages, whether that be capital, land, risk appetite, delivery skills or support expertise to assemble viable projects and grow supply. One comparative advantage that is frequently underestimated is the developer's upstream contribution. Site aggregation, market intelligence and early feasibility work happen before funding programs open and before formal partnerships are formalised. Developers who bring this capacity to the table and who invest early in understanding the specific requirements of SAH delivery, are not simply construction partners; they are co-originators of viable pipelines.

Case studies

The case study assessment lens

The five case studies presented in this report illustrate a diverse set of delivery partnerships, each demonstrating different ways CHPs, governments, developers and investors/financiers are structuring SAH projects. Together, they offer a practical reference point for organisations considering which delivery models may be most suitable for future SAH opportunities. The case studies examined are:

Built to Rent

01

MirvacLIV Anura, Newstead

State-led program

02

The Big House Build, Victoria

State land tender

03

Bric, St George Community Housing, EDQ Carseldine

Turnkey

04

Bric Housing, Margate

Land lease

05

Moreton Bay Regional Council and Coast2Bay

Each case study was analysed to understand:

- the background and structure of the partnership
- the role and contribution of each partner
- the financial exposure and risk profile of each party
- the skills, resources and organisational capacity brought to the project
- the strengths and positive attributes of the partnership
- the learnings and opportunities for improving future partnership arrangements

Publicly available project information was supplemented by semi-structured interviews with representatives from partner organisations, providing insight into how these partnerships were formed, how risks were allocated and how delivery challenges were navigated.

The purpose of this analysis is not to prescribe a single preferred model, but to offer a curated set of examples that demonstrate the breadth of viable approaches available to the sector. Each case study is mapped against the development process to show which partner undertook which roles, highlighting how responsibilities can be distributed across different delivery structures.

Each case study is presented individually, but their collective value lies in what they reveal when read together. A comparative assessment of the five models follows the case studies in the next section. It examines what makes each one bespoke today and what conditions would need to change for each to become more repeatable and scalable.

Case studies

Case study 1

Project

Build to Rent - LIV Anura, Mirvac, Newstead

Type	**Build to Rent**
Developer	**Mirvac**
Builder	**Mirvac**
CHP	**National Affordable Housing**
No. Apts.	**396 (up to 99 affordable)**
Apt Mix	**Studios, 1 Bed Apartments, 2 Bed Apartments**
Location	**Newstead, Brisbane**
Status	**Complete. Opened August 2025**
Funding	**LIV Mirvac Fund**
Asset Owner	**LIV Mirvac Fund**
Asset Manager	**Mirvac**

The project

LIV Anura is Mirvac's first Build to Rent (BTR) development in Queensland, delivered under the Queensland Government's 2018 BTR Pilot Program, which aimed to increase long-term rental supply by partnering private developers with CHPs to deliver purpose-built rental communities[9]. The BTR Pilot Project is supported through a Queensland Government rental subsidy arrangement with the owner.

The project includes 396 apartments, of which up to 99 are affordable rentals. Affordable rental eligibility criteria include Australian citizenship, no property ownership, employment within 10 kilometres of the project, and income and liquid-asset thresholds[10]. The affordable housing component was designed to align with government housing objectives under the BTR Pilot Project.

Mirvac's contribution began well upstream of construction: site identification, market intelligence, early feasibility assessment and risk pricing were all undertaken before the project entered formal procurement or funding processes. Mirvac then led the design and approvals process, secured finance and delivered the project through to completion. Mirvac retains long-term ownership and management of the asset through its $1.8 billion LIV Mirvac Fund which is backed by institutional investors including Australian Retirement Trust and the Clean Energy Finance Corporation.

National Affordable Housing (NAH), the CHP partner, manages access to the affordable apartments using its established tenant recruitment, screening and governance systems. Mirvac undertakes ongoing building and tenancy management, with the development operating under a "tenancy-blind" model in which affordable and market-rate apartments are indistinguishable and integrated throughout the building.

NAH has a national-level partnership MOU with Mirvac for five years and offers a flexible suite of partnership services to developers. For LIV Anura, NAH provides advertising, assessment and compliance oversight for the affordable rental component.

Within the spectrum of partnership structures, LIV Anura represents a model in which the developer carries the vast majority of control, capital commitment and development risk. NAH participates through a fee-for-service arrangement covering tenant eligibility assessment and annual compliance. No government capital funding was provided for development, instead the state contributes availability-style rental subsidies to support the affordable housing component. In the spectrum of CHP roles, NAH's contribution here sits at the governance and compliance end. This reflects the specific requirements of the BTR Pilot Program rather than the limits of what CHPs can contribute to BTR delivery more broadly.

[9] Property Council Australia. "Mirvac and Queensland Government open first Build to Rent Pilot Project community".
[10] National Affordable Housing, "LIV Anura. Reduced Rate Rent Eligibility Criteria".

When might this structure apply?

This structure is most effective in locations with strong rental demand and where policy settings actively support BRT delivery. It is particularly suited to situations where:

A large-scale developer has the capital, capability and appetite to retain long-term ownership, carrying the development, financing and operational risk.

Government incentives or subsidies are available to support the affordable rental component, such as availability-style payments.

The project is located in a high-amenity, high-demand area, where market rents can cross-subsidise affordable units and support long-term financial viability.

Mixed-tenure communities are desirable, with affordable and market-rate apartments integrated under a tenancy-blind model.

A CHP can play a targeted governance role screening, assessing and monitoring affordable rental tenants without needing to take on development or ownership risks.

Institutional investors are seeking stable, long-term income streams, making BTR an attractive asset class within diversified portfolios.

This model works best where the developer leads the full project lifecycle and the CHP provides specialist affordable-housing governance, enabling both parties to operate within their strengths.

For this model to move from pilot to program, several conditions would need to become more consistent across the sector: consistent BTR tax treatment and planning concessions that improve development and operational feasibility without requiring project-by-project negotiation; standardised frameworks for CHP involvement in BTR governance (subject to developer requirements); and a broader base of institutional investors with the capital, capacity and risk appetite to back large-scale, long-term rental assets. It is acknowledged that that there are significant tax concessions to support or enable BTR to be delivered. The LIV Anura pilot demonstrates that the model works. The question for the sector is what policy and structural settings would allow it to this structure to scale up supply.

Key insights

Trust and established relationships support efficient delivery

A five-year working relationship and national-level MOU between Mirvac and NAH created a high-trust environment that enabled clear roles, smooth communication and low-friction collaboration.

Flexible partnership structures allow each party to work to its strengths

The project shows how BTR partnerships can be tailored. Mirvac led development and long-term ownership, while NAH provided targeted tenancy and governance services aligned with its strategic focus on providing stable housing outcomes.

CHP capability is essential for governance and compliance

NAH scaled its involvement by managing tenant identification and eligbility, meeting government requirements for a registered CHP to manage the affordable component in BTR projects.

Feasibility remains difficult under current market conditions

Cost offsets alone were insufficient to ease feasibility pressures. Rising construction costs, labour shortages, government-set product mixes and extended affordable-rental leasing periods all constrained viability, signalling the need for stronger incentives for future projects.

Institutional capital aligns well with BTR but limits replicability

Mirvac's ability to privately fund the project through its institutional LIV Mirvac Fund was central to delivery. Few organisations have comparable capital capacity, limiting the ease with which this model can be replicated across the sector.

Learnings

Flexible service models strengthen long-term partnerships

NAH's ability to tailor its involvement to Mirvac's needs shows the value of adaptable CHP service offerings in supporting repeat collaboration.

Affordable rental processes require longer lead times

Eligibility checks extend leasing from days to weeks. Delivery programs need to account for this to avoid delays in occupancy and revenue.

Feasibility pressures require proactive mitigation

Extended leasing periods, rising construction costs, labour shortages and rigid product-mix requirements all challenge viability. Stronger incentives and planning/tax reform will be needed to move BTR projects from pilots to programs.

Government specified product mix leaves no room for developer innovation or response to market conditions.

CHP operational readiness must be established early

Because CHPs enter late in the development cycle, data protocols, governance systems and staffing must be in place well before completion to ensure smooth tenanting and compliance.

Clear scoping of CHP responsibilities is critical

The fee-for-service model worked because NAH's role was well defined. Future BTR projects benefit from early agreement on service standards, reporting and communication protocols.

Capital constraints limit replicability

Mirvac's institutional capital capacity was central to delivery. Without similar access to large-scale private capital, many organisations cannot replicate this model.

Case studies

Case study 2

Project

State-led program – The Big Housing Build Victoria

Type	**State led housing rebuilding program**
Developer	**Housing Victoria or private**
Builder	**Housing Victoria or private depending on program**
CHP	**Various depending on consortia members**
No. Apts.	**16,000 dwellings in the whole program**
Apt. Mix	**Various**
Location	**Various sites in metropolitan and regional centres in Victoria**
Status	**Announced 2020, completion targeted 2051**
Funding	**Victorian Government, plus consortia investors/lenders**
Asset Owner	**Housing Victoria or program specific ownership outcomes**
Asset Manager	**Housing Victoria or CHPs in consortia**

The project

Announced in 2020, the Big Housing Build Victoria (BHBV) is the Victorian Government's largest investment in SAH. The program initially committed $5.3 billion to deliver more than 12,000 new homes across metropolitan Melbourne and key regional centres. It has since expanded to over 16,000 dwellings at a total cost of $8 billion, with delivery scheduled through to 2051. Homes Victoria (HV) oversees the program as both delivery authority and program manager, supported by streamlined planning mechanisms designed to accelerate approvals.

Through the BHBV and related initiatives, HV has developed nation-leading capability in identifying, planning, funding and delivering SAH, as well as renewing ageing public housing stock. This capability is underpinned by mature systems, processes and accumulated intellectual property. HV now applies a broad suite of delivery and procurement methodologies tailored to

site-specific, community-need and program-level objectives. These include direct delivery, development agreements, innovative financing models such as the Ground Lease Model and targeted grants programs. These approaches enable HV to work effectively with private developers and CHPs to deliver housing at scale.

Within this program architecture, CHPs and private developers play active roles as consortium partners, each contributing distinct capabilities across the delivery lifecycle. CHPs bring tenancy management expertise, place-based knowledge and long-term stewardship capacity, and in several program streams take on significant development and ownership responsibilities. Private developers contribute construction expertise, commercial delivery capability and in partnership-based models, private financing. The strength of working relationships within these consortia, and between consortium partners and HV, is a material contributor to the program's ability to maintain delivery momentum across a large and diverse portfolio.

The BHBV responds to acute housing need across Victoria, including a guaranteed minimum investment of $756 million across 18 regional LGAs such as Geelong, Ballarat, Shepparton and Mildura. The program includes both new construction and the redevelopment of public housing assets that are no longer fit for purpose.

To achieve scale and value for money, HV has established a suite of five different delivery models that vary according to who leads development and who retains long-term ownership. These range from traditional state-led delivery to targeted programs such as the Social Housing Accelerator, as well as partnership-based approaches that leverage private and CHP capability.

1. Traditional State-led supply

Where a project demonstrates clear value for money to the state, HV retains the traditional government role of developer, delivering new or renewed social housing that remains in state ownership. Under this model, HV leads the full development lifecycle (planning, procurement, construction and long-term operation) using funding that is not tied to a specific program stream. This approach is typically applied to public housing dwellings that require renewal or where direct state delivery is the most efficient and effective pathway.

2. Social Housing Accelerator Program (SHAP)

Victoria received $496.5m from the Commonwealth's $2 billion Social Housing Accelerator Program in 2023 to rapidly expand and upgrade social housing across Victoria. These funds are allocated:

- $140.5m on small scale redevelopment on underutilised HV land (254-258 new dwellings),
- $306m on large scale development on HV or other Victorian Government land (368-409 dwellings),
- $50m on acquisitions (70-78 new dwellings) [11].

As at 30 June 2025, HV had delivered 146 new social houses, with 488 under construction and a further 163 yet to start construction[12].

3. Social Housing Growth Fund (SHGF)

Established in 2018, the Social Housing Growth Fund (SHGF) committed an initial $1 billion to deliver 2,200 new social housing homes through partnerships between HV and CHPs. The fund was invested to generate a 30-year, renewable pipeline of capital and revenue support, with completed dwellings owned or held under long-term lease by CHPs.

The program recognises that CHPs can deliver and manage SAH more cost-effectively than government, due in part to access to 10 per cent GST concessions and 25.1 per cent Commonwealth Rent Assistance (CRA). Under this model, HV transfers management responsibility to CHPs, with an expectation that they contribute additional housing supply. In this respect, CHPs within the SHGF operate as genuine delivery partners and long-term system stewards, contributing organisational capacity, tenant knowledge and place-based insight that government agencies cannot replicate at the community level.

In response to construction cost increases of around 35 per cent during COVID-19, the program evolved from a grant-funding model to concessional loans and, more recently, rent-subsidy arrangements. This shift ensures the sovereign fund remains sustainable over the full 30-year term.

The initial SHGF investment sits alongside an additional $1.38 billion allocated under the BHBV to support delivery of up to 4,200 further social housing dwellings. Homes delivered through the SHGF are procured under the Build and Operate Program (BOP), which incorporates both SAH components. BOP Rounds 1 and 2 will deliver more than 1,680 new social housing homes across 24 metropolitan and regional locations[22].

[11] Homes Victoria. "Social Housing Accelerator Program. Victorian Implementation Plan".
[12] Australia Government, The Treasury. "Social Housing Accelerator".

4. Public Housing Renewal Program

The Public Housing Renewal Program (PHRP), announced in 2017 under the Homes for Victorians initiative, was established to redevelop ageing public housing sites across metropolitan Melbourne and selected regional centres. Under a land swap model, the $2.9 billion initial investment was designed to rapidly increase the supply of SAH, addressing a critical shortage exacerbated by rising demand and the COVID-19 cost pressures. HV partners with CHPs and private developers to deliver new social, affordable and market homes. At completion, HV retains ownership of the social housing component equivalent to the value of its land contribution.

While several sites initially earmarked for the PHRP were later delivered through other BHBV initiatives, the program progressed redevelopment on four metropolitan sites delivering a total of 1,351 new social and market homes[13].

5. Ground Lease Model (GLM) program

The Ground Lease Model (GLM) is an Australian first initiative that enables large scale social housing renewal and the delivery of new affordable and market rentals without selling public land. Under this model, HV leases government owned land to a CHP consortium for a 40-year term. The consortia is responsible for financing, designing, constructing, operating and maintaining the housing. At the end of the lease both the land and the dwellings return to HV ensuring the asset remains in public ownership[13].

GLM projects replace outdated public housing with modern, sustainable homes within mixed tenure rental communities. Developments are designed to integrate with their neighbourhoods and include high quality indoor and outdoor spaces and community focused features. The mix of social, affordable and market rental homes supports financial viability while increasing overall rental supply. Government supported rental top ups may be included in the financial structure where they provide value for money[14].

The GLM program initially aimed to deliver more than 1,500 new homes, including over 1,000 new social and affordable rental properties. The first two rounds met this target, and GLM3 is now underway.

GLM1 will deliver 1,110 new homes, including:

- 619 social housing dwellings
- 126 affordable homes
- 365 market rental homes, including 52 specialist disability accommodation dwellings

GLM2 redeveloped four existing social housing sites, delivering 1,370 new homes, including:

- 669 social housing dwellings
- 182 affordable homes
- 529 market rental homes, including 56 specialist disability accommodation dwellings

[13] Bryant. L (2012) "An assessment of development funding for new housing post GFC in Queensland, Australia".
[14] Homes Victoria. "Overview of the Ground Lease Model".

When might this structure apply?

A multi-program structure like the BHBV is most effective where a government seeks to deliver SAH at scale, across diverse locations, and under varying market conditions. This approach is particularly suited to situations where:

A single delivery model cannot meet housing needs. Different sites and asset conditions require pathways from state delivery to partnerships and leasing arrangements.

HV's role as central delivery authority with mature systems and procurement capability enables coordinated planning, consistent standards and oversight.

A need to renew ageing public housing stock while expanding supply exists. A suite of models allows the state to redevelop obsolete assets, deliver homes and support regional investment.

Mixed-tenure communities are desirable, with affordable and market-rate apartments integrated under a tenancy-blind model.

The GML model enables large scale renewal without selling public land, while accessing private financing and delivery expertise and CHP tenant management skills.

Grants, concesional loans, rental subsidies, land contributions and long-term leases allow the state to match the right financial strucure to each project and location.

The GML model enables large scale renewal without selling public land, while accessing private financing and delivery expertise and CHP tenant management skills.

The BHBV provides useful lessons for Queensland, but its direct transferability requires careful consideration. Victoria benefits from a larger metropolitan scale, a mature CHP sector, a consolidated delivery authority and established program architecture. Queensland's decentralised geography, lower density populations, smaller CHP sector and different institutional arrangements mean adaptation, rather than replication, is required. Transferable principles include consolidated agency responsibility, flexible delivery models, long-term policy commitment and investment in CHP capability. Delivery structures would need to be tailored to Queensland's context, including pathways for smaller CHPs to participate sustainably across regional and metropolitan markets.

Key insights

Scale matters

The Victorian Government prefers to partner with large, well-capitalised organisations because they can deliver at scale, manage complex procurement requirements and replicate successful models across multiple sites.

Multiple delivery pathways increase flexibility

A suite of delivery models allows government to match the approach to site conditions, community needs and value-for-money considerations.

Strategic land decisions shape long-term outcomes

Retaining high-value land and redeveloping or divesting lower-performing sites supports long-term public benefit and maximises the impact of government investment.

Asset renewal requires dedicated investment

Refurbishment of ageing public housing stock can, in some cases, deliver better value than new construction, but only with targeted funding.

Sector expertise reduces risk

Drawing on experienced partners and established approaches strengthens program design, reduces uncertainty and avoids unnecessary reinvention.

Sound modelling underpins long-term value

Net present value assessments over 25–40 years guide decisions on whether to build new, refurbish or redevelop. Reliable assumptions are critical to achieving value for money.

Clear role delineation supports efficiency

Separating development, construction, financing and operations enables each partner to focus on its strengths and reduces duplication of effort.

Learnings

Large-scale programs demand strong internal capability

CHPs and delivery partners need dedicated governance, commercial expertise and project management capacity to engage effectively in complex, multi-year programs.

Procurement processes can slow delivery

Overly rigid processes can delay decision making and reduce flexibility. Streamlined pathways would support faster mobilisation.

Partnerships benefit from continuity

Stable relationships between government, CHPs and developers help maintain momentum, resolve issues quickly and support repeatable delivery.

Financial structuring takes time

Negotiating funding, legal documentation and risk allocation can extend project timelines.

Organisations must understand the cost of bidding

Participation in large-scale procurement requires significant financial and staff resources, and costs are often unreimbursed. Partners need to assess their capacity before entering competitive processes.

Local knowledge strengthens outcomes

Place-based insight from CHPs and councils improves design, tenanting and long-term stewardship, complementing the scale and delivery capability of larger partners.

Long-term partnerships must be planned from the outset

Decisions made during procurement and design have implications for 25–40 years of operations; partners need to ensure that long-term partnerships are viable.

Case studies

Case study 3

Project

State land tender - Bric Housing, St George Community Housing, EDQ Carseldine Village

Type	**State land tender**
Developer	**St George Community Housing**
Builder	**Buildcorp**
CHP	**Bric Housing**
No. Apts.	**152 apartments (62 social and 90 affordable)**
Apt. Mix	**56 x 1 bed, 90 x 2 bed, 6 x 3 bed**
Location	**Carseldine Village**
Status	**Commenced. Due for completion mid to late 2027**
Funding	**HAFF1 concessional loan, HA senior debt + availability payment, EDQ grant**
Asset Owner	**St George Community Housing**
Asset Manager	**Bric Housing**

The project

This case study shows how a targeted state-led land release, together with alignment of development expertise with local operational knowledge can create a strong partnership model for delivering SAH.

Economic Development Queensland (EDQ) released Queensland Government owned land at Carseldine Village. The site, located in the Fitzgibbon Priority Development Area, was tendered for BTR or SAH outcomes. A partnership between Bric Housing (Bric) and St George Community Housing (SGCH) was selected to deliver 152 social and affordable apartments[15].

The partnership between Bric and SGCH did not emerge by chance. Both organisations had proactively sought out like-minded partners whose strategic ambitions and values aligned with their own, investing in relationship-building well before a specific opportunity arose. When the EDQ tender was released, that pre-development groundwork meant the partners

could move quickly, with an already established foundation of mutual trust and complementary purpose. The partnership was formed around complementary strengths and a shared ambition for growth: SGCH sought to establish a Queensland presence, while Bric aimed to expand into larger, more complex developments.

After securing the site, the partners successfully applied for funding through HAFF Round 1. Importantly, the partners did not wait for funding confirmation before investing in consortium formation, feasibility work and tender documentation. This readiness to proactively seek out like-minded partnerships and commit resources ahead of formal funding approval is a hallmark of CHPs operating at the more sophisticated end of the CHP development spectrum.

SGCH brings its significant development experience with more than 7,000 dwellings in its portfolio. In this partnership, SGCH leads the design, development and delivery of the project and retains long-term asset ownership. Bric manages the property, the tenancies and tenant support programs for the 25-year operational term. Its local knowledge of the community and the Queensland CHP landscape, along with its operational strengths, complements SGCH's developer role.

The project's capital stack includes senior debt from HA, a concessional loan through HAFF 1 and a grant from EDQ. Federal and Queensland Government availability payments support loan servicing and underpin project viability. This partnership demonstrates how combining complementary strengths can meet government tender eligibility requirements, whilst also achieving the growth strategies of both CHP partner organisations. In this partnership, both CHPs are working to their strengths to achieve strategic objectives. SGCH acts as developer and long-term asset owner and Bric as a locally embedded commercial partner and system steward. Together they demonstrate that CHPs, given the right organisational capability and strategic intent, can function as genuine co-authors of SAH supply growth rather than passive recipients of developer-led structures.

[15] St George Community Housing. "SGCH partners with EDQ and Bric Housing to deliver 152 social and affordable Queensland homes".

When might this structure apply?

This structure is most effective where CHPs bring complementary expertise and share a strategic interest in expanding their footprint. It shows how collaboration can pool capability, reduce risk and enable strategic growth ambitions. It is particularly suited to situations where:

Government is releasing precinct-led opportunities and is seeking a development-capable CHP with locally embedded knowledge and skills to deliver SAH outcomes.

Organisations have invested in pre-development relationship building with like-minded partners, enabling them quickly move when opportunities arise.

Community engagement, tenant support or understanding of local housing need is critical to project success.

A CHP with strong development capability is looking to grow its portfolio in a new region and wants access to local knowledge.

A locally based CHP has deep community knowledge and operational strength and can complement a partner's development capability.

A CHP with a strong track record in delivering new housing gives investors greater confidence in the project, reducing risk and supporting smoother financing.

The capital stack benefits from multiple partners, allowing access to concessional finance, grants and availability payments that support feasibility.

For this model to become replicable, several conditions would need to strengthen. Government land release pipelines need to be sustained and signalled early enough for CHPs to invest in consortium formation and feasibility work ahead of tender release. Tender timelines and/or conditions need to be better aligned with funding streams, particularly HAFF and state grants, so that CHP consortia are not required to commit to complex and expensive procurement processes before funding availability is confirmed. Further, CHP internal readiness, including both board and staff capability, development expertise and financial literacy, needs deliberate investment across the sector so that more organisations can respond effectively when opportunities arise.

Key insights

Strong relationships enable effective partnerships

Trust, timing and clarity about each partner's strengths supported a partnership that advanced both organisations' strategic goals. Collaboration created reciprocal learning, with development expertise on one side and local community insight on the other.

Strategic fit and readiness matter

The partnership was built before a specific opportunity existed, enabling the partners to move with confidence and speed when both the EDQ and HAFF1 opportunities emerged. Each partner already understood its strategic interests and the role it was best placed to play. Proactively seeking out like-minded partners is not preparation for one project; it is a strategic capability in its own right.

Capacity assessment shapes partnership design

Understanding strengths and limitations supported capability development throughout procurement and informed future partnership models.

Feasibility relies on aligning roles with revenue and risk

Responsibilities were allocated to match each organisation's cost and revenue profile. Asset owner and developer SGCH receives availability payments, while Bric delivers tenancy and property management under a service fee arrangement.

Capital structures must align risk with capability

SGCH carried the funding and repayment obligations as the developer and long-term asset owner, while Bric, not financially exposed, gained valuable experience in layered financing. The project reinforced that blended capital stacks work best when risk, responsibility and capability are deliberately matched.

Learnings

Partnerships can advance mutual strategic goals

The partnership created a risk managed pathway for Bric to scale its development experience and provided SGCH with a supported entry into the Queensland market. Clear roles were established early, which strengthened delivery and created a model that can be replicated in future collaborations.

Agility and strategic fit are essential

Project opportunities are not always predictable. Being investment ready and organisationally agile positioned both CHPs to act quickly when both the EDQ tender and HAFF Round 1 were released.

Capacity at board and staff levels enables timely response

Sufficient organisational capacity allowed both partners to assess the opportunity, commit resources and participate effectively in the procurement process.

Government support is critical to feasibility

Without government offsets and funding, SAH projects of this type would not be financially viable. Availability payments were essential to bridging the difference between market rents and what tenants can afford.

Availability payments underpin viability

SAH projects rely on government availability payments to bridge the difference between market rents and what tenants can afford. Without these offsets, the project would not be financially viable, underscoring the essential role of sustained government revenue support.

Case studies

Case study 4

Project

Turnkey - Bric Housing, Margate

Type	**Turnkey**
Developer	**Values aligned developer**
Builder	**Tier 2 builder**
CHP	**Bric Housing**
No. Apts.	**60 Apartments (42 Affordable, 18 Social)**
Apt. Mix	**24 Studio, 24 x 1 bed, 12 x 2 Bed**
Location	**Margate**
Status	**Commenced. Due for completion 2027**
Funding	**HAFF1, HA, Conscious Investment Management**
Asset Owner	**Bric SPV**
Asset Manager	**Bric Housing via management services agreement**

The project

This project represents a turnkey delivery model, whereby a developer leads the full development process from site identification through to construction, handing over to the client a completed asset ready for occupation.

In this case, the developer is described as "values aligned" with the client being Bric Housing (Bric). The developer secured the land, was responsible for the design, obtained development approval, secured finance and contracted a builder to deliver the 60 social and affordable homes[16]. Bric entered into a contract of sale after the DA was obtained. All development and construction risks remain with the developer until completion,

at which point Bric will settle on the purchase and assume long-term ownership and operational responsibility for the property and its tenant. The developer's contribution began well before any formal procurement or funding process. Site identification, market intelligence, early feasibility assessment and risk pricing were all undertaken by the developer ahead of Bric's involvement, illustrating how values-aligned developers can function as upstream originators of viable SAH pipelines rather than simply construction managers.

Project financing was arranged by Conscious Investment Management (CIM) through a dedicated special purpose vehicle (SPV), enabling financial obligations and risks to be separated from Bric's core entity. The SPV, registered separately with the Australian Charities and Not-for-profits Commission (ACNC), was established to hold the asset over the long-term and manage ongoing maintenance and operations.

The project was funded through 100% non-recourse finance comprising 70% senior debt from HA, 20% subordinated debt arranged by CIM, and a 10% concessional loan through HAFF Round 1. Notably, this is the only HAFF1 social housing project delivered in Queensland without a State Government capital contribution. The City of Moreton Bay supported the project by waiving infrastructure charges and development application fees and allowing reduced car parking requirement, thus improving project feasibility[17].

[16] Bric Housing. "Partnership Delivering Homes for Margate".
[17] Moreton Daily. "Works Starts on New Housing".

When might this structure apply?

A turnkey structure is effective where a CHP seeks to expand its portfolio whilst minimising development risk. It suits situations where a values aligned developer has the capability and appetite to lead the full development process and deliver a completed asset that meets SAH requirements. This model is particularly suited to:

Developers with a strong mission alignment who can secure land, obtain approvals and manage construction and willing to carry development risk until completion.

CHPs seeking predictable acquisition pathways, where the turnkey model provides certainty of cost, delivery timeframe and asset quality at handover.

CHPs with limited development capability that want to grow their portfolio while maintaining a focus on tenancy management and community services.

Sites where feasibility depends on layered financing, senior debt, subordinated debt, concessional loans, and where government offsets or fee waivers can materially improve viability.

Projects requiring clear risk separation, where an SPV structure can isolate financial obligations from the CHP's core entity and support long-term asset stewardship.

This model enables CHPs to scale their portfolios efficiently, focusing on tenancy, community outcomes and long-term asset stewardship.

For the turnkey model to become replicable, several conditions would strengthen its reach:

- Standardised product typologies for SAH would reduce the design and approvals burden on developers, making it more attractive to bring SAH-ready projects to market.
- Consistent grant terms and eligibility criteria across funding programs would give developers greater confidence in forward pipelines, reducing the risk of investing in feasibility work that does not convert to funded projects, and
- A broader base of values-aligned developers with the appetite to carry development risk for social outcomes would expand the pool of partners available to CHPs seeking to grow their portfolios through this model.

Key insights

Feasibility improves when trust reduces transaction costs

High trust between CIM and Bric, combined with strong board expertise, reduced the need for external financial advisors and lowered documentation costs. The project also demonstrated that while values aligned developers do not need to generate a development profit, they must achieve at least an economic return to maintain feasibility.

Capital structures must match risk to capability

The turnkey model allowed the developer to carry development and construction risk, while Bric assumed ownership and operational responsibility only at completion. This alignment ensured that financial risk sat with the party best placed to manage it.

Relationships: Trust enables efficient delivery

Strong relationships built on trust and a track record of success position partners well for future opportunities. Structuring partnerships so that each party works to its strengths supported smooth delivery and reduced risk.

Flexibility and strategic fit support opportunity taking

With early involvement, Bric was able to collaborate on design outcomes as well as long-term building sustainability such as robust finishes that minimise tenant running costs.

Organisational capacity underpins partnership success

Bric's investment in internal finance capability was essential to working effectively with CIM and managing the SPV structure. This capacity strengthened Bric's ability to participate in more complex financing arrangements.

Learnings

Trusted partnerships support smoother delivery

The project highlighted the value of opportunity-ready partnerships built on trust. Each party focused on what it does best, with the developer leading delivery, Bric managing tenants and CIM structuring finance.

Values aligned developers do exist

A potential project proposal may be brought to you by a developer partner. Values aligned developers are rare but have key insights into the market and site availability and unique skills to assist with solutions.

Feasibility is affected by external processes and costs

Layers of bureaucracy and multiple accreditation requirements add time and cost. Utility charges are the same for SAH as for luxury developments, which places additional pressure on feasibility.

Capital structures are complex and require long lead times

Financing arrangements involving not for profit organisations are complex and can take up to two years to structure. SAH projects only work within subsidised rental schemes, and CHPs need to be third-party finance ready to participate in government funded programs.

Organisational capacity must be strengthened early

A skills based board with a strong understanding of risk is essential. Limited development experience can slow procurement.

CHPs like Bric build internal development and finance capability over time, the turnkey model may serve as a stepping stone rather than a permanent position, with growing organisational capacity creating pathways toward more active roles as commercial delivery partners of future projects.

Case studies

Case study 5

Project

Land lease - City of Moreton Bay and Coast2Bay

Type	**Land Lease**
Developer	**Coast2Bay**
Builder	**Tendering**
CHP	**Coast2Bay**
No. Apts.	**14**
Apt. Mix	**8 x 1 Bed, 4 x 2 Bed, 2 x 3 Bed (mix of platinum, gold and silver LHGL)**
Location	**Oakey Flat Road, Morayfield**
Status	**Yet to commence**
Funding	**Quick Starts**
Asset Owner	**Reverts to MBRC after 50 years**
Asset Manager	**Coast2Bay**

The project

In response to rising housing insecurity and the growing role of local government in addressing homelessness, the City of Moreton Bay (CMB) released its Housing and Homelessness Action Plan 2023-2028. Key initiatives include offering long-term land leases to CHPs for social housing and reducing or waiving infrastructure charges and fees for eligible projects[18].

As part of this strategy, CMB awarded a 50-year peppercorn land lease over council-owned land to Coast2Bay. The opportunity was created when CMB offered two land parcels to the CHP sector for SAH development. Coast2Bay was selected for the Morayfield site, proposing a four-storey building with 14 apartments and on-grade covered parking[19].

Coast2Bay drew on established internal development capability and existing relationships with design consultants to prepare a timely and well-informed response to the tender. With a long history in the region, the organisation understood local housing needs and designed an appropriate mix of apartment

types. In this project, Coast2Bay operated as CMB's commercial delivery partner responding to the opportunity, leading feasibility and design, navigating tripartite agreements between C2B, CMB and the state, managing procurement and assuming long-term stewardship responsibility. This is CHP-led development in its fullest sense and demonstrates the capacity that CHPs can bring when organisational readiness and local relationships are combined.

The project received capital funding through the Queensland Government's QuickStarts program. Tripartite agreements between Coast2Bay, CMB and the Queensland Government were required for all documentation, reflecting the shared roles and responsibilities of each partner. As a first-of-type agreement between the three parties, terms had not been previously negotiated and finalising documentation was protracted. Coast2Bay maintained project momentum and continued to invest internal resources ahead of formal contract execution, absorbing risk on the basis of organisational confidence and a shared commitment to outcomes. Coast2Bay is an experienced CHP developer, with an internal development team and has delivered multiple projects in partnership with local councils across South East Queensland.

CMB has taken deliberate steps to support the expansion of SAH within its jurisdiction. Its active participation in this project is notable within the Queensland local government context, where direct involvement in SAH delivery remains uncommon. CMB has since received inquiries from other local government authorities (LGAs), including interstate, seeking to understand its approach.

CMB limited its financial exposure to the value of the land contribution under the peppercorn lease. Coast2Bay is responsible for the maintenance and condition of the asset for the duration of the lease. The future of the asset at the end of the 50-year term will be determined by the conditions set out in the lease agreement.

[18] City of Moreton Bay, "Housing and Homelessness Action Plan 2023-2028."
[19] City of Moreton Bay. "City of Moreton Bay Gives Land to Community Housing Providers"

Case study 5 - Land lease - City of Moreton Bay and Coast2Bay

Councils have strong insight into local housing needs, enabling them to identify appropriate sites and shape project objectives.

When might this structure apply?

A land lease structure is most effective where local councils want to play a more active role in enabling SAH and have suitable land available for long-term lease. Councils can use this model to manage the tender and assessment process, while CHPs bring development capability and local service expertise. This model is particularly suited to situations where:

Councils want to encourage SAH delivery and are prepared to contribute land through a long-term peppercorn lease.

CHPs have an established regional presence and want to work closely with local government to deliver community-level housing outcomes.

CHPs have development capability and can accelerate project formation through initial investment, design expertise, established consultant relationships and a risk-measured outcomes-led approach.

Key insights

Strategic flexibility and opportunity taking

Coast2Bay was ready to lead and quickly establish the design and feasibility based on experience. Its long-standing consultant relationships enabled timely tender response. Their ability to move at pace helped convert a council-initiated opportunity into a viable project.

Organisational capacity strengthens partnership performance

A small but capable in-house development team supported procurement across a large pipeline. Local knowledge informed the product mix and ensured alignment with community needs.

Capital structures require financial readiness and clarity

Coast2Bay operates within an established development credit line and relies on government funding for most project costs.

Local government leadership can unlock opportunities

CMBs willingness to contribute land and reduce fees created an opportunity that would not otherwise have been feasible.

Long-term stewardship obligations shape feasibility

A 50-year land lease places responsibility for lifecycle costs and asset condition on the CHP, requiring robust long-term planning from the outset.

Relationships influence delivery quality

Tripartite arrangements between Coast2Bay, CMB and the Queensland Government were complex to navigate, with state and local government operating under different governance frameworks. Internal council ringfencing stalled progress at points. Coast2Bay maintained momentum by continuing to invest time and resources ahead of formal contract execution.

Learnings

Trusted relationships strengthen delivery

Strong working relationships across industry and government support smoother delivery. Councils often have limited resources, reinforcing the value of experienced CHPs as key partners.

Flexibility and innovation accelerate opportunities

Coast2Bay's responsiveness was central to progressing the project by being open, adaptive and read to lead.

Organisational capacity must match project scale

The right internal capability, including an in house development team and a skills based board is essential for managing procurement and delivery.

Councils need support to meet their obligations

Limited internal capacity can slow approvals and documentation. Clear expectations and early coordination help maintain momentum.

Feasibility requires understanding long-term costs and local context

Disparate design guidelines and misaligned legal documents between council and state agencies add time and cost.

Capital structures require clarity and financial literacy

HAFF3 functions as near commercial debt, and if targeted only at Tier 1 CHPs, should be made explicit to avoid unnecessary effort from smaller providers.

Lease-based models require clarity on end-of-term conditions

Understanding handback requirements is essential for long-term asset planning and financial sustainability.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From bespoke to scale

The five case studies demonstrate that partnership-based delivery of social and affordable housing (SAH) is working. Projects are being delivered, tenants are being housed, and the sector is building capability across a range of partnership models. However, successful individual projects do not yet represent a scalable delivery system.

Each case study relied on a unique combination of funding, relationships, organisational capability and government support. The challenge is not whether these models can deliver outcomes, but how they can become more consistent, repeatable and embedded across the sector.

To support this analysis, assesses each partnership model against four dimensions:

01
what currently makes the model bespoke

02
what is required to make it more repeatable

03
the key barriers to scaling under current conditions

04
the enablers most likely to accelerate broader adoption

Rather than ranking models or making recommendations, the assessment identifies where the greatest barriers to scale exist and where targeted policy reform, investment and capability building could have the greatest impact.

Across the five case studies, several clear patterns emerge. The turnkey model is the most readily repeatable under current conditions, particularly where grant funding is stable and housing designs are standardised. State land tenders and other government-led delivery models offer significant scale but depend on a consistent pipeline of surplus land, coordinated government processes and long-term policy commitment. Land lease models are replicable but remain constrained by varying local government priorities and limited state–local coordination. Build-to-rent has strong long-term potential but requires more consistent tax and planning settings, as well as clearer pathways for CHPs to participate as development partners.

Two common conditions underpin the ability to scale across all models. The first is organisational capability, the capacity of CHPs, developers and financiers to manage complex partnerships and deliver multiple projects efficiently. The second is system simplification, reducing transaction costs by streamlining funding programs, aligning compliance requirements and simplifying financial structures. Together, these organisational and policy settings provide the foundation for a more scalable and repeatable social and affordable housing delivery system.

Table 2

Friction to repeatability

Model	Friction rating[22]	What makes it bespoke today
Build to Rent LIV Anura / Mirvac	Moderate	Tax treatment, planning concessions and availability payment structures negotiated project-by-project; CHP role as operator not yet standardised; feasibility gap limits replication without government intervention; CHPs as developers largely untested.
State-led program Big Housing Build Vic	Moderate	Requires clear single-agency responsibility; fragmented delivery across multiple agencies adds complexity and slows decisions; program design is resource-intensive to establish; regional applicability and smaller CHP participation not always built in. The Victorian model is not directly transferrable to Queensland, which represents different challenges: a smaller metropolitan scale, a highly decentralised geography, and greater dependence on regional delivery through smaller CHPs.
State land tender Carseldine / EDQ	Moderate	Each tender custom-designed; eligibility, assessment criteria and funding conditions vary across releases; CHP readiness and consortium capability uneven; funding streams not always aligned with tender timelines.
Turnkey Bric / Margate	Low	Relatively straightforward structure, but product design, grant terms and procurement processes vary across projects and funders.
Land lease Moreton Bay / Coast2Bay	Moderate	Depends on individual council appetite and capacity; lease terms, fee waivers and legal documentation negotiated from scratch each time; fragmented intergovernmental coordination between state and local government adds time and cost; tripartite funding agreements particularly complex.

[22] Low: most replicable now, Moderate: replicable with targeted reform, High: significant barriers remain

What would make it repeatable	Key enablers (policy / capability / structure)
Consistent tax regimes and planning concessions to improve development and operational feasibility at the program level; standardised CHP operating agreements; exploration of CHP-as developer models with appropriate financial support.	Consistent federal/state tax policy; government incentives targeted at feasibility/funding gap; institutional investor confidence; CHP operational and development capacity.
Single accountable agency with clear mandate; reusable program architecture adapted to Queensland's decentralised context; explicit pathways for regional delivery and sustainable growth of smaller CHPs across a dispersed state.	Long-term political commitment; consolidated agency responsibility; program design that accommodates a range of CHP sizes and geographies, not just large metropolitan providers.
Standardised tender frameworks with consistent assessment criteria; intragovernment coordination to align funding and tender timelines; CHP consortium capacity building ahead of releases.	Sustained land release pipeline; aligned eligibility across programs; improved coordination between agencies managing land, grants and finance; CHP readiness investment.
Standardised product typologies; consistent grant terms and procurement processes; clear grant eligibility criteria; pipeline certainty for developers.	Consistent grant programs (QCHIP, HAFF); simplified compliance; standardised dwelling specifications; developer confidence in funding pipeline.
Model lease and funding agreement templates; state-level guidance framework for council land contributions rather than council-by-council policy development; improved state-local coordination mechanisms; state-based dedicated support function for councils engaging in SAH delivery.	State enabling guidance and model agreements; state-based dedicated LGA support function to reduce reliance on individual council capacity; improved alignment between state and local housing strategies; streamlined tripartite agreement processes.

Observations

The five case studies demonstrate that successful social and affordable housing (SAH) partnerships can take many forms. While structures varied, every project required the same core functions: site identification, design, planning approvals, financial structuring, construction and long-term operations. These responsibilities were shared differently across projects, but success consistently depended on partners contributing their specialist expertise at the right stage of the development process.

The case studies also highlighted the sector's adaptability, with partnership structures evolving to suit project scale, funding availability, organisational capability and local context. A common finding was that organisations with established partnerships and internal readiness were best positioned to respond quickly when opportunities emerged.

Four recurring themes underpin successful partnerships:

Observation 1

Shared value creation

Trusted relationships, aligned values and a shared commitment to long-term social outcomes were fundamental to successful partnerships. Across all case studies, these relational factors reduced transaction costs, improved decision-making and helped partners manage uncertainty and risk.

This social capital, while not reflected in financial models, was a significant contributor to project success. It enabled partners to balance commercial realities with social purpose, particularly in innovative projects where risk was higher. Long-term stewardship by CHPs remained central to achieving enduring social outcomes.

Observation 2

Strategic fit

Successful partnerships were characterised by each organisation focusing on its core strengths. Developers contributed site identification, feasibility analysis, market knowledge and delivery expertise, often well before funding programs commenced. CHPs brought deep expertise in tenant needs, community engagement, long-term asset management and regulatory compliance.

The case studies also showed CHPs increasingly participating across the full development lifecycle—as project originators, development partners, housing operators and long-term asset stewards. Strengthening capability across this spectrum will be critical if SAH delivery is to scale.

Observation 3

Partnership readiness

Organisational readiness emerged as a key success factor. Both CHPs and developers that invested early in capability, governance, funding knowledge and partnership development were better able to respond when opportunities arose.

Developing SAH projects requires significant investment in people, systems and expertise, often well before funding is secured. The case studies highlighted the importance of experienced staff, strong governance and early collaboration between CHPs and developers to reduce transaction costs and accelerate project delivery.

Observation 4

Policy stability and certainty

Stable and consistent policy settings were essential to building confidence among governments, investors, developers and CHPs. Predictable funding programs encouraged long-term investment in capability and enabled organisations to build project pipelines.

Governments also play a critical market-making role through funding programs and land release initiatives. However, inconsistent eligibility criteria, compliance requirements and funding conditions across programs increased project complexity, cost and delivery time.

The case studies suggest that greater alignment across government programs, simpler funding arrangements and reduced transaction costs would improve feasibility, broaden participation and support more scalable delivery of social and affordable housing.

Key insights and what happens next

The five case studies demonstrate that partnership-based delivery of social and affordable housing (SAH) is working. Across a diverse range of models—including build-to-rent, state-led programs, land tenders, turnkey and land lease—the same core functions were evident: site identification, planning, design, finance, construction and long-term operations. Success depended less on the model itself than on having the right partners undertaking the right roles at the right time.

Four factors consistently underpinned successful delivery:

- trusted relationships and shared values
- strategic alignment of partner capabilities
- organisational readiness to respond quickly
- stable and predictable policy settings

Together, these findings reinforce that while finance and delivery structures are essential, strong partnerships remain the foundation of successful SAH delivery.

The next challenge is scale. Every project examined relied on a unique combination of funding, relationships, organisational capability and policy support. Moving from successful individual projects to a repeatable delivery system will require reducing this reliance on bespoke conditions.

The case studies suggest a clear direction for each part of the sector:

- Community housing providers can continue building capability beyond tenancy management to include project origination, development partnerships and long-term asset stewardship.
- Developers can add greatest value through early site identification, feasibility work and long-term partnerships with CHPs before funding opportunities arise.
- Institutional investors and financiers have an increasing role to play, supported by more consistent policy settings, standardised investment structures and appropriate risk-sharing mechanisms.
- Governments can strengthen the market by maintaining stable policy settings, coordinating funding programs, releasing suitable land and simplifying the financial and administrative requirements that currently increase project cost and complexity.

The sector has demonstrated that these partnership models can deliver. The opportunity now is to make them more consistent, scalable and repeatable.

Achieving this shift—from bespoke projects to an established delivery system—will be critical to meeting Queensland's long-term social and affordable housing ambitions.

Glossary

Term	Abbreviation	Description
Affordable Housing	AH	Market based rent. Secure rental housing available for low to moderate income households capped at 74.9 per cent of market rates.
Availability Payment	AP	Rental subsidy paid by government. Gap between affordable and market rent. Generally 25.1 per cent of market rent.
Build to Rent	BTR	Intentionally constructed apartment developments arranged around long-term rental instead of individual ownership.
Community Housing	CH	Community housing is social and affordable housing delivered by Community Housing Providers, offering secure, professionally managed homes for people on low incomes or experiencing housing stress. These not-for-profit providers reinvest revenue into housing supply, maintenance, and tenant support.
Community Housing Provider	CHP	Not for profit organisations managing housing and support services for low to moderate rental income individuals and households.
Development Approval	DA	Town planning consent for individual developments issued by local government authorities.
Ground Lease Model	GLM	Ground lease model utilised by the Victorian Government in the Big Housing Build Victoria.
Housing Australia	HA	Australian Federal Government's independent housing agency which supports the delivery of programs to improve the supply of SAH as well as home ownership.
Housing Australia Future Fund	HAFF	The Federal Government's dedicated investment vehicle to support the development and realisation of SAH as well as other acute housing needs.
Land Lease	LL	Long-term lease of land parcel by often governments to second party of specific purposes. Can also be referred to as ground lease.
Memorandum of Understanding	MOU	A formal, usually non-binding written agreement between two or more parties that outlines shared goals, roles, and a common line of action.
National Housing Accord	NHA	A Federal government initiative bringing together all levels of government as well as investors and construction sector to facilitate supply of affordable housing. The target is to build 1.2 million new homes by 2029.[23]
QuickStarts	QuickStarts	"a whole-of-State, capital investment program to accelerate the acquisition, construction, and redevelopment of new social homes, including State-led delivery and delivery in partnership with registered community housing providers and local councils, including Aboriginal and Torres Strait Islander Councils. The program will support 3,265 social housing home commencements by 30 June 2025."(Qld. Govt Social Housing Accelerator Payment).
Social Housing	SH	Income based rent. Long-term, secure rental housing, managed by governments or housing agencies, available for low-income individuals, at up to maximum of 25-30 per cent of incomes.

[23] Australian Government "Delivering the national Housing Accord"

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