PARLIAMENTARY INQUIRY SOCIAL, PUBLIC AND AFFORDABLE HOUSING MAY 2014 QUESTIONS ON NOTICE(QON)

QON 1:

How many Aboriginal people are on the waiting list?

QON 1 RESPONSE:

As at 31 May 2014, there were 5,255 applicants on the NSW Housing Register who identify as Aboriginal. This does not include Aboriginal applicants held on Aboriginal Community Housing Providers' waiting lists, as these lists are managed by the individual providers.

QON 2:

It was suggested that it may be an option to have an automatic update of address between Housing NSW and Centrelink. Mechanisms that are used to update the electoral roll have also been cited to the committee as being worthwhile as well. Any additional information you may have which would help our deliberation would be appreciated.

QON 2 RESPONSE:

The automatic update of address between Housing and Centrelink is not currently possible as Centrelink does not offer such a service outside a current trial they are conducting in Victoria. Discussions will be held with Centrelink following the trial to encourage them to consider the extension of this service.

QON 3:

How many additional units of housing will be funded over the forward estimates in Airds-Bradbury, Claymore, Minto & Rosemeadow?

How many units of housing will be demolished over the forward estimates in Airds-Bradbury, Claymore, Minto & Rosemeadow?

How many units of housing will be sold over the forward estimates in Airds-Bradbury, Claymore, Minto & Rosemeadow?

QON 3 RESPONSE:

The detail of the of the 2014/15 program is under preparation including information about Airds-Bradbury, Claymore, Minto and Rosemeadow.

QON 4:

Give us the current proposal on Millers Point, whether it is more than a press release or whatever.

QON 4 RESPONSE:

On 19 March 2014, the then Minister for Family and Community Services announced that 293 properties in Millers Point, Gloucester Street and the Sirius building in the Rocks were to be sold.

The reasons for this decision were the high cost of maintenance, the investment required to improve them to an acceptable standard, the high cost of subsidising these social housing tenancies and high potential sales values.

By today's standards much of the Millers Point portfolio is poorly suited for social housing. A great many of the properties are heritage listed and the ability to modify them to meet modern requirements is constrained. It is estimated that approximately \$90 - \$100 million is required to restore and maintain the heritage fabric of the entire Millers point portfolio in the short term. They are also significantly more expensive to maintain than other social housing. Approximately \$7 million was spent on repairs and planned maintenance in the last 2 years at Millers Point and Sirius Building.

The NSW Government is committed to delivering appropriate social housing for people in need and the 57,000 households currently on the waiting list. All proceeds from the sales will be reinvested in the social housing system.

A specialist relocations team is working with each tenant individually to determine their needs. The relocations team will continue to work with each tenant throughout their relocation to ensure they are provided accommodation suited to their requirements and that they are satisfactorily re-established within their new community.

Every tenant will be offered reasonable alternative accommodation and all reasonable costs of moving, including reconnecting utilities, will be covered.

The Government's response to the Social Impact Assessment is available at http://www.facs.nsw.gov.au/ data/assets/file/0006/295593/Millers Point Government Response to SIA.pdf

QON 5:

- A) If you could take on notice that you should ask Government Property to give you a report on the sales program for Millers Point, which you can then give to this Committee.
- B) The committee sought clarification on the proportion of proceeds that would be used for:

- a) maintenance and
- b) new builds.

QON 5 RESPONSE:

- A) No report on Millers Point sales is available as these are yet to occur.
- B) The proceeds from the sale of Millers Point properties will be reinvested in the social housing system.

QON 6:

Table documents relating to re-investment of proceeds from Millers Point sales, with reference to whether a greater number of people will be assisted.

QON 6 RESPONSE:

Refer to QoNs 4 and 5.

QON 7:

For the past 15 years, how many properties have been sold each year, how many new ones have been produced and what is the amount of extra dollars that governments at various times have put into new housing?

QON 7 RESPONSE:

Refer to the Auditor General's Performance Report 'Making the best use of Public Housing' - (Page 12-Exhibit 1)

QON 8:

Can you table the documents that you spoke about earlier to Ms Barham on the transformation of the old Gordon Estate? We want to know the process and an evaluation of what happened to those residents, how they were moved out and what was done, to revisit the process.

QON 8 RESPONSE:

Dubbo Transformation Strategy – Financial Review Business Intelligence (April 2010) is attached.

QON 9:

I am happy to supply you with more information about how we are going to do maintenance in the future. It addresses the process issues, the double and triple handling in the system, and it places a much stronger emphasis on contract and performance management.

QON 9 RESPONSE:

The Department of Family and Community Services is establishing a new public housing maintenance contract to replace the current contract when it expires in 2015. The objective of the new contract is to more effectively manage the NSW Government's public housing portfolio and to improve maintenance services to tenants. The new contract model will focus on value for money and improved contractor accountability and performance.

Once the tender process is finalised, the contract will be published in the NSW Land and Housing Corporation Contract Register at: https://tenders.nsw.gov.au after the tender is awarded.

QON 10:

Table the results of the telephone Questionnaire undertaken, where 25 per cent of tenants who ordered urgent maintenance were asked whether the work that should have been done was done, whether the contractor arrived within the time that they should have arrived and whether the contractor was polite and courteous

QON 10 RESPONSE:

The table below represents the result of tenant responses to the telephone survey. 14,575 work orders were surveyed for the work period between 30/6/13 and 13/6/2014.

Survey	Yes	No
Did Contractor attend to fix the repair by completion date?	85%	15%
Was the Contractor courteous/polite?	85%	15%
Was the repair fixed? *	75%	25%

^{*} Note: Not all repairs are fixed on the first visit. The first priority is to make an item safe until contractors attend to complete works.

QON 11:

Will you be able to table the new maintenance tender documents and also the proposed contract?

QON 11 RESPONSE:

The Department can not release tender documents due to their commercial sensitivity. However once the tender process is finalised, the contract will be published in the NSW Land and Housing Corporation Contract Register at: https://tenders.nsw.gov.au after the tender is awarded.

QON 12:

Have you done any economic modelling to at least provide a case to demonstrate to the public that the properties that you are putting on the market are going to provide additional properties?

QON 12 RESPONSE:

The Millers Point sales program is yet to be implemented. Proceeds from the sales program will be reinvested in the social housing system.

QON 13:

Will you be able to table any documents associated with the division of the proceeds of the sale of Millers Point between FACS and the Sydney Harbour Foreshore Authority (land owners).

QON 13 RESPONSE:

This matter will be determined once the Sirius building is sold.

QON 14:

Provide some information regarding proceeds of previous sales in Millers Point.

QON 14 RESPONSE:

To date there have been 29 residential properties sold under a 99 year lease sales program that realised approximately \$38 million in gross income.

QON 15:

It might help the Committee if you could give us, say for the last 10 years, the actual expenditure on maintenance in Millers Point and Sirius so we can actually see the sort of dollars we are replacing here?

QON 15 RESPONSE:

Approximately \$7 million was spent on repairs and planned maintenance in the last 2 years at Millers Point and Sirius Building.

It is estimated that approximately \$90 - \$100 million is required to restore and maintain the heritage fabric of the entire Millers point portfolio in the short term.

Data for previous years are unreliable because of some re-categorisation of expenditure between capital and maintenance and changes to internal data sources.

QON 16:

Will you be able to table that property assessment information?

QON 16 RESPONSE:

The property assessment information will be compiled once all property surveys are completed.

QON 17:

Regarding the Vacant Bedroom Charge – Will you please take on notice the exact number of vacant bedroom that have been identified, how many people have been written to, how many have elected to pay and how many have been assisted with moving expenses and so on?

QON 17 RESPONSE:

Approximately 1500 people have been approached to relocate due to under-occupancy. In addition, approximately 260 people have approached FACS about moving due to under-occupancy. Since the policy announcement. 882 of the 1503 people who have been approached have elected to pay the Vacant Bedroom Charge. Another 149 of these people may have the Vacant Bedroom Charge applied shortly, unless they change their mind about relocating.

217 people who were under-occupied have relocated since the policy changed. The number of people who have been provided with removals assistance is not information which is held centrally.

QON 18:

The Committee heard evidence earlier today about inconsistency in the vacant bedroom issue and that one office at Gosford, for example, had not paid for removal expenses but there was only one tenant. Would you have a look at that evidence and address that as well.

QON 18 RESPONSE:

Under its Changing a Tenancy Policy, FACS will provide practical assistance to relocating public housing tenants where it is appropriate and necessary for helping the tenant and their household to relocate.

FACS will assess each tenant's situation on a case-by-case basis and make a decision based on the individual circumstances of the tenant.

QON 19:

You mentioned there were 45 houses burnt in the old Gordon Estate; how many houses have been burnt out in the Apollo Estate?

QON 19 RESPONSE:

Since 2010, two properties on the Apollo Estate were subject to severe fire damage, both of which have since been demolished.

QON 20:

On Apollo Estate, why, and for what is the length of time are houses boarded up? Can you table that information?

QON 20 RESPONSE:

The NSW Land and Housing Corporation secures its properties when they become vacant to minimise the risk of unauthorised entry and property damage. The length of time properties are boarded up varies, depending on whether properties are being prepared for sale or re-letting, dependent upon the extent of repairs required. The target for repairing houses for re-letting is 28 days.

QON 21:

Can you make available a copy of the template that you are using for the property assessments under your 12 month review?

QON 21 RESPONSE:

The property assessment tool used to undertake these assessments is an Information Technology platform (rather than a printed template). Property surveys utilising this tool comprise a range of elements including condition of flooring, roofing, walls, ceiling, kitchen cabinetry, windows, fencing, doorways, handrails, posts, services present, i.e. electric/gas. Please see attached for extracts from the tool.

QON 22:

A September 2013 7.30 Report revealed that in 33 per cent of cases Housing NSW does not abide by orders of the Consumer, Trader and Tenancy Tribunal. This is a huge issue. I was at a housing meeting a couple of weeks ago and people said the same thing. People are going to the tribunal and orders are being made with regard to maintenance and so on but the work is not being done. I know that when the director general was questioned on the 7.30 Report he said that it was a concern. I am paraphrasing. Can you look into that?

QON 22 RESPONSE:

FACS is not aware of the basis for the suggestion that a large proportion of orders are not complied with.

Procedures to manage NCAT maintenance and repairs orders were amended and training delivered in the 2012-13 financial year. Further work is under way to set consistent practises through standardised processes and procedures.

Name (uk)	Location (uk)
Condition-Floor Finish	Balcony/Verandah
Condition-Floor Finish	Bathroom
Condition-Overall	Bathroom
Condition-Walls Ceilings	Bathroom
Condition-Windows	Bathroom
Condition-Floor Finish	Bedroom-1
Condition-Walls Ceilings	Bedroom-1
Condition-Windows	Bedroom-1
Condition-Floor Finish	Bedroom-2
Condition-Walls Ceilings	Bedraom-2
Condition-Windows	Bedroom-2
Condition-Floor Finish	Bedroom-3
Condition-Walls Ceilings	Bedroom-3
Condition-Windows	Bedroom-3
Condition-Roof	Car Accommodation
Condition-Walls Ceilings	Car Accommodation
Condition-Windows	Car Accommodation
Condition-Floor Finish	Dining/Meals
Condition-Walls Ceilings	Dining/Meals
Condition-Windows	Dining/Meals
Condition-Floor Finish	Ensuite
Condition-Overall	Ensuite -
Condition-Walls Ceilings	Ensuite
Condition-Windows	Ensuite
Condition-Floor Finish	Entry Hall
Condition-Walls Ceilings	Entry Hall
Condition-Windows	Entry Hall
Condition-Fence FNT	External
Condition-Fence LHS	External
Condition-FenceBCK	External
Condition-FenceRHS	External
Condition-External Painting	External
Condition-External Wall BCK	External
Condition-External Wall FNT	External
Condition-External Wall LHS	External

Location name to be changed from Entry Hall/Foyer to Entry Hall - AF Location name to be changed from Entry Hall/Foyer to Entry Hall - AF Location name to be changed from Entry Hall/Foyer to Entry Hall - AF Deleted condition all fencing added LHS, RHS, FNT, BCK - AF Deleted condition all fencing added LHS, RHS, FNT, BCK - AF Deleted condition all fencing added LHS, RHS, FNT, BCK - AF Deleted condition all fencing added LHS, RHS, FNT, BCK - AF

Raised By

Action

Raised By	PQS Category 2 Code		Statement	Answer Definition Sort Order	
		001 General	Construction Type	=0:Concrete Slab=1:Timber conventional=1:Concrete suspended=	-
		001 General	Dwelling era	~D:na=1:2000x=1:1990x=1:1980x=1:1970x=1:1950x=1:10	1 0
		001 General	Property type	-=0:na=1:Cottage=1: Townhouse=1:Villa=1:Terrace=1:	4 6
		001 General	Property sub-type	-=0:na=1.5ingle=1:Pair=1:Row=1:Cluster=1:	, 4
		001 General	Property Improvement	0;na=1;3afe=1;Unsafe=1;	-
		002 Internal	Bedroom Count	-0.013 = 1.1 = 1.2 = 1.3 = 1.4 = 1.5 = 1.6 = 1.7 = 1.8 = 1.9 = 1.10 = 1.11 = 1.12 = 1.1	, –
		002 Internal	Internal Steps Count	-=0;na=1;1=1;2=1;3=1;4=1;5=1;6=1;7=1;8=1;9=1:10=1:11=1:12=1;	1 ~
		002 Internal	High Ceilings Equal to or Greater Than 2.7m	-=0;na=1;Yes=1;No=1;	· m
•		002 Internal	Count of levels within dwelling	-=0;na=1;1=1;2=1;3=1;4=1;5=1;6=1;7=1:8=1:9=1;10=1;	4
		002 Internal	Property has bathtub	0;na=1;Yes=1;No=1;	· w
		002 Internal	Shower Over Bath	-=0:na=1:Yes=1:No=1:	,
		002 Internal	Property has a single flush toilet	-=0;na=1;Ycs=1;No=1;	. 00
		002 Internal	Age of celling insulation	-=0,na=1;less than 5 years=1;between 6 and 15 years=1;over 15 ye	ď
		003 Internal Property Modification	Is section applicable to this survey?	~=0;na=1;Yes=1;	٠.
		003 Internal Property Modification	Dialysis machine plumbing installed	-=0;na=1;Yes=1;No=1;	. 4
		003 Internal Property Modification	Domestic Chairlift Installed	-=0;na=1;Yes=1;No=1;	~
		003 Internal Property Modification	Grab-Rails Installed	-=0;na≈1;Yes=1;No=1;	~
		003 Internal Property Modification	Hobless Shower installed	-=0;na=1;Yes=1;No=1;	4
		003 Internal Property Modification	Internal doorways widened for wheelchair	0;na=1;Yes=1;No=1;	L.
		003 Internal Property Modification	Kitchen Cup modified for wheelchair	-=0;na=1;Yes=1;No=1;	9
		003 Internal Property Modification	Wheel Chair accessible	-=0;na=1;Yes=1;No=1;	~
		003 Internal Property Modification	QTR Taps installed	-=0;na=1;Yes=1;No=1;	ø
		003 Internal Property Modification	Thermal mixing valve Installed	-=0;na=1;Yes=1;No=1;	Φ
		004 Smoke Alarm Type	Hush Button	-=0;na=1;Yes=1;No=1;	-
		004 Smoke Alarm Type	lonised	-=0;na=1;Yes=1;No=1;	~
		004 Smoke Alarm Type	Photoelectric	~=0;na=1;Yes=1;No=1;	m
		004 Smoke Alarm Type	Strobe	-=0;na=1;Yes=1;No=1;	4
		004 Smoke Alarm Type	Unable to Determine	-=0;na=1;Yes=1;No=1;	ŝ
		005 Kitchen Cupboards	Kitchen Age	-=0;na=1,<1=1;1-5=1;6-10=1;11-15=1;16-20=1;21-30=1;31-40=1;x	0

	format	NME,UNT,QTY;UD1,CMT;	NME,UNT;FORIUD1;CMT;	NME;UNT;FOR;UD1;CMT;	NME;UNT;FOR;UD1;CMT;	MME, UNT, QTY, UD1, CMT,	NME;UNT;FOR:UD1;CMT;	NIME; UNT, FOR; UD1; CMT;	NME;UNT;QTY;UD1;CMT;	NME;UNT;FOR;UD1;CMT;	NME,UNT;QTY;UD1;QMT;	NME;UNI;QIY;UD1;GMT;	NME;UNI;QIY;UU1;GMT;	NME, ONT, QTY; UD1; GMT;	NME, UNT, QTY, UD1, CM1;	NME,UNT;FOR;U01;CMT;	NME,UNT,FOR:UD1;CMT;	NME, UNT, QTY, UD1, CM1,	NME,UNT,QTY,UD1,CMT;	NIME, UNT; FOR, UD1; CM1;	NME;UNT;QTY;UD1;CMT;	NME;UNT;QTY;UD1;CMT;	MME;UNI;QTY;UDI;CMT;	NME;UNT;FOR;UD1;CMT;	NME:UNT:FOR:UD1:CMT:	NMEUNT OF UDICATE	TWO-TONI-BOB-TIME	NAME AINT SORTION COAT.	100 (100 (100 to 100 to	MARKETON CONTRACTORY
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Purpose of this report

This report highlights the issues tackled and problems solved by the successful implementation of the New South Wales Government's Dubbo Transformation Strategy.

It examines how an initially controversial decision to relocate tenants and perform a staged sale of public housing in the city's Gordon Estate, engendered community support and has since reinvigorated an area previously described as "one of the state's great rural crime incubators." (Ref: Sydney Morning Herald 29/1/2003 page 4)

As the initiative approaches its completion date in June 2011, the benefits for both the wider Dubbo community and former estate residents can now be highlighted, as an indication of the potential rewards of well executed whole of government strategy.

Methodology

Research was conducted by Financial Review Business Intelligence (part of The Financial Review Group) on behalf of Housing NSW.

- Financial Review Business Intelligence visited Dubbo in February 2010.
- Interviews were conducted with Housing NSW staff at local, regional and state level and with other agencies.
- Analysis of existing data and research was conducted.
- Independent data sources are noted.

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Vandalised properties in Gordon Estate before implementation of Trasformation Strategy

Executive Summary

The West Dubbo public housing area (known widely as the Gordon Estate) originally contained over 300 properties and housed approximately 1,300 people. The area had the highest proportion of persons below the age of 14 of any public housing area in NSW, the greatest proportion of low-income earners and had been a concentration of social disadvantage for many years.

In 2006, then NSW Minister for Housing, Cherie Burton announced an ambitious plan to tackle the problem of high levels of crime, vandalism and anti-social behaviour in West Dubbo, by moving all public housing residents out of the Gordon Estate.

The situation had become untenable for both the residents of the estate, and for the wider Dubbo community, and the decision was taken after numerous preceding initiatives to break the cycle of high levels of crime had yielded insufficient results.

Housing NSW exited from the estate beginning in 2006, and the project is approaching completion in 2011.

The properties vacated during the public housing relocation have been gradually sold, and when the properties were unsuitable for sale, they have been demolished, with the vacant blocks placed on the market. As at April 2010, 124 properties and 31 blocks of land have been sold, and Housing NSW is continuing to implement the strategy.

An owner-occupation covenant was put in place, which ensured the estate could not fall victim to poorly maintained private rental properties following their sale. In addition, moderate prices for the properties being sold provided buyers, particularly first home buyers, with new and affordable opportunities to own their own home.

Housing NSW staff undertook a project of greater magnitude than any previous. It involved the task of relocating over 200 households (the majority of which remained in Dubbo).

During the course of the initiative, Housing NSW developed improved techniques for information collection in tenant households, in order to improve the quality of service provided.

They developed and successfully implemented strategies to diffuse community concern about the dispersion of public housing throughout the community. This was achieved through a carefully planned approaches to building and acquiring properties, and a comprehensive education program, which provided relocated tenants with the skills needed to integrate in their new neighbourhoods. Communication to the wider community kept all interested parties informed.

By employing a wide range of strategies (many of which were developed during this project), communicating and working with Dubbo's community, local Council, NSW police, Department of Education & Training, NSW Juvenile Justice, NSW Department of Health, Community Services and others, a positive outcome has been achieved for the Dubbo community.

Across a number of metrics, positive outcomes are clear.

- 1. Crime rates for offences historically linked to the presence of the Gordon Estate (such as vehicle theft and break-and-enter) have reduced markedly across Dubbo (both in absolute numbers and relative to the rest of NSW).
- 2. Housing NSW tenants report significant improvements in issues that impacted them, their families and the community; these include reported declines in drug use, crime, vandalism and graffiti.
- 3. Housing NSW has addressed issues of low occupancy rates and high turnover of tenants now that they have exited Gordon Estate. Further, real savings will be achieved in the long term with a reduction in maintenance costs for public housing properties in Dubbo.
- 4. Former Housing NSW properties have become new homes, often for first home owners in Dubbo.

While the situation in other areas will not mirror that of the Gordon Estate, Housing NSW demonstrated the ability to make strong decisions and implement much needed radical policy, as needs arose. The skills and learnings from this particular project can be utilised elsewhere, should the need be identified.

The strategy to transform Dubbo received the President's Award in the 2008 Urban Design Institute of Australia NSW Awards for Excellence competition and was cited by Judges as being a great example of the Government providing... "courageous and innovative leadership addressing problems and perceptions in a notorious public housing estate."

Local MP, Dawn Fardell says "Another positive was the change to social housing itself. In Dubbo we have witnessed a greater investment in housing that respects the circumstances of the tenant. Elderly people, in particular, have benefited from housing that is both dignified and practical.

As for the estate, its transformation continues. Many families who never imagined they would own their own home have benefited from affordable properties coming onto the market.

For those tenants who have relocated in the city and those who have bought their first home the future is more secure."



Relocated tenant in a new home

Introduction

When Minister for Housing, Cherie Burton, announced the plan to redevelop the Gordon Estate, on the west bank of the Macquarie River in Dubbo in May 2006, it marked the beginning of positive changes for a community that had deteriorated to an extreme level of crime, poverty and anti-social behaviour.

Described in the press as a place where residents – predominantly indigenous Australians – died young and depressed, among burnt out cars, broken glass, boarded up houses and the vacant lots of burnt down homes, it had become clear that major change was needed. Alongside the problems of the estate inhabitants, those in the rest of Dubbo had grown to view the area as a no-go zone that provided a safe haven for people involved in crimes committed across the city.

Riots in the estate on New Year's Day 2006 served to highlight the need for a new approach to tackling antisocial behaviour. Neither Gordon residents nor those in neighbouring areas were being sufficiently served by the numerous initiatives that had been attempted in the preceding years.

Prior initiatives included the creation of the Gordon Community Centre, where community workers and police Aboriginal liaison officers sought to provide younger residents with activities to help them learn and keep out of trouble. Housing NSW had also sought to work with Aboriginal Elders in the process of allocating housing and had formed a partnership with the Aboriginal Employment Service and the Aboriginal Community Working Party. Initiatives between Housing NSW and the NSW Police included a zero tolerance approach to anti-social behaviour, increased night patrols on the estate and concerted investigations into drug dealing and trafficking in the area.

However problems persisted, and a more definitive solution was formulated. At the time of the announcement Minister Burton said nothing could get worse than the situation that already existed on the Gordon Estate.

"We've tried everything we possibly can. The Government has put many, many resources into the Gordon Estate. The difficulties that we have there is we have warring families that don't get on; the Estate itself is broken, and we've tried every avenue and the only avenue left to me was to make the decision that we made, and that was to relocate the tenants and to close down the Estate," she told the ABC in 2006.

Housing NSW would exit from the estate over a period of four to five years with existing public housing properties to be sold or redeveloped, particularly aimed at first home buyers. Public housing tenants were to be relocated elsewhere in Dubbo.

This strategy aimed to improve tenant outcomes by reducing exposure to and the incidence of high levels of crime, vandalism and anti social behaviour.

The estimated cost of the Dubbo Strategy is \$52 million. Of this, between \$17 million and \$26 million will be funded by the sale of properties – the remainder being funded from the existing Housing NSW funds. The proceeds of the sales of properties are being reinvested back into the social housing system in Dubbo.

It is only when looking at the tangible benefits already in evidence from the relocation that the long-term value of the investment can begin to be assessed. A dramatic reduction in crime and antisocial metrics deliver clear improvements in the quality of life for Dubbo's residents.

Background

The West Dubbo Gordon Estate, now renamed Rosewood Grove, located on the western outskirts of Dubbo city, formerly consisted of over 300 houses and a large number of unauthorised permanent and transient persons. Crime and social disorder was a longstanding issue in both the Gordon Estate and across all of Dubbo. Turnover of housing in the estate was in the order of 30% per annum.

The Building Stronger Communities Strategy was formally launched in January 2007 and this initiative is being implemented in seven priority locations across NSW, including Dubbo, where it builds on existing community renewal efforts. Under the strategy, West Dubbo Gordon Estate public housing tenants were to be relocated to more appropriate housing over a three to five year timeframe to renew the area.

The Dubbo Transformation Strategy, which is a whole of government approach, responded to community concerns over ongoing law and order problems, and support for the strategy continues to promote a government and community partnership approach to improving outcomes for all Dubbo residents.

This strategy is guided by the Dubbo 2020 Vision Plan published by Dubbo City Council which details the actions and performance indicators that need to be undertaken by government, community, the Aboriginal Community Working Party and the business community over the next 20 years.

Housing NSW contributes approximately \$7 million annually to the Dubbo economy through the provision of housing and housing related services. The redevelopment of the West Dubbo public housing area continues to provide jobs to the local community, revitalise West Dubbo and ultimately increase the value of all properties in the area.



New tenants maintain houses and gardens

Execution of the project – making change happen

People

Changes on the scale of the Dubbo regeneration are never accomplished easily and without debate or some level of resistance. It is a testament to the skills of the Housing NSW workers on the ground, that the initial community shock following the Minister's announcement, eventuated into a widespread appreciation of the role played by Housing NSW staff.

Following the announcement, concerned tenants besieged Housing NSW. While many welcomed the opportunity to move, others had lived on the estate for thirty years or more and had raised their families there. Whatever the problems of the estate, they considered it 'home' and were vocal in their opposition to moving.

Staff members of Dubbo Housing NSW found out about the relocation at the same time as the residents. Following the announcement, the project officers walked the streets of West Dubbo to hand deliver letters to the public and private residents of the estate. Every individual household wanted to know what was going to happen to them, and many feared the reactions of future neighbours following a move. Similarly, the publicity generated by the policy raised concerns throughout the region that problem residents would simply be shared around the rest of Dubbo.

Commonly known as the "NIMBY" factor (not in my backyard) some Dubbo residents expressed concerns about the potential for rising crime levels following the changes.

In order to quell fears and provide much needed information about the practicalities and long term implications of the transformation strategy, Housing NSW organised a range of communication initiatives, designed to ensure that tenants and the wider community were well informed and had access to the people who were going to implement the strategy.

This included newsletters, radio and television interviews featuring the Minister for Housing and Housing NSW staff, community barbecues and weekly meetings at the Gordon Centre on the estate for tenants.

Senior project officers have conceded that tensions ran high at the community events, and the behaviour of some at the BBQs was very volatile.

"We had to work with residents not to scare them, as a lot of West Dubbo residents were actually fearful about leaving the estate," one project officer said.

"They saw the media stories and felt everyone assumed they were all criminals. They feared an unwelcoming reception."



Artist impression of redevelopment

Housing NSW also agreed a Memorandum of Understanding with the Dubbo Aboriginal Community Working Party – which laid out methods and commitments about sharing of information and working through issues to improve outcomes.

Recognising they were dealing with hundreds of families with individual circumstances, Housing NSW staff set about collecting detailed information on every household in the estate.

After the initial public communication phase was a process of individual case management in which every public housing family in the Gordon Estate was contacted individually by Housing NSW project officers. Apart from the scale of the project, there was an extra dimension to the usual interview process for incoming tenants – the need to ensure that real change was achieved as a result of the relocation process. Housing NSW staff developed a more detailed interview and data collection process to understand every facet of the household, with a view to ensuring that every relocation contributed to the success of the project.

Each household was surveyed to verify the number of occupants, determine the links and ties that each household had to other families in the estate, the community and to services. The information gleaned was then used to inform the decision about the future location of their homes.

Examples of information used to determine new home location included:

- Where did the children go to school?
- What health issues existed in the household? Housing NSW considered the resident's need
 to be able to attend regular appointments, or access health and support services in hospitals,
 outpatient or other locations. The location of suitable general practitioners, who fully understood
 any disability requirements of tenants was also recorded.
- What relationships tenants had with other agencies (and how could the required notifications of changes be made)?
- Developing an understanding of familial and other relationships with other households on the estate. It was intended that the relocation should support positive relationships and reduce negative ones.

As one case worker observed: "You couldn't, for instance, put a family in a street where another resident might have an AVO out against one of them.".

The information collected by Housing NSW had to be communicated to other agencies because of the impact of moving residents on other government provided services. It was becoming clear that cooperation across departmental lines would be needed for the transformation to succeed.

An obvious example was the coordination required to change a child's school with minimal disruption. Any government agency which had operations impacted by changes of population within distinct geographical catchments was affected. Attendance rates of Dubbo Public school and Dubbo College Delroy Campus (in South West Dubbo) had higher enrolments in 2007 than in 2004 and 2008, West Dubbo Public School reported one of the largest kindergarten enrolments in Dubbo.

This project also revealed unmet accommodation needs, which needed to be assessed and resolved. A significant problem had arisen in the Gordon Estate with over-occupied properties, where additional occupants not on the household lease resided in the same household as the official leaseholder.

These cases were documented and addressed through existing processes. Tenancy agreements were reviewed and the case for inclusion of visitors on existing or new leases was assessed, leading to these unpaying occupants contributing rent to Housing NSW.

The ultimate objective was to select the most appropriate type of housing in the best possible location to meet both the family and wider community needs. Sustainable lives needed to be possible in new locations as Housing NSW aimed to ensure problems were solved rather than simply relocated.

Given the initial levels of hostility, the findings of an independent survey of Gordon Estate residents, conducted by Argyle Research in 2008 provide strong endorsement of the management of the strategy.

It found 98 per cent of former Gordon Estate residents were happy or "ok" with their relationship with Housing NSW staff. Ninety two per cent felt the same about the level of help and assistance with their move.

Importantly 83 per cent felt well informed and 81 per cent felt Housing NSW staff had listened to what they wanted and needed.

Infrastructure - making progress

The relocation of a large number of households within a short period of time, allied with the detailed information about the living requirements of those being relocated put huge pressure on Housing NSW resources in Dubbo.

During the relocation process, Housing NSW dealt with rumours from other regional centres and some areas of metropolitan Sydney, that Housing NSW was relocating tenants from the Gordon Estate to their region. While a very small proportion of tenants took the opportunity to move away from Dubbo, the vast majority wanted to stay in the area and there was insufficient stock of Housing NSW properties in Dubbo.

The task was more complex than simply acquiring additional properties. Along with the detailed data collected on the tenants in the estate, Housing NSW undertook an audit of all its properties in Dubbo, to ensure that the planned changes made best use of all properties in its portfolio for all tenants. It had to meet the needs of all relocated tenants, and also the project offered the opportunity to assess the requirements of other Housing NSW tenants in Dubbo. Housing NSW built 47 new seniors living units and 65 new one and two bedroom units across Dubbo.

Even though many in the broader community agreed with the project in principle, they still had concerns about having public housing tenants in their street. This was matched with tenant concern that they would be rejected by residents of other parts of Dubbo and become pariahs once relocated.

It was quickly realised that if the Gordon estate residents could move into their new houses, without standing out like a sore thumb, it would reduce the potential for the NIMBY problem to gain traction.

A shift away from uniform features for public housing was an important step towards reducing the risk of a "them and us" attitude.

Previously in Dubbo, public housing had very often displayed certain features that signalled to the rest of the street that the house was government owned.

Features such as pool fencing for front boundary fences/gates had become synonymous with Gordon Estate, so were not used. This addressed the concerns of existing residents that it would be "obvious" that there was public housing in the street, and at the same time, fears of tenants about standing out.

It was in making the new homes attractive to both new residents and the wider communities that the work of the Housing NSW became both creative and innovative. In a style to make any real estate agent proud, they held an open house, with a furnished display home.

Local MP Dawn Fardell attended a morning tea for visiting prospective residents.

"We were a little bit strategic coping with resistance," a senior project officer said,

"We bought furniture from Fantastic Furniture and decked out a house like a display home ... we wanted people to see that these were different to the housing they had become accustomed to, so the attitude would be, how could you NOT want to live there?"

Some of the residents began to believe in the project and made the move. The ice had melted and positive feedback started pouring back to the residents in Gordon Estate homes. The message was that life was good and the new housing was significantly better.

Others quickly became suitably emboldened to follow. In fact the complaints received by Housing NSW staff often came from those who wanted to relocate even more quickly than Housing NSW could manage.

Housing NSW has worked with the community and Dubbo City Council to renew other areas of West Dubbo. It includes new roads to open up the northern area of the former estate, together with building of traffic calming devices and planting of vegetation for increased amenity during summer.

Financing

Taxpayers needed to be convinced that the finances of the dealings were fair and equitable, and the purchase price of houses was determined by acquisition guidelines for property price established during the project.

No more than 5% less or more than the median house price for a property with the same number of bedrooms in Dubbo was paid. This reassured the community that Housing NSW was making appropriate investments, also that Housing NSW had limited future maintenance liabilities and that tenants would be in a house that would be no different from the norm.

Where new houses were built rather than purchased, Housing NSW used a range of designs, reflecting current trends for housing styles. It constructed housing designed to fit with the existing environment.

In visiting Dubbo and reviewing the changes in practices for public housing that have come with the relocation of tenants, it is all but impossible to guess which house is privately or government owned.

Housing NSW avoided purchasing houses with complex gardens, which, while attractive in the first instance, would not be easy for tenants to maintain in the long term. Simpler gardens, lawn and shade giving trees were considered easier to maintain to a higher standard by tenants.

Path to success

By the end of the first year, signs were emerging that the Dubbo Transformation was becoming as success. Residents were demonstrating pride in their new homes and relocated people began to secure new jobs, which would have been all but impossible previously. Housing NSW staff worked to ensure long-term success with assimilation of the new arrivals into new communities.

The relocated residents received information about issues which might not necessarily have been important on the estate (e.g. about property maintenance and the pride new neighbours might have in gardens and street appearance) – and would help them understand the new communities they were moving to.

Houses had to be kept to a standard that reassured neighbouring residents that the value of their house would not be eroded by being next to a poorly maintained property. No amount of effort in the Gordon estate had prevented declining property standards and increased maintenance costs. Housing NSW was determined to ensure this situation did not reoccur. Ensuring use of lawnmowers, attention to rubbish removal, and sensitivity to noise levels, all contributed to a gradual building of wider community acceptance.

Concurrently, NSW Police in Dubbo had kicked off a new 'get smart' program targeting truancy. The scheme sought to understand why children were not attending school to address the cause of the problem. The program looked at the different issues causing individual children to miss school and sought to address the cause of problems. NSW Police in Dubbo also used sports as a tool to get young people involved in the community in a positive way.

They introduced youngsters from Gordon Estate to the PCYC (Police community youth club), where young people were not only encouraged to spend free time constructively and join other sporting groups.

Measures of Success

Statistics have started to bear out the wisdom of investing such time, effort and money in drastic urban renewable.

Former residents of the Gordon Estate were interviewed for an independent study [conducted by Argyle Research] and the figures showed the scheme had produced undeniable benefits.

32 per cent of residents had previously nominated drug use as a serious issue before relocation. After the move this dropped to 2 per cent.

Crime was considered "serious" by 32 per cent of residents before relocation and once relocated, no respondents reported crime as "serious" issues and similar changes were apparent for litter, vandalism, noise, graffiti and racism.

Less subjective numbers come in the form of crime figures from the NSW Bureau of Crime Statistics. In 2004, 2005 and 2006 the Dubbo local government area ranked in or around the top five worst area in NSW for break and enter (non-dwelling), motor vehicle theft and stealing from motor vehicles.

Following the relocation's commencement in 2006, this dropped to 46th, 26th and 28th respectively, in 2007, and has continued in that vein in subsequent years for most measures.

For selected offences, NSW Bureau of Crime Statistics and Research (BOCSAR) track the top 50 local government areas (LGAs). Rankings are from 1 (highest incidence) to 50.

Annual rankings for Dubbo LGA

Crime	2004	2005	2006	2007	2008	2009
Assault – domestic violence related	6th	7th	10th	10th	12th	16th
Break and Enter – dwelling	4th	3rd	8th	7th	20th	16th
Break and Enter – non-dwelling	6th	5th	7th	46th	41st	n.a.
Motor vehicle theft	4th	3rd	6th	26th	22nd	33rd
Steal from motor vehicle	2nd	2nd	2nd	28th	16th	6th

Estate relocation begins

Source: http://www.bocsar.nsw.gov.au/lawlink/bocsar/ll_bocsar.nsf/pages/bocsar_lga_ranking_April 2010

Not only did the relocation of residents break a long term pattern of crime and community ill-will between estate residents and the rest of Dubbo, it delivered economic benefits and opportunities to the broader community.

Between 2007 and 2010 over 112 new properties have been built in Dubbo for Housing NSW – creating employment for local companies and residents. These new properties are a mixture of senior housing (addressing a shortage of suitable properties for older Housing NSW tenants throughout Dubbo) and general housing.

Also a significant expense was previously incurred in the Gordon Estate through noticeably higher maintenance costs for properties in the area. Following the dispersal of the Gordon Estate tenants across the city, maintenance costs for properties that replaced those in the estate were significantly reduced. The decline in ongoing maintenance costs will continue to deliver benefits to Housing NSW.

What happened to the properties left behind?

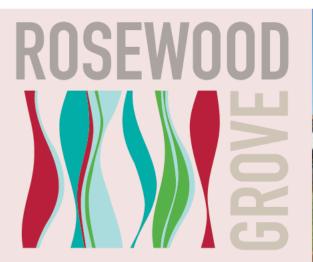
The infamous and widespread reputation associated with the Gordon Estate meant that a change of name was necessary to support the process of regeneration of the geographical area.

In March 2009, Housing NSW and Dubbo City Council ran a competition, through the pages of the Dubbo Daily Liberal newspaper to change the name of the Gordon Estate. From a shortlist of four names, the streets that formed part of the estate are now known as Rosewood Grove.

Housing NSW has planned to avoid the possibility that properties sold could fall into disrepair as run down rental properties (something that was not uncommon among privately owned properties in the Gordon estate). Properties sold as part of the disposal process are covenanted to ensure owner-occupation for the first seven years following sale by Housing NSW.

The age and condition of some properties meant that not all were suitable for resale. Some properties were demolished and have been resold as vacant land. Property sales first occurred in 2007. Housing NSW set the prices at a level suitable for a range of purchasers, particularly offering first home buyers affordable options to purchase land or dwelling.

The average value of properties sold by Housing NSW during the initiative has increased by 25% between 2007 and 2010. While the growth in prices for properties sold in the last 12 months (15%) has exceeded the trend for house price growth in Dubbo of 6.8% (source: Australian Property Monitors), properties in Rosewood Grove remain an affordable option, especially for first home buyers, with average prices still below the median price for houses in Dubbo.





Case study - New Resident in Rosewood Grove

With a new name, a new streetscape and a new atmosphere, Rosewood Grove will soon bear little resemblance to the old Gordon Estate. Already, young families have purchased land and homes and building works have commenced.

The first auctions of homes in West Dubbo produced some remarkable outcomes for the local residents who have been able to purchase the former public housing properties as owner occupiers.

One local who successfully purchased at the auction was Mr Brad Huckel, who had been renting in a privately owned house in West Dubbo. Seeking to house his family, including his mother and sister, he bought a freshly painted and re-carpeted four bedroom home for \$80,000.

Following his move he said he saw the sale of the vacated homes as a perfect opportunity for others to get onto the home ownership ladder. He found the repayments on the mortgage for his new home were less expensive than his rent had been previously.

Another purchaser of the former housing estate homes included couple Steve and Maree Carter, who had rented for over 30 years together.

Having battling all their lives to get into their own home, they were able to purchase a solid brick three bedroom home for \$30,000, following the rejuvenation of West Dubbo.

The sale indicated how the relocation strategy had not only improved the living conditions of those moved off the estate, but had opened up opportunities for others already living in Dubbo.

"We have been able to afford a new kitchen and bathroom and have taken up the carpet to sand the timber floors. We saw the potential of this home and now we want to make it our own," Mrs Carter said.

"We are delighted to at last have our own home,"

Other examples abound. Tamara Hatfield, her husband and their four kids were spending \$230 a week on rent and are now able to put that money towards home ownership in Rosewood Grove. Tom and Eileen Pickvance have returned to live in the area after previously leaving to live in Tasmania. As a result of the Housing NSW strategy, they could buy an affordable home in Dubbo.

Having more families and home owners in Dubbo has made a positive difference to the community, and helped the renewal of the area to take root following the renewal of the Gordon Estate.

Source: Question Without Notice to Matt Brown, - Hansard transcript November 2007

NSW Recorded Crime Statistics 2005 – 2009 Recorded Criminal Incidents Dubbo Statistical Subdivision

Type of offence		2005		2006		2007		2008		2009	
			Rate per								
		Total	100,000								
			population								
Assault	Domestic violence related assault	317	890.0	272	756.9	281	773.3	239	652.1	233	635.7
	Non-domestic violence related assault	402	1128.7	388	1079.8	379	1042.9	363	990.4	357	974.0
	Assault Police	26	73.0	24	66.8	18	49.5	17	46.4	21	57.3
Theft	Break and enter dwelling	551	1547.0	407	1132.6	459	1263.1	325	886.7	394	1074.9
	Break and enter non-dwelling	370	1038.8	292	812.6	162	445.8	181	493.8	126	343.8
	Receiving or handling stolen goods	70	196.5	88	189.2	47	129.3	32	87.3	30	81.8
	Motor vehicle theft	340	954.6	237	659.5	162	445.8	159	433.8	133	362.9
	Steal from motor vehicle	719	2018.7	592	1647.5	337	927.4	406	1107.7	463	1263.2
	Steal from retail store	188	527.8	117	325.6	140	385.3	168	458.4	139	379.2
	Steal from dwelling	236	662.6	211	587.2	212	583.4	211	575.7	143	390.1
	Steal from person	44	123.5	43	119.7	22	60.5	28	76.4	17	46.4
	Stock theft	4	11.2	0	0.0	8	22.0	7	19.1	3	8.2
	Fraud	174	488.5	185	514.8	151	415.5	148	403.8	160	436.5
	Other theft	289	811.4	264	734.7	204	561.4	247	673.9	195	532.0
Arson		82	230.2	142	395.2	84	231.2	93	253.7	138	376.5
Malicious damage to property		1102	3094.0	1157	3219.8	957	2633.5	971	2649.2	754	2057.1

Source: http://www.bocsar.nsw.gov.au/lawlink/bocsar/ll bocsar.nsf/pages/bocsar lga ranking April 2010

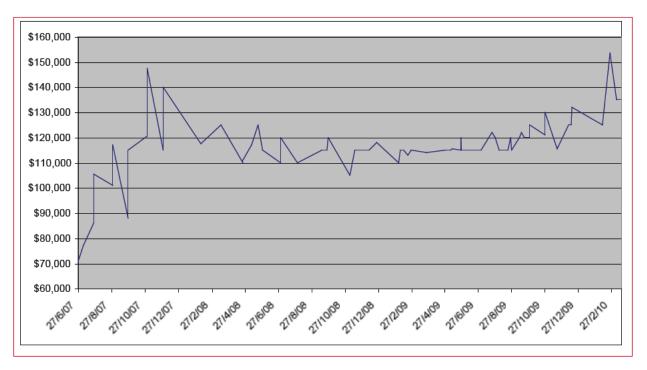
Criminal incidences per 100 000 population Annual change in incidence 2005 to 2009

	change 2005-2006	change 2006-2007	change 2007-2008	change 2008-2009	overall change 2005-2009
Domestic violence related assault	-15%	2%	-16%	-3%	-29%
Non-domestic violence related assault	-4%	-3%	-5%	-2%	-14%
Assault Police	-8%	-26%	-6%	23%	-22%
Break and enter dwelling	-27%	12%	-30%	21%	-31%
Break and enter non-dwelling	-22%	-45%	11%	-30%	-67%
Receiving or handling stolen goods	-4%	-32%	-32%	-6%	-58%
Motor vehicle theft	-31%	-32%	-3%	-16%	-62%
Steal from motor vehicle	-18%	-44%	19%	14%	-37%
Steal from retail store	-38%	18%	19%	-17%	-28%
Steal from dwelling	-11%	-1%	-1%	-32%	-41%
Steal from person	-3%	-49%	26%	-39%	-62%
Stock theft	-100%	*	-13%	-57%	-27%
Fraud	5%	-19%	-3%	8%	-11%
Other theft	-9%	-24%	20%	-21%	-34%
Arson	72%	-41%	10%	48%	64%
Malicious damage to property	4%	-18%	1%	-22%	-34%

Source: http://www.bocsar.nsw.gov.au/lawlink/bocsar/ll-bocsar.nsf/pages/bocsar-lga-ranking April 2010

Comparative figures calculated for this report.

Increase in property sale values in Rosewood Grove 2007 –2010



Source: Housing NSW

