

# Korowai Manaaki Alteration to Designation - Social Impact Assessment - Final report

Prepared for Oranga Tamariki

Prepared by Beca Limited

March 2019





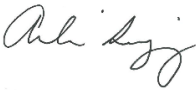
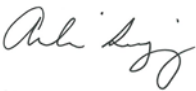
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on behalf of	Beca Limited		

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## Executive Summary

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This report has been prepared for Oranga Tamariki – Ministry for Children to supplement the application for a Notice of Requirement for the Alteration to Designation 3802 Youth Justice Centre – Upper North (Korowai Manaaki, 21-24 Kiwi Tamaki Road, Wiri, Auckland).

The alteration to designation proposes to make the following changes:

- Expansion - An increase in the number of tamariki and rangatahi who may live at the residence (from 46 to 56); and
- Change of conditions - Korowai Manaaki to accommodate tamariki and rangatahi who are placed in the custody of the chief executive of Oranga Tamariki for youth justice reasons, and certain adult jurisdiction reasons. The changes will enable the residence to accommodate rangatahi who are aged up to and including 19 years old (although most will be under 18).

The report identifies the potential social impacts on both the local neighbourhood and the wider surrounding community, as a result of these changes, assessing their significance and severity, and provides recommendations on potential mitigation options. The scope of social impact assessment is provisional and draws on potential physical environment and operational changes that may be required for the Korowai Manaaki Residence in light of the increases to capacity and change in purpose (on the basis that such changes will be undertaken in the future and that there is scope to inform 'how such changes' will be managed to address the potential impacts). It does not comment on the internal social environment or operations of the facility.

The following matters are noted in respect of the scale of change proposed:

- The expansion of capacity to provide for 10 additional residents is less than a 25% increase in numbers and will be accommodated with a proportional increase in staff numbers. As such, there is not likely to be significant impacts on the community in terms of perceived safety or property values.
- The location of the facility within an industrial area (without close residential neighbours), in proximity to two other correctional facilities and as an established facility means that the alteration to use of the site will not, from our assessment, be appreciable by the community.

Furthermore, it is understood that there are existing mechanisms, including a Community Liaison Committee, established for interaction between the community, stakeholders and Oranga Tamariki as managers of the facility (this is consistent with the requirements of the Oranga Tamariki (Residential Care) Regulations 1996). The functions of this community liaison committee are set out in section 35 of The Regulations and include (amongst others):

- Promoting a positive relationship between the facility and its surrounding community;
- Monitoring the effects of the residence on the surrounding community and the effectiveness of measures to mitigate or respond to adverse effects identified;
- Monitoring the effectiveness of security management plans for the residence and in particular to review any escapes or similar from the residence; and
- To respond to concerns raised by residents of the surrounding community.

On the basis of the above considerations, we conclude that the changes at the facility will largely be internalised by the facility. On this basis, it is considered that potential adverse social impacts of the changes proposed to the designation will be minor. No further measures or mitigation is considered necessary with respect to the potential social impacts of the change in designation proposed.

# 1 Introduction

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This Social Impact Assessment (SIA) forms part of a suite of technical reports prepared for Oranga Tamariki–Ministry for Children (Oranga Tamariki) to supplement the application for a Notice of Requirement for an Alteration to Designation 3802 Youth Justice Centre – Upper North (Korowai Manaaki, 21-24 Kiwi Tamaki Road, Wiri, Auckland). The purpose of this SIA is to provide an independent assessment to Oranga Tamariki of the potential social impacts which may arise as a result of the proposed changes to the current designation and the measures that could possibly be taken to avoid, remedy or mitigate these potential adverse effects.

The scope of this SIA is the assessment of the social impacts in the context of an alteration to an existing designation for the purpose of the Resource Management Act 1991. As a result, this SIA does not cover internal operational impacts or make commentary on the changes to the internal social environment within the residence, except where it has potential social impacts on the surrounding environment (i.e. increased staff and staffing movements to and from the facility).

The proposed alteration to the existing designation is required to reflect amendments to the current legislation and future policies and objectives of Oranga Tamariki. Oranga Tamariki is a new Ministry dedicated to the wellbeing of children and young people, including those who may have offended. It has taken over the portfolio of children and young person care and protection and youth justice residences from the Ministry of Social Development.

Korowai Manaaki is a youth justice residence that currently provides residential care and control for up to 46 children and young persons, including up to 6 children and young person's held under provisions of the Criminal Justice Act 1985, at any one time.

The objectives of this SIA are to:

- Collate data from research, consultation, district plans and other technical assessments, which have been undertaken on the existing social environment.
- Develop preliminary community profiles for both the surrounding community and the wider community on the basis of published data (e.g. Census materials).
- Identify and describe any potential social effects (positive or negative) from the proposed alteration to designation.
- Recommend measures as appropriate to avoid, remedy or mitigate potential adverse social impacts (including management plans and potentially conditions); and
- Present an overall conclusion of the level of potential adverse social impacts of the project after recommended measures are implemented.

## 1.1 Key Limitations and Assumptions

This preliminary SIA has not undertaken specific consultation or conducted stakeholder interviews, at this stage of assessment. Consultation letters have been sent from Oranga Tamariki to seven nearby properties in the area and the adjoining Department of Corrections properties. As authors of the SIA, we were provided an opportunity to review and comment on the content and questions asked in this letter. At the time of preparing this report, no consultation information has been received from Oranga Tamariki responding to these letters. The SIA is therefore based on community data that has been gathered from council plans, data sets, media, and from a site visit by the Project team. It is acknowledged that further information regarding the surrounding community may give rise to additional issues or matters for SIA consideration (e.g. submissions to public notification of the alterations to designation).

This report has been prepared on the basis of Oranga Tamariki direction in terms of the material changes (operations and physical environment) required to enact the changes proposed in the designation. It is understood that the alterations proposed to the designation do not currently involve any physical changes to the buildings or security systems at the Korowai Manaaki facility. Details on physical infrastructure requirements and site operation changes will be progressed in future and as such have not specifically been considered in this SIA. However, where potential social impacts are identified in respect to these potential changes, commentary is provided on potential management measures (mitigation) that may assist in addressing these potential impacts.

## 1.2 Exclusions

As this SIA is provided to support an application for alteration to designation it is focused on the potential social consequences of the changes to that designation on the existing environment (the community surrounding and external to the facility). The scope of this SIA does not include the following:

- Internal operational impacts or make commentary on the changes to the internal social environment within the residence, except where it has potential social impacts on the surrounding environment (i.e. increased staff and consequential staffing movements).
- Economic impacts, except insomuch as where changes in employment demand may impact on the existing community (e.g. it is limited to employment opportunities during operation and is dependent on the location of the skilled staff required<sup>1</sup>).
- Cultural impacts (such as potential impacts on cultural values to Mana Whenua), of the site (on the basis that the designated site already exists and is in operation).

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<sup>1</sup> Noting that while this has been considered, the scope of socio-economic impacts is considered a very minor change and has not been assessed further in this SIA.

## 2 Project Summary

The following provides a summary of the existing Korowai Manaaki youth justice residence and the proposed alteration to the designation.

### 2.1 Korowai Manaaki

Korowai Manaaki is a youth justice residence that has been operating at 21-24 Kiwi Tamaki Road, Wiri since 2003.

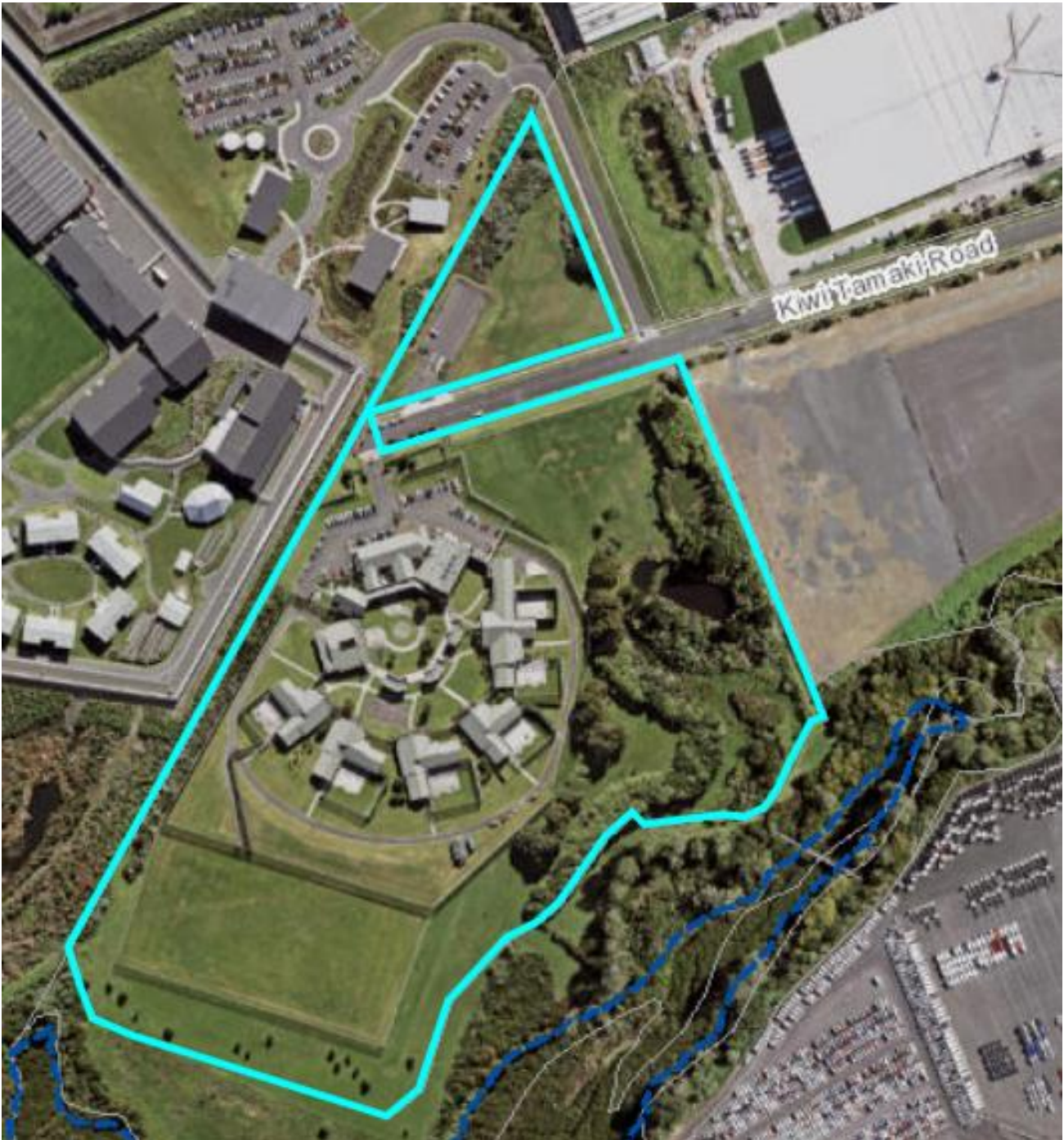


Figure 1: Aerial view of Korowai Manaaki Youth Justice Residence. Source: Auckland Council Geomaps.

Korowai Manaaki is one of four youth justice residences in New Zealand. The role of Korowai Manaaki is to provide a safe, secure and supportive environment where young people can get their lives back on track and improve their prospects for the future.

Korowai Manaaki currently provides care for up to 46 young people aged between 14 and 17 years old, 24 hours a day, 7 days a week. Up to 6 beds can be used for the purposes of detainment under the Criminal Justice Act 1985, where a young person has been sentenced to prison, but due to age has been sent to the residence up to and including those of 17 years of age.

Korowai Manaaki caters for young persons directed to the residence for one of the following reasons:

- Children and young persons are arrested and charged by Police then placed at Korowai Manaaki until attendance at Youth Court.
- Children and young persons are detained in the custody of the chief executive by the Youth Court and placed at Korowai Manaaki until the case is settled (this can take up to three weeks or longer if the charges are denied).
- Children and young persons are subject to a response/order made by the Youth Court requiring supervision in a residence for three to six months. Dependent on progress during the period of supervision, the young person may be able to leave earlier and undertake six to twelve months' supervision in the community.
- Children and young persons are remanded in the adult jurisdiction under the Criminal Procedure Act 2011 and placement in an Oranga Tamariki residence is required or agreed to.
- Children and young persons are sentenced to prison, but not old enough (or too vulnerable) to attend an Adult Correctional Facility, and are therefore admitted to Korowai Manaaki until they are of age to attend an Adult Correctional Facility or until they have served their sentence. The length of stay will be dependent on the age they are admitted to the facility and/or the duration of the sentence.

It is our understanding that the majority of residents at the facility are residents for the first three reasons (e.g. there is only a small proportion of residents at the facility for the last two reasons cited above). Korowai Manaaki currently comprises 6 units that range in capacity from 6 to 12 beds. This includes one Secure Unit of 8 beds. The secure units are currently only used as temporary beds to support time out for residents from the remaining 5 units. In this respect, it is noted that there is a difference between the current management / operation of Korowai Manaaki and the 'potential operation' as provided by the designation conditions. This difference is discussed further in the assessment methodology in section 3 of this report.

Physically, the following comments are made with regard to the operation of Korowai Manaaki:

- Each unit is single sex and the ratio of male to female units is dependent on the make-up of the current residents.
- There is also a whare, gym, education block, recreation fields and an administration block which has a visitor centre. A 5-metre-tall wire security fence surrounds Korowai Manaaki.
- There are approximately 170 staff employed at Korowai Manaaki, with around 67 staff present during weekday business hours.

## 2.2 Proposed Alteration to Designation

Oranga Tamariki—Ministry for Children (Oranga Tamariki) currently has four secure residential facilities providing youth justice placements and services to children and young people. These residences are established under section 364 of the Oranga Tamariki Act 1989 (the Oranga Tamariki Act) (by the Chief Executive of Oranga Tamariki with the approval of the Minister).



Three of the current residences, including Korowai Manaaki, have existing designations under the Resource Management Act 1991 (RMA).

There have been recent amendments to legislation pertaining to youth justice and the Oranga Tamariki Act has recently been amended and the changes are due to come into force by 1 July 2019. The changes will impact on the placement options required in youth justice residences<sup>2</sup>. Additional youth justice placement options for children and young people placed in the custody of the Chief Executive are therefore required as a result of the legislative changes.

Furthermore, there is a lack of national consistency between the existing designations for youth justice residences, and the designations do not provide Oranga Tamariki with the necessary operational flexibility to manage placement demand.

The alteration to designation proposes to make the following changes:

- Expansion - increase in capacity of the facility from 46 young persons to 56 young persons; and
- Change of conditions - to increase the current age limit of residents up to 19 years (inclusive). The changes will enable the residence to accommodate rangatahi/young people who are aged up to and including 19 years old (although we have been advised that most will be aged under 18 years).

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<sup>2</sup> It is noted that the current designation refers to the Criminal Justice Act 1985, which has since been repealed. The sections addressing placement of children and young persons in a residence are now contained in the Corrections Act 2004 and the Criminal Procedures Act 2011.

## 3 Social Impact Assessment Methodology

### 3.1 Social Impact Assessment Framework

Social Impact Assessment is the most common framework used in New Zealand and internationally to analyse, monitor and manage the potential social consequences of development. This SIA is intended to inform Oranga Tamariki of the potential social impacts of the proposed alteration to designation and recommend appropriate mitigation strategies.

This SIA utilises the eight social impact matters described in the International Association of Impact Assessment Guidelines. The SIA process has used these matters to consider the potential social impacts of the proposed alteration to designation, on the basis of the existing community, the nature of the proposed changes, and the consequential social changes anticipated.

The International Association of Impact Assessment describes social impacts as impact on one or more of the following:<sup>3</sup>

- **People's way of life** – how they live, work, play and interact with one another on a day-to-day basis.
- **Their culture** – their shared beliefs, customs, values and language or dialect.
- **Their community** – its cohesion, stability, character, services and facilities.
- **Their political systems** – the extent of which people are able to participate in decisions that affect their lives, the level of democratisation that is taking place, and the resources provided for this purpose.
- **Their environment** – the quality of the air and water people use; availability and quality of the food that they eat, the level of hazard of risk, dust and noise they are exposed to; the adequacy of sanitation, their physical safety, and their access to and control over resources.
- **Their health and wellbeing** – health is a state of complete physical, mental, social and spiritual wellbeing and not merely the absence of disease or infirmity.
- **Their person and property rights** – particularly whether people are economically affected or experience personal disadvantage which may include a violation of their civil liberties.
- **Their fears and aspirations**<sup>4</sup> – their perceptions about their safety, their fears about the future of their community, and their aspirations for their future and the future of their children.

The above framework was used to examine the local communities and the project context. Following the review of both the communities and the project a refined social impact criterion was devised for the social impact assessment, on the basis of relevant issues for the specific proposal. This is detailed in section 6.2.

<sup>3</sup> Vanclay, F. (2003). International principles for social impact assessment. *Impact assessment and project appraisal*, 21(1), 5-12.

<sup>4</sup> It should be noted that the Resource Management Act case law requires that community perceptions, including fear, can only be given weight to if they are reasonably based on a real risk (*Shirley Primary School v Telecom*, 1998).

## 3.2 Methodology Overview

This section outlines:

- The social science methods used to gather, analyse and present social data; and
- The methods used to evaluate and identify preliminary social impacts / issues and the scope for subsequent assessment.

The methodology undertaken for this SIA is summarised as:

- Step 1 – **Scoping and contextualisation** – obtaining an understanding of what is proposed by the alteration, geographical areas and the demographic context;
- Step 2 – **Information gathering** – literature review, demographic analysis, including profiling the community and community change over time; and
- Step 3 – **Assessment of potential social impacts** – utilising the information obtained in steps 1 and 2, an assessment of potential impacts is undertaken to determine the scale, extent, distribution and duration of potential social impacts.

Section 2 of this report provides an overview of the current operational characteristics of Korowai Manaaki and summarises the changes being sought to the designation, which have the scope to change these operational characteristics. While it is our understanding that the majority of residents at Korowai Manaaki are resident for reasons other than court sentence, it is noted that the designation conditions as drafted do not reflect this and provide for a ‘potential operation’ which could mean that all youth resident at the facility are there by direction from such a court sentence. Given that this is the potential scope provided by the designation, this has been the potential social consequence considered in this report; acknowledging it is does not necessarily reflect current management intention of Oranga Tamariki.

## 3.3 Preparation of the Report

The preparation of the SIA has sourced information from:

- Site visit on 21 January 2019;
- Review of residence plans and operation plans made available (e.g. security management), and the proposed alteration to designation;
- Review of literature relating to justice facilities and social impacts in the community (including other SIAs and academic research);
- Review of Community Liaison Committee meeting notes provided by Oranga Tamariki from 2016 through to 2019;
- [Review of consultation with Local Board and community;](#)
- Review of New Zealand media coverage relating to youth justice facilities;
- Review of Statistic New Zealand Data for the surrounding area; and
- Review of Risk Register and other relevant internal documents.

The bibliography in Section 7 contains a more detailed list of the documents that were reviewed and used to assist in the development of community profiles and evaluation of this preliminary social impact assessment.

Since preparing the report February 2019 we received a request for further information from Council. Where the authors considered that the additional information may assist readers in understanding the assessment set out in this report, amendments have been added in blue text.

## 4 Literature Review

The purpose of this literature review is to provide a profile of the potential social consequences and impacts associated with youth justice facilities. Given the limited information available, this section reports on wider social issues and impacts associated with correctional facilities, acknowledging that this is not a direct comparator to the proposal, but recognises that such comparisons are drawn by the wider community. Some of the specific differences in these considerations are also set out in this literature review.

The surrounding communities have in the past opposed proposals for youth justice and correctional facilities, including Korowai Manaaki and the Auckland South Correctional facility. A commonly noted concern was that the community felt that the sites were chosen as the area is relatively disadvantaged and lacked the resources to fight the proposals (Final Report and Decision of the Board of Inquiry into the Proposed Men's Correctional Facility at Wiri, 2011). NZ Herald reported that the Clendon Park School Board opposed the siting of Korowai Manaaki, as it felt it was too close to surrounding schools but noted that the Board had not understood from the (then) Ministry that it would be used for young offenders.

### 4.1 Literature Information on Youth Justice

With the establishment of the Children, Young Persons, and Their Families Act (1989) the New Zealand youth justice system has been widely praised for its approach to youth justice (McNabb, 2016). This Act represented a shift towards restorative justice where the reintegration of the offender was prioritized alongside community safety, rather than a focus on punishment and incarceration (Goren, 2001). Lambie & Randell (2013) argue that community-based interventions, as opposed to incarceration, must be adopted wherever possible in order to achieve the best outcomes for both youth offenders and the general public. In this regard, and noting the commentary above, it is important to emphasize the differences between youth justice residents and adult correctional facilities. Systems like family group conferences and separate youth correctional facilities allow rehabilitation to be more specific to the needs of young people and can prevent youth from re-entering the court system, making it easier for youth offenders to reintegrate back into the community and reduce the likelihood of reoffending. The United Nations Convention on the Rights of the Child states that the best interests of the child must form the primary consideration of decisions as well as the right for child offenders to be separated from adults (Muncie, 2009 as cited by Lambie & Randell, 2013). These rights of young offenders in youth justice facilities is important to keep in mind when considered against the needs and values of the surrounding community.

### 4.2 Case Study Reviews

While the above provides a literature overview of various forms of custodial and care and protection residence and their role in the wider community, the following addresses issues, perceptions and potential social and economic impacts of physically locating such facilities in a community. Literature relating to correctional facilities (general), care and protection residences and youth justice residences (limited literature) have been analysed to provide a discussion of key themes and to aid understanding of the potential and realised social impacts of secure facilities. From our literature review, no studies in relevant communities (e.g. New Zealand and Australia) were identified that focussed specifically on the impact of youth justice facilities. Acknowledging that there are differences between these residences and adult correctional facilities, the following key themes from the literature of the social impacts adult correctional facilities have had on their surrounding communities are summarised below<sup>5</sup>.

<sup>5</sup> Although correctional facilities are not the same either functionally or operationally as youth justice and similarly care and protection residences are different again, the literature and media surrounding correctional facilities (general) can assist the understanding of community perceptions, fears and aspirations regarding such facilities and as such literature on these sites has been considered as a proxy for understanding potential social impacts of youth care and protection facilities, where other information is limited. This approach

Correctional facilities are often subject to strong public opinion and opposition (Takahashi & Gaber, 1998 as cited by Myers & Martin, 2004). In particular, Myers & Martin (2004) note that those people in closest proximity to the residence are typically the most resistant. It is noted that the public may not differentiate or be educated between the different types of justice facilities and different functions and purposes. Common community concerns include increased crime rates and reduced public safety, decreases in property values, an influx of facility residents' families to the area and increased demand on social welfare services (Whitfield, 2008). However, evidence has shown that in many cases these impacts were not as significant as may have been feared and did not necessarily come to fruition (in other words, there is a difference between the perception of the impact of such facilities and the experienced reality). From a social impact perspective it is important to recognise that in the 'planning phase' impacts (social consequences experienced at the time of a proposal or in planning and development phase) and the 'operational' impacts (social consequences actually experience) are different. However, it is also acknowledged that these different social consequences can be experienced over some time (e.g. the lag between when something is proposed to change and when that change is actually implemented) and that they can have resulting tangible social and community impacts (e.g. changes to the way people live their lives, their wellbeing, and the sense of place or value they place in their environment).

Communities where facilities (such as correctional facilities) are being proposed have expressed concerns relating to the potential that the presence of such a facility may then lead to an influx of residents' families to the area. However, according to Shichor (1992), studies suggest that many of these families are not in the position to be able to move (even if there is a desire to do so), and that in terms of correlation; as many of the families move away from the facility as those who move nearer to it. The 2015 social impact monitoring report for Auckland Regional Women's Correctional Facility (ARWCF) reported similarly low numbers with just 2% of correctional facility residents having next of kin move into the area. Furthermore, no evidence was found linking inmates' families or staff and ex-prisoners to housing waiting lists or private rental housing (ARWCF Social Impact Monitoring Report, 2015). In this most local case study, the ARWCF also concluded that the facility had very little effect on these social services (social housing demand), in the surrounding area as there was low uptake of them from residents when they left the correctional facility (ARWCF Social Impact Monitoring Report, 2015). It is noted that this may be different in the case of youth justice, as the residence facility often organises flats nearby to actively support youth transition out of the residence and care system.

Other community concerns relate to fears for personal safety often centre on the security of the residence and the threat of escape (Morgan & Baines, 2001). There are mixed results in international studies, indicating an increase in crime rates while others indicate correctional facilities deter crime (Theis, 2001 as cited by Morgan & Baines, 2001). In Morgan & Baines (2002) study of Wanganui correctional facility fear of the residents in the facility was the most common impact and motivated neighbours to take a measure of security precautions (e.g. resulted in physical changes in the way residents in the community were going about their way of life). It was identified that most of these fears were experienced when an escape had occurred. In particular, this was cited in relation to a spate of escapes in the late 1980 where some community members experienced violence. In that instance, the facility response was addressed by the establishment of a community warning system that provided additional security for residents.

The research appears to demonstrate that a lack of abscondence or escape incidents results in reduction in fears of personal safety for residents, over time (Final Report and Decision of the Board of Inquiry into the Proposed Men's Correctional Facility at Wiri, 2011). Additionally, while the case studies highlight concerns for personal security, it is also shown that this may not translate to an actual increase in crime rates. For example, the opening of Mid-North Coast correctional centre near Sydney, Australia in 2004 had minimal impact on local crime rates, property value and welfare services (BBC Consulting Planners, 2017). Similarly, the New Zealand case studies on Rimutaka and Rolleston correctional facilities saw no increase in crime

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recognises that the potential effects of these facilities is not directly comparable, and this is discussed later in the assessment of impacts in this report.

rates and a converse positive effect was cited in Paremoro (e.g. there was a reduction in crime rates and this area had the lowest crime rate in New Zealand) (Department of Corrections, 1999).

A decrease in property values and community status is another potential impact the presence of correctional facilities can have and a concern for on communities. Daly (1999) reviewed the values of properties around Mt Eden, Paremoro, Rimutaka, Wellington, Arohata and Manawatu correctional facilities concluding that no significant changes were noticeable. Daly (1999) notes that if there were any negative effects they were temporary and limited to immediate neighbours (as cited by Morgan & Baines, 2001). Similarly, Mid North Coast correctional facility had little impact on property values and a housing development was built in the area (BBC Consulting Planners, 2017). While Morgan & Baines (2002) did not note any negative connotation for residential values in Kaitoke, due to the Wanganui correctional facility. However, it is noted that the concentration of correctional facilities in the Manurewa area may warrant further consideration of this issue as an effective 'cumulative' impact. In this context, Shichor (1992) contends that prisons are often sited in 'low prestige' communities as 'higher prestige' communities have greater resources to resist them (Morgan & Baines, 2001). Shichor (1992) also presents information that 'community status' is affected by correctional facility location.

Whilst reiterating that the above literature is almost completely focused on 'correctional facilities' (not youth justice, which is a different form of custodial care), it is acknowledged that these facilities are among some of the most undesirable land uses, and as a result their presence is often subject to strong public opinion (Takahashi & Gaber, 1998 as cited by Myers & Martin, 2004). In particular, Myers & Martin (2004) note that those people in closest proximity to the facility are the most resistant. However, as set out above, evidence has shown that in many cases the 'feared' or anticipated impacts were not as significant as may have been feared and did not necessarily come into fruition.

It is important to reiterate that there were no studies identified that focussed on the impact of youth justice facilities specifically and given the different nature of these facilities relative to the adult correctional facilities discussed in this literature review (e.g. they were both larger and involved people with criminal convictions), it can be anticipated that there is even greater likelihood that the feared or anticipated effects may be lower / lesser in experienced reality.

### 4.3 Media portrayal of youth justice facilities

While the scope of this assessment does not extend to the conditions inside the facility, media coverage of activities 'inside the fence' are likely to influence the community's perception of youth justice and their sense of safety. Due to this, a review of newspaper articles and media releases has been undertaken and the key themes are summarised below.

The New Zealand justice system is fairly widely covered in the media. The dominant coverage relates to issues of equity or disproportional imprisonment rates of Māori comparative to the wider population. Other specific coverage of youth justice facilities (which may provide context to potential social issues and concerns regarding youth justice facilities) include coverage that raises issues of criminal activity associated with such facilities. For example, Stuff (2018, May 2009), reported concerns and reference to the increase in participation in crime following discharge from youth justice facilities; due to associations the residents made whilst residing at the facility. There are also articles on resident escapes from youth justice facilities, and concern such events raise for public safety<sup>6</sup>.

Since its opening Korowai Manaaki has experienced some issues that have been reported in the media. In July 2016 an official information request response reported one incidence of absconding of two young

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<sup>6</sup> Citing this media coverage is not intended by the authors to state or imply that this media is necessarily factually correct or corroborated by evidence. Rather, it is used to assist the authors in understanding the potential fears and aspirations of the proposal for such facilities as a means to inform the consideration of potential social impacts.

people. Later that year (October 2016), seven boys escaped, overpowering three night staff and climbing onto the roof of Korowai Manaaki. While staff eventually convinced them to come down and no one was hurt, this event was cited as highlighting understaffing as a driver for security issues at the facility. On 28 February 2017 another two teenage residents escaped, with media reporting minor injury to a staff member. No incidents have been reported by the media in the past two years.

Further, a more positive image of youth justice facilities has been painted in a number of more recent media. This includes the New Zealand Herald publishing an article in April 2018 of two success stories of residents in the Korowai Manaaki youth justice facility. The article describes the daily routine and classrooms, vegetable gardens, basketball courts, murals and carvings present inside. Korowai Manaaki also had positive media coverage in January 2019 when youth at the facility won the Be Safe Feel Safe Film festival, competing against 20 schools, making a video about their stories and addressing domestic violence, drugs, stealing and mental health. The purpose of the film was for youth to tell their own stories of issues the youth had faced in their lives, and help the public change its perceptions of youth in corrections facilities. The Rotorua Daily Post reported on the \$1.6 million upgrade of Te Maioha o Parekarangi youth justice residence, where residents and staff helped design and create a more homely environment that they took pride in (Bathgate, May 14, 2018).

Most recently in our media review, Radio New Zealand provided a Checkpoint profile of residents in one of the four existing youth justice residences in the country. This report provides a context of the 34 children in that residence at that time, their history and some of their criminal histories. Specifically, this media record sets out the programmes being delivered by Oranga Tamariki for these children (particularly relative to the trajectory that the children were looking at before being bought into the custodial care regime of the youth justice facility)<sup>7</sup>. Importantly this article provides insight on the relationship between care and protection facilities and youth justice, and the management approach and outcomes of the youth justice programme.

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<sup>7</sup> "Inside a youth justice residence: Kids tell their stories", reported on Checkpoint, 5:19 pm on 21 June 2018

(<https://www.radionz.co.nz/national/programmes/checkpoint/audio/2018650360/inside-a-youth-justice-residence-kids-tell-their-stories>)



## 5 The Existing Environment

This section provides a description of the social environment in which the assessment of potential social impacts will be undertaken. In this regard, this section covers four key areas:

1. A summary of the history of the site, including past uses and any community issues portrayed in the media as discussed from section 4;
2. Defining the area of interest for the Social Impact Assessment (e.g. the communities on which the potential impacts of the Proposal will be assessed);
3. The geography of the surrounding community and the site; and
4. A description of the wider and local community profiles, including key demographic statistics from the 2013 Census<sup>8</sup>, the deprivation index, and nearby community facilities.

### 5.1 Site background and history

Korowai Manaaki was opened in 2003 as a purpose-built youth justice facility to implement Child Youth and Family's 1996 residential services strategy to separate youth justice from care and protection facilities. Auckland Region Womens Correctional Facility prison opened nearby in 2006 off Hautu Drive, and has a population of 463 prisoners (Corrections NZ, 2018). Prior to the construction of the Womens prison the area was a quarry and cleanfill site. Auckland South Correctional facility (Kohuora) opened in 2015 and is operated by Serco and holds 967 male prisoners (Corrections NZ, 2018). The Final Report and Decision of the Board of Inquiry into the Proposed Men's Correctional Facility at Wiri (2011) notes that both adult prison facilities faced community resistance during siting. These concerns particularly centred on the concentration of correctional facilities in a low socio-economic area and the perception that this was becoming a dumping ground for unwanted facilities.

Media coverage of the Korowai Manaaki facility has been addressed in Section 4.1 of this SIA. From this, the history of the site has included reporting of some security concerns – particularly abscondences from the facility in 2016 and 2017, though none have been reported from the site within the last two years. There have been more recent positive media stories about rehabilitation outcomes for residents within Korowai Manaaki and contributions of residents to arts (film).

Further to the above information; interviews were undertaken with staff at Korowai Manaaki (three staff in total) which are undertaken during the site visits (see section 3). These interviews specifically sought information in respect of abscondences from and inappropriate entrances into that youth justice facility. Confirmation was received from those staff that the latter of these had not been an issue to their knowledge (e.g. there was no recall from the staff interviewed of members of the public (affiliates of residents or otherwise) entering the property and or liaising with residence at fence perimeters).

### 5.2 Establishing the Study Area

The proposed alteration to designation does not change the physical boundaries of the existing designation. Korowai Manaaki has been part of the area since 2003. The facility is bordered by Puhinui coastal reserve (Manukau Harbour Inlet), Adult Correctional Facilities and industrial activities.

Korowai Manaaki is located in Wiri, however, it is separated from the rest of the industrial estate by state highways 17 (Roscommon Rd) and 20. Because of these dividers the local neighbourhood is considered to include the area to the left of Roscommon Rd and South of State Highway 20. Two meshblocks (as shown in

<sup>8</sup> Currently only data from 2013 Census is available, local data will be used if up to date and information from the 2018 Census will be utilised to update the report if data is available prior to hearing dates.

Figure 2) defined by Statistics New Zealand, cover this area and have been used as the basis of data collection.

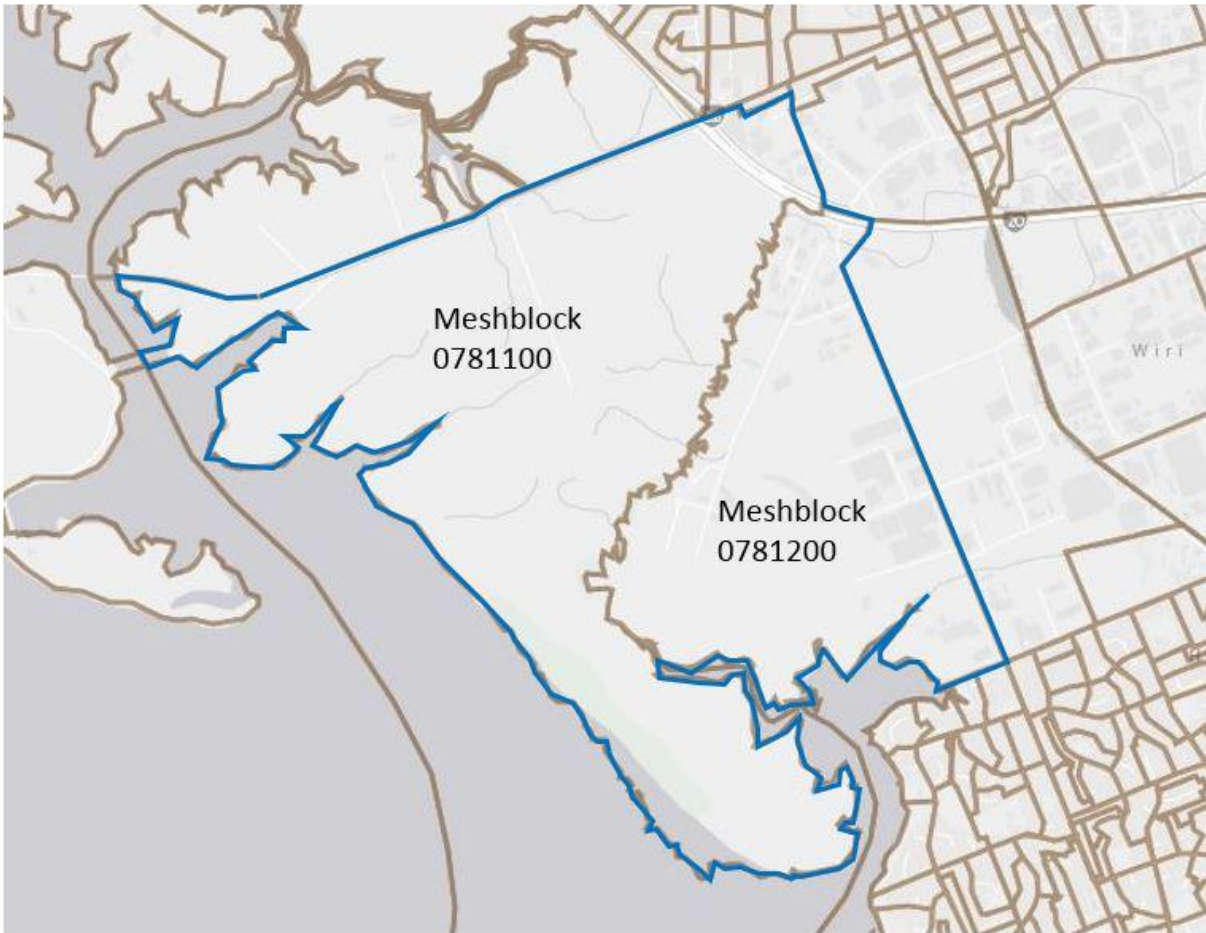


Figure 2: Meshblocks that make up the local area of interest around Korowai Manaaki (“Local Neighbourhood”. Source: Statistics New Zealand Data Finder

While the area shown in Figure 2 above is considered to define the local neighbourhood, available data is limited. To supplement available information on this area, data and the location of facilities in the wider Wiri Industrial Estate is also used to contribute to the profile of the local neighbourhood (see Figure 3 below).



Figure 3: Location of Wiri Industrial Estate, outlined in red (Considered as 'Local Neighbourhood'). Source: Google Maps.

The wider community is identified as the catchment covered by the Manurewa Local Board which includes the distinct communities of Wiri Industrial Estate, Manurewa East, Homai, Weymouth and Wattle Downs. It is recognised that these are distinct communities, however, collectively they have the same community plans and share resources for health, education and other social services. Community facilities are shown in Figure 4.



Figure 4: Location of Community Facilities in the wider community. Source: Auckland Council.

### 5.3 Community Profiles

#### 5.3.1 Wider Community – Manurewa Local Board

Korowai Manaaki is located within the Manurewa Local Board in South Auckland. The local board consists of one major town centre - Manurewa and 14 smaller villages and suburbs. During the 2013 census it had an approximate population of 82,242.

The Manurewa Local Board area has a diverse population with 37% European, 33% Pacific, 25% Maori and 20% Asian. Alongside Papakura this area has the highest proportion of residents identifying as Māori in Auckland. It also has a high proportion of young people with 43% aged 25 and under and only 12% aged 60 and over.

The median household income in 2013 was \$67,800, which is lower than the regional median of \$76,500. 28% of people were employed as managers or professionals, while machinery operators, drivers and labourers make up another 25%. The biggest employers in the area fall under the manufacturing sector. The unemployment rate in the Manurewa Local Board area (13.3%) is greater than the New Zealand average (7.1%).

Manurewa comes under the Counties Manukau District Health Board (CMDHB) which covers a large area from Otahuhu and Pakuranga to as far south as Miranda, Pokeno and Waikaretu in the Waikato region. The CMDHB deals with many different communities with different health needs within the catchment. 36% of the population serviced by this Local Board live in the most socio-economically deprived areas of New Zealand

with a decile of 9 or 10. Manurewa communities are serviced by Middlemore Hospital in Mangere East and the Manukau Super clinic in Wiri.

In summary, key demographic statistics from the 2013 Census for the Manurewa Local Board area are:

- 6% of regional population
- 29.8 yrs median age
- 21,260 employees work in the local board area (2015)
- 37% European, 33% Pacific, 25% Māori, 20% Asian
- 32% born overseas
- \$67,800 median household income
- 55% of residents employed
- 34 schools, most rated decile 4 or under (2016)
- 4332 businesses in the local board area (2015)

### 5.3.2 Local Neighbourhood – Wiri Industrial Estate

There are three households in the Wiri Industrial Estate area, however, they are not within a 10 minute walk of the facility. The area within a 10-minute walk (meshblock 0781200) consists of industrial businesses and the Men’s and Women’s correctional facilities. Meshblock 0781200 has data for 180 people with a median personal income of \$1,000. There are no households identified in this area therefore it is assumed that this population represents the residents of these correctional facilities who completed the 2013 census. The three households are located further away in meshblock 0781100 which has 24 residents with a median income of \$42,500.

The wider Wiri Industrial Estate has a population of 3,957 and 975 occupied dwellings in 2013. Like the wider Manurewa Local Board, Wiri has a high proportion of young people compared to the Auckland average. 54.4% of the population identify as Pacific and 25% as Māori. Home ownership in Wiri is lower than Auckland as a whole with 24.7% of households owning the dwelling they live in or holding it in a family trust compared to 61.5% in Auckland. 43.2% of families in Wiri are one parent with children households compared to 35.1% in Auckland as a whole.

The median income is \$16,500, just over half the Auckland wide median of \$29,600. Manufacturing, public administration and safety, wholesale trade, health care and social assistance and construction industries are the top five employers in the area.

**Table 1. Comparison of Wiri Industrial Estate demographic statistics to Auckland region**

	Wiri	Auckland
Median age	25.4 years	35.1 years
Median income	\$16,500	\$29,600
Home ownership	24.7%	61.5%
One parent households	43.2%	35.1%

Wiri is one of the more deprived neighbourhoods of Auckland, rated as decile 7 (1 being least deprived, 10 being most deprived) in NZ Dep 2013. Deciles are based on Census 2013 statistics relating to nine indicators, including unemployment, income, home ownership and access to a car. While it may be efficient to concentrate facilities and provide for more residents at the existing facility, this is part of a wider pattern where justice facilities are concentrated in more deprived areas. Korowai Manaaki is directly adjacent to

Auckland South Corrections Facility (high security men’s prison) and Auckland Region Women’s Corrections facility and therefore consideration of the cumulative impact (potential for overburden of this area for such a facility) (which is already disadvantaged relative to other New Zealand communities) with undesirable facilities. The cumulative effect of the three facilities on the community should be considered. This was addressed in the siting of Auckland South Corrections facility with concerns surrounding the potential for Manurewa and South Auckland as a whole to be perceived as a ‘dumping ground’ for unwanted land uses (Final Report and Decision of the Board of Inquiry into the Proposed Men’s Correctional Facility at Wiri, 2011).

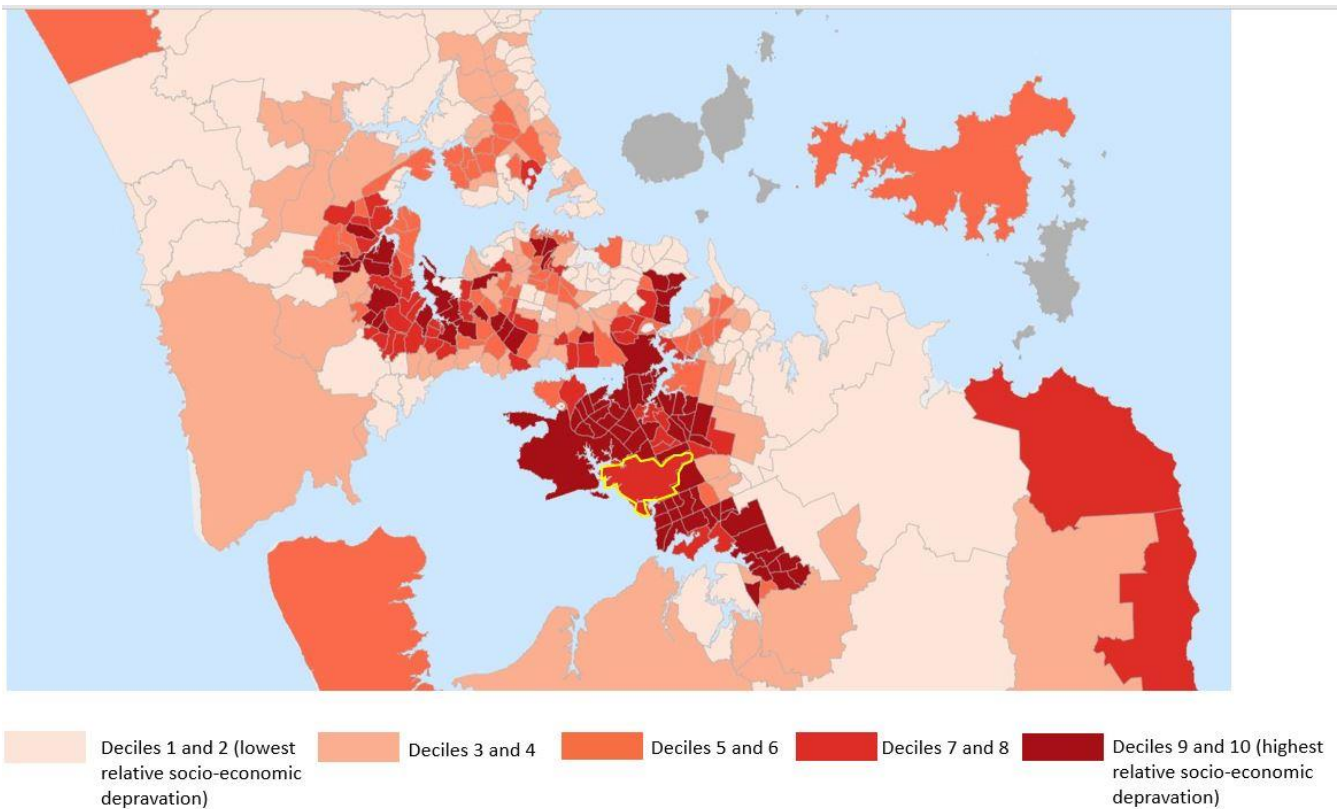


Figure 5: NZ Dep 2013 map of Auckland showing the relative socioeconomic deprivation of Wiri.

The area surrounding Korowai Manaaki is industrial. An image of the businesses surrounding the three correctional facilities is shown in Figure 6 below.



## 5.4 Community Feedback received

A letter was sent by Oranga Tamariki on 29 January 2019 on the proposed alteration to designation. No feedback was received from the community.

The Manurewa Local Board was met with on the 14<sup>th</sup> February 2019, concerns that were relevant to Korowai Manaaki were as follows:

- How there will be an increase across the country for demand for youth justice facilities, with the raising of age and the shortage of capacity this might result in combined by a feeling that this area of South Auckland seemed to be where all correctional type facilities get put;
- A possible increase in the number of out of town residents placed at the facility;

It appears that there was less concern from the Local Board and community on the proposed changes to Korowai Manaaki (noting that the meeting on 29 January 2019 discussed both changes at this facility and the Residents at Weymouth (currently named Whakatakapokai)).

## 6 Social Impact Assessment

This assessment considers the potential social impacts on both the local neighbourhood (Wiri Industrial Estate) and the wider surrounding community (Manurewa Local Board) from the location and nature of the site. The significance and severity of these potential effects and potential mitigation methods will be discussed. As the scope of this SIA is to assess the potential social impacts in the context of a change in the designation for the Resource Management Act 1991, this effects assessment does not consider the effects on the internal social environment or operations within the residence. For example, the assessment considers the staffing requirements for the facility in respect of how the movements of these staff to and from the facility might impact on surrounding residents, but not on the appropriateness of staffing numbers for the wellbeing of these employees.

The assessment considers the potential impacts (if any) arising from opportunities residents have to use the site and move to and from the site (e.g. for Court, medical, work or social experiences). As set out in the scope, it does not consider the wellbeing or rehabilitation of these residents, but rather is limited in respect of the potential effects that this may have for the surrounding community.

This effects assessment is provisional and draws on the potential physical environment and operational changes that may be required for Korowai Manaaki in light of the increase in capacity.

### 6.1 Rating

The assessment of potential social impacts is considered as either: **positive** or **negative** on the basis of whether the anticipated social consequences will either enhance or detract from the community values, social processes or social infrastructure identified in the Community Profile and in accordance with the impact framework set out above.

In all sections this assessment considers social impacts at the following scales, regional, local community and sub-local. Whilst it is acknowledged that impacts are experienced at an individual/household level this has not been the focus of the social impact assessment which looks at a community scale. The RMA provides for individuals and groups to make submissions and this provides a forum for consideration of individual/household level impacts.

In all cases it is noted that the **potential** impacts have the potential to be reduced, remedied or mitigated by project design and implementation of management and/or mitigation strategies. This will be discussed in section 8.



The scale of the potential impact is identified as either very low (negligible), low, moderate, high or very high. This assessment is made on consideration of the assessed duration and scale of impact. The following describes the assessment scale:

#### **Very low (negligible):**

- Short/temporary duration (temporary e.g. weeks/months)
- Small extent of impact for community (e.g. less than 10% of a community impacted)
- Very low or Negligible level or severity of impact (a preliminary assessment of what the impact is likely to be / how much it will likely affect those involved at a community level<sup>9</sup>)

#### **Low**

- Transitional duration (e.g. months or for periods of construction activity)
- Small to medium extent of impact on a community (e.g. less than 10% to up to 50% of a community impacted)
- Low level of severity of impact (what the severity of the preliminary impact is likely to be / how much it will affect those involved at a community level)

#### **Moderate**

- Transitional to long term duration (e.g. months to years, e.g. impacts that will extend over and throughout a construction period)
- Medium to scale or extent of impact for community (e.g. around half of an identified community experience the impacted)
- Low to Moderate level of severity of impact (what the severity of the preliminary impact is likely to be / how much it will affect those involved at a community level)

#### **High**

- Long term duration (e.g. years to permanent impact)
- Medium to large scale extent of impact for community (e.g. More than half or the majority of a community is considered likely to experience the impact)
- Moderate to High level of severity of impact (what the severity of the preliminary impact is likely to be / how much it will affect those involved at a community level)

#### **Very High**

- Long term duration (e.g. more likely to be a permanent impact)
- Large extent or scale of impact for community (e.g. Most of a community is likely to experience the impact)
- High to Very High level severity of impact (what the severity of the preliminary impact is likely to be / how much it will affect those involved at a community level)

For example, an impact that is likely to be experienced by more than half of an identified community, but for a long duration or to a high level of severity is considered a 'High' impact, while an impact experienced by this same community but for transitional period and to a low extent of severity would be considered a 'Moderate' impact.

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<sup>9</sup> Throughout this assessment it is important to note that the social impact assessment does not attempt to account for all 'individual' impacts. As such, it is acknowledged that different people within a community will experience a project and the impacts of a project in different ways. These individual issues are an important consideration to any project and are most appropriately considered through individual submissions from those parties.

## 6.2 Potential effects

There are a number of potential social impacts from the proposed alteration to designation. Following the analysis of relevant literature and the project and community context, the framework from section 3.1 was reviewed and revised to specifically target potential impacts from this project for these communities.

The impacts assessment considers:

- **Impacts on perceived sense of and actual safety**
- **Impacts on the quality of the environment** – This includes people’s well-being (related to changes to the environment), sense of place and identity and changes to the character and amenity of living environments and character of communities.

The proposed change is to expand the capacity of Korowai Manaaki to provide for 10 additional residents. This is a less than 25% increase in numbers and will be accommodated by a proportional increase in staff to maintain ratios. Furthermore, Korowai Manaaki is located in an industrial area, alongside two large adult correctional facilities and there are no households within a 10-minute walk from the facility. Therefore, the scale of the proposed changes, within the context of the existing presence and size of correctional facilities is considered to be small. There is already a large adult and youth prison population in this local neighbourhood, therefore residents’ sense of safety is not likely to be significantly impacted by the proposed increase in capacity and age limit.

Due to the small scale of changes and the distance from residents, it is expected that any potential effects are likely to be internalised in the facility and will not be appreciable by [both the local neighbourhood and wider community](#). New Zealand case studies have shown no correlation between correctional facilities and an increase in crime, and while there were some incidents at Korowai Manaaki in 2016 and 2017, they were mostly attributed to understaffing issues and have not been encountered since. As staff numbers will increase to maintain the current staff to resident ratios the risk of escapes is not considered likely to increase with the alteration to designation, assuming that any future building work to accommodate the expansion are of equivalent security to the existing units. Increased staff movements are also not likely to be noticed by the local community due to the distance from residential areas and community facilities, therefore these staff movements are not expected to affect the sense of safety or surveillance for the community. Therefore, any adverse effects on perceived and actual safety of the [local neighbourhood and wider community](#) are considered to be **very low**.

Community sense of safety may also be impacted by the presence of visiting families. This impact is expressed in terms of the perception that there may be an increase of prisoner families moving into an area to be closer to family members (it is noted that the short length of stay in the case of youth justice facilities may well address this perception concern). Furthermore, as discussed in the literature review, previous studies show that prisoner families do not tend to relocate into the wider surrounding community and that there is no correlation between those prisoner families that do move into areas and any increase incidences of crime in other New Zealand case studies.

Sense of place of the local neighbourhood and wider community is likely to be affected by the presence of the three correctional facilities. While located in an industrial area away from residents, they have been subject to strong opposition by some members of the community in the past, in particular those that feel they are overburdening an already disadvantaged community. The cumulative effects of these facilities on the community have been acknowledged, however, given the small scale of the proposed changes it is not likely any change will be discernible by the community. Korowai Manaaki is already established on this site and the proposed increase in capacity and age limit is not considered to significantly change the nature of this activity. There are no physical changes proposed on the site at this stage, meaning visibility of the facility will not change. Although the increased capacity of the facility is a permanent change, effects will be internalised

such that the physical change of having more residents onsite is not visible to the community 'from the outside'. As a result, any adverse effects on [the local neighbourhood and wider](#) community sense of place by the proposed designation is assessed to be **low**.

As discussed in the literature review, any adverse effect on property value is usually temporary and limited to immediate neighbours of a correctional facility. The surrounding area to Korowai Manaaki includes businesses with industrial activities, and there are no households within a 10-minute walk of Korowai Manaaki. Property value within the local [neighbourhood](#) is not expected to be affected. Furthermore, given the proximity of two large adult prisons and the scale of proposed changes being small and the use remaining the same, any adverse effect on property values of on the wider community are considered to be **very low**.

### 6.3 Mitigation measures

It is understood that there are existing mechanisms, including a Community Liaison Committee established for the interaction between the community, stakeholders and Oranga Tamariki (this is consistent with the requirements of the Oranga Tamariki (Residential Care) Regulations 1996). The functions of this Community Liaison Committee are set out in section 35 of The Regulations and include (amongst others):

- Promoting a positive relationship between the facility and its surrounding community;
- Monitoring the effects of the residence on the surrounding community and the effectiveness of measures to mitigate or respond to adverse effects identified;
- Monitoring the effectiveness of security management plans for the residence and in particular to review any escapes or similar from the residence; and
- To respond to concerns raised by residents of the surrounding community.

The continuation of this committee is considered to provide appropriate mitigation for the identified potential social effects as it provides a mechanism through which further community concerns and issues that may arise can be voiced and addressed. It is recommended that the continuation of this Community Liaison Group is included as a condition for the designation.

### 6.4 Conclusion

On the basis of the above considerations, we conclude that the changes at the facility will largely be internalised. Potential adverse effects on the local and wider community are not likely to be appreciable by the community due to the small scale of the proposed changes within the context of current land use. On this basis, it is considered that the potential adverse social impacts proposed to the designation will be minor. No further mitigation measures are considered necessary with respect to the potential social impacts of the change in designation proposed.

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