

Alteration to Designation 3800 Care and Protection Residential Centre – Social Impact Assessment

Prepared for Oranga Tamariki-Ministry for Children

Prepared by Beca Limited

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Contents

Executive Summary	1
1 Introduction.....	1
1.1 Key Limitations and Assumptions.....	1
1.2 Exclusions.....	2
2 Project Summary	3
2.1 Whakatakapokai	3
2.2 Proposed Alteration to Designation	4
3 Social Impact Assessment Methodology.....	7
3.1 Social Impact Assessment Framework	7
3.2 Methodology Overview	7
3.3 Preparation of the Report	8
4 Literature Review.....	9
4.1 Literature Information on Youth Justice.....	9
4.2 Case Study Reviews.....	9
4.3 Media portrayal of youth justice facilities.....	11
5 The Existing Environment	13
5.1 Site History	13
5.2 Establishing the Study Area	14
5.3 Community Profiles.....	16
5.4 Community feedback received	19
6 Social Impact Assessment	21
6.1 Rating.....	21
6.2 Potential Social Impacts	23
7 Measures to Avoid, Remedy and Mitigate.....	27
7.1 Community Engagement.....	27
7.2 Conclusion	30
8 Bibliography.....	31

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Executive Summary

This report has been prepared for Oranga Tamariki-Ministry for Children (Oranga Tamariki) to support the application for a Notice of Requirement for the Alteration to Designation 3800 (purpose Care and Protection Residential Centre – Upper North). Identified in Chapter K in the Auckland Unitary Plan: Operative in Part (AUP(OP)) as being located at 398 Weymouth Road, Weymouth, legally described as section 2 SO362124.

The alteration to designation proposes to make the following changes:

- Change of purpose and conditions - The residence will transition to accommodate tamariki/children and rangatahi/young people for either care and protection or youth justice reasons, including those who are placed in the custody of the chief executive of Oranga Tamariki for certain adult jurisdiction reasons, or who are transitioning out of care/custody. 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).
- Expansion - An increase in the number of tamariki and rangatahi who may live at the residence (from 20 to 30).

This 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 future Residence (currently known as Whakatakapokai but will be subject to a name change following the outcome of this application) in light of the increases to capacity, age 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 residence.

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

- The expansion of capacity to provide for 10 additional residents is a 50% increase in numbers and will be accommodated with increased staff on-site.
- The location of the residence adjoining a residential area and a main road into Weymouth community, as well as the proximity to two other correctional facilities in the wider area and a number of community facilities, means there is a potential impact on the sense of place (identity) of the community.
- Community feedback received by Oranga Tamariki indicates the community is concerned by the proposed alteration to designation.

On the basis of the above considerations, we conclude that the changes at the residence will have potentially low to high adverse social impacts. High potential impacts will be concentrated to the immediate 'neighbours' of the residence, but also associated with potential impacts of sense of place and identity for the wider Weymouth community.

To address these potential impacts mitigation measures are proposed, particularly establishing a process for both community liaison and local neighbourhood engagement and the preparation of a Social Impact Management Plan to manage the potential social impacts of the changes in use of the Residence and the potential physical changes that are anticipated for the site associated with this change in use. Subject to this mitigation, it is considered that the potential adverse social impacts can be ameliorated.

1 Introduction

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 3800 Care and Protection Residential Centre – Upper North (398 Weymouth Road, Weymouth, Auckland) in the Auckland Unitary Plan: Operative in Part (AUP:OiP). 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 proposed alteration to the Care and Protection Residence designation is to update the purpose and conditions of the designation to provide for expansion and change of use of the residence. The proposed change of use is to allow for the residence to provide youth justice residential services and the expansion of use is to provide for an increase of up to 50% in the number of children or young people residing at the residence.

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 tamariki/children and rangatahi/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.

Whakatakopokai was opened as a care and protection residence in 2006 and currently provides care for up to 20 children at any one time. This residence was previously used as a youth justice residence and was redeveloped after the opening of Korowai Manaaki on Kiwi Tamaki Drive in 2003. At that time this reflected Child, Youth and Family's 1996 residential services strategy which set out to separate youth justice from care and protection services.

The scope of this SIA is to assess the social impacts in the context of an alteration to designation for the purpose of the Resource Management Act 1991 (RMA) process. The SIA is focussed on the effects on the environment and community surrounding the site. 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 dated 24 January 2019 have been sent from Oranga Tamariki to all properties within 500m of the site (approximately 920 letters). As authors of the SIA, we were provided an opportunity to review and comment on the content and questions asked in this letter. Response information received from Oranga Tamariki has been reviewed and other community data 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 issues the surrounding community may have regarding the residence and its proposed change may come to light during the designation process.

This report has been prepared on the basis of directions from Oranga Tamariki 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 will currently involve only minor works to enhance some security features and internal work within the Wharenui to make it suitable for use as a Care and Protection hub, but that in the event that Oranga Tamariki need to increase the number of children and young people placed there to 30 then additional accommodation would be required. 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 residence). 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 staffing movements to and from the residence).
- 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)¹.
- 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).

¹ While the scope of this issue has been considered, given the context of this site (within the Auckland metropolitan area) the changes in employment (at a catchment scale) are not considered measurable and as such potential socio-economic impacts have not been considered further.

2 Project Summary

The following provides a summary of the existing residence and the proposed alteration to the designation.

2.1 Whakatakapokai

Whakatakapokai is a care and protection residence that has been operating since 2006. Prior to its use as a care and protection residence, the site was used as a youth justice residence from 1973.



Figure 1: Aerial view of Whakatakapokai Care and Protection Residence. Source: Auckland Council Geomaps.

Whakatakapokai is one of four managed care and protection residences in New Zealand. The aim of Whakatakapokai is to provide a safe, secure and supportive environment for tamariki/children and rangatahi/young people who are at risk so they can improve their prospects for the future.

Whakatakapokai currently provides care for up to 20 rangatahi/young people aged between 14 and 16 years old (inclusive), 24 hours a day, 7 days a week.

Whakatakapokai caters for children or young persons placed in the residence for a particular reason including the following:

- A tamariki/child's or rangatahi/young person's actions are putting them or others at risk, or
- It is unsafe for the child or young person is to live elsewhere.

The residence also includes a marae, school, pool, recreation fields and courts, an administration block and a flat for family visitors or a young person transitioning to independent living on-site at Whakatakapokai. Whakatakapokai was the first care and protection residence to open a bicultural roopu providing separate space for a programme of care and education that incorporates Māori principles.

There are typically between 36 and 40 staff on-site at Whakatakapokai during school hours, between 8 and 12 staff members on-site at any one time over the weekend and 6 staff on night shift.

2.2 Proposed Alteration to Designation

2.2.1 Operational Changes

Oranga Tamariki currently has a number of secure residential facilities providing youth justice and care and protection placements and services to tamariki/children and rangatahi/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).

The Oranga Tamariki Act has 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. We have been advised that Oranga Tamariki expects that additional youth justice placement options for tamariki/children and rangatahi/young people placed in the custody of the Chief Executive will be required.

Furthermore, we understand the Ministry has identified that a lack of national consistency between the existing designations for youth justice residences, and in particular the operational constraints imposed by the designation conditions do not provide Oranga Tamariki with the necessary operational flexibility to manage placement demand.

For the above reasons, Oranga Tamariki proposes an alteration to designation to make the following changes:

- Expansion - increase in capacity from 20 children and young persons to 30 children and young persons; and
- Change of purpose - the current designation provides for care and protection residential care only. The change in purpose will provide for youth justice as an additional purpose of the designation. This change will enable youth justice placement options for tamariki/children and rangatahi/young people placed in the custody of the chief executive of Oranga Tamariki as well as certain adult jurisdiction placements;
- Change of conditions - to increase the current age limit of residents from 16 years to 19 years (inclusive). This will enable rangatahi/young people who are placed for youth justice purposes to remain there even if they have a birthday over the period that they have been placed in custody of the chief executive of Oranga Tamariki. It will also enable Oranga Tamariki to accept placements where asked or required under other legislation and enable Oranga Tamariki to provide accommodation or support services to rangatahi/young people as they transition out of care or custody.

As a consequence of the expansion of residential activity and the change in purpose it is understood that there is likely to be an increase in the staffing requirements for Whakatakapokai. It is anticipated that at the proposed future maximum capacity (30 children and young people) there will be between 50 and 57 staff on-site during school and business hours, and between 13 and 16 staff members during the weekend.

For completeness, it is understood that the youth justice operation of the facility will enable it to cater for children and young persons directed to the residence for one of the following reasons:

- Children and young person are arrested and charged by Police then placed at the Residence until attendance at Youth Court.

- Children and young person are detained in the custody of the chief executive by the Youth Court and placed at the Residence until the case is settled (this can take up to three weeks or longer if the charges are denied).
- Children and young person 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 a youth justice facility.

It is our understanding that the majority of residents at youth justice facilities are directed to that residence for the first three reasons (e.g. there is only a small proportion of residents there for a court sentence or on remanded in adult jurisdiction). In this respect, it is noted that there is a difference between the likely current management / operation of the Weymouth residence 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.

2.2.2 Physical Changes

The proposed alteration to designation does not include details of physical changes to the site and facilities. However, Oranga Tamariki have indicated that some minor works would occur to enhance some security features and internal work within the Wharenui to make it suitable for use as a Care and Protection hub, security features include bringing doors, locks and glazing to a similar standard as at other youth justice residences, additional live CCTV coverage, and bollards set back from the road (though no detailed plans of these works have been reviewed in the preparation of this SIA). Oranga Tamariki have also advised that in order to be able to place the proposed maximum 30 children and young people additional accommodation would be required along with infrastructure to support the additional staff. However, it is important to recognise that provision of additional security measures at the facility do not necessarily mean just physical building or fencing changes.

For completeness, the following sets out our understanding of potential approaches to safety and security within a youth justice residence:

- Placement decisions provide a 'first approach' to security and are based on assessment of each child/young person's circumstances and their profile with a process to match this to the right location (given security systems at a facility). This will include consideration of factors such as the nature of the offending, status (remand or sentenced), child's or young person's age, vulnerability, previous offending or history in care Close supervision with high staff to child ratio (both within the site or in the transfer of residents). Staff are required to maintain line of sight with all children and young people and they are escorted when accessing any area of the residence outside their accommodation
- Behaviour management and staff / resident relationships
- Structured programmes (education, vocational, cultural)
- Transitioning processes (support for children / youth leaving the facility to other community and supported facilities)
- Physical security (discussed above).

In this regard, the specific nature of any security changes will be determined in future detailed design stages, alongside wider operational and security management planning.

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 the appropriate mitigation strategies.

This SIA uses 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:²

- **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**³ – 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. This is based on the author's assessment of relevant or potential social issues for the specific proposal (essentially a screening of potential impacts). This is detailed in section 6.2.

3.2 Methodology Overview

This section outlines:

- The social science methods used to gather, analyse and present social data; and

² Vanclay, F. (2003). International principles for social impact assessment. *Impact assessment and project appraisal*, 21(1), 5-12.

³ 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).

- 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, geographical areas and the demographic context;
- **Step 2 – Information gathering** – literature review, demographic analysis, including profiling the community and community change over time; limited engagement / consultation input, media review and review of Community Liaison Committee and facility operation processes; 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 expected operational characteristics of the Weymouth residence and summarises the changes being sought to the designation. On this basis, we understand that the majority of future residents at the facility are not expected to be resident for there to serve a court sentence. However, it is also recognised that the designation conditions as drafted provide for a 'potential operation' which could mean that all youth resident at the facility are there by direction from 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, proposed alteration to designation and operation information supplied by Oranga Tamariki regarding site security and emergency management processes;
- Review of Community Liaison Committee notes provided by Oranga Tamariki (for meetings held 2016 to 2019);
- Review of literature relating to justice facilities and social impacts in the community (including other SIAs and academic research);
- Review of New Zealand media coverage relating to youth justice facilities;
- Review of Statistic New Zealand Data for the surrounding area; and
- Review of consultation and stakeholder engagement carried out by Oranga Tamariki (including letter and local board records).

The bibliography in Section 8 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.

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 residences and adult correctional facilities. Systems like family group conferences and separate youth justice residences 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 residences 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 residence 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 below⁴.

⁴ 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

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 into 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 Schicor (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 a Whanganui correctional facility fear or 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 1980s 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

proxy for understanding potential social impacts of youth care and protection facilities, where other information is limited. This approach 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.

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 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 Whanganui 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, Schichor (1992) contends that prisons are often sited in 'low prestige' communities as 'higher prestige' communities have greater resources to resist them (Morgan & Baines, 2001). Schichor (1992) also presents information that 'community status' is affected by correctional facility location.

Whilst reiterating that the above literature is almost completely focused to '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 no studies were 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 safety⁵.

⁵ 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.

The nearest existing youth justice residence to the Weymouth Road Residence is Korowai Manaaki. 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 rangatahi/young people. Later that year (October 2016), 7 boys escaped, overpowering 3 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 residence. 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.

A more positive image of youth justice facilities has been conveyed in the media more recently. For example, an article in Otago Daily Times in January 2018 outlined how the Minister for Children, the Hon Tracey Martin, was impressed with the support that youth remand and care and protection residences received from the Dunedin community. In April 2018 the New Zealand Herald published an article including two success stories of residents in the nearby Korowai Manaaki youth justice residence. 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 residence 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 youth justice 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)⁶. 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.

With specific reference to the Weymouth Road Residence there has also been media coverage. The communities surrounding the site have opposed proposals for correctional facilities in the past, including the nearby Korowai Manaaki and 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. In addition proximity to community facilities such as schools have been a primary concern although lessened in relation to youth justice residences. Further site specific media coverage related to historic use and the proposed change in purpose of the Whakatakapokai residence in 2002/2003 is detailed in the site history at Section 5.1 of this SIA.

⁶ "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 “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;
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 population characteristics of these communities. This section draws from population statistics including 2013 Census Data⁷, the deprivation index, and nearby community facilities.

5.1 Site History

Whakatakakopakai was opened as a care and protection residence in 2006, however, the residence has been part of the area as a youth justice residence since 1973. The establishment of Korowai Manaaki youth justice residence in Wiri enabled this site to be redeveloped as a purpose-built space for the care and protection of vulnerable tamariki/children and rangatahi/young people, as a result of Child, Youth and Family’s 1996 residential services strategy which sought to separate youth justice from care and protection services.

The site was originally designated in 1967 as a ‘girl’s training centre’ under the district scheme at that time, and has been designated since then under both the Town and Country Planning Act 1977 and RMA processes. The residence had three hostels with capacity for up to 60 residents and included an administration block, school and gym (Stanley, 2016). The residence was surrounded by a 40-acre farm where the girls would ride horses and go canoeing (Collins, 2006).

In 1992, the Planning Tribunal (*Manukau City Council vs Minister of Social Welfare* (1992) 1 NZRMA 197) found that the use of the residence (at the time called Weymouth Residential Centre) for youth justice and the care of boys and young men was in breach of its designation purpose. Following that decision, the Minister of Social Welfare sought an alteration to the designation purpose to enable use of the site for young women and men for both care and protection and youth justice purposes. That altered designation was subject to a series of conditions which excluded certain categories of children and young persons from the centre, saw the creation of a Community Liaison Committee and controlled the extent of development on the site. The designation was then rolled over into the Manukau City Proposed District Plan. Following an appeal by the Council (which was settled by consent in 2002) a sunset clause for the provision of youth justice facilities at the site was included in the conditions.

In 2002 a Notice of Requirement was lodged by the Minister of Social Services and Employment to obtain a new designation for the site to limit the use of the redeveloped residence to care and protection of children and young persons. This is the designation currently in place. In the press release from the Ministry of Social Development and Employment, spokesperson Steve Maharey expressed his commitment to using the residence only for care and protection as soon as possible. Some articles referenced ‘relief’ from the community that the residence no longer includes youth justice residents (Thompson, June 4) and that violent offenders were previously removed from the residence in response to community concern.

⁷ 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.

A press release by the Public Service Association raised concerns of unsafe security conditions caused by inadequate staffing in 2003. Later in November that year six young offenders escaped from the residence by attacking a social worker and stealing her keys. According to the New Zealand Herald a local resident who had lived on Weymouth Road for 16 years said there were regular escapes and that local residents were not always notified (Gower, 2003). Act Social Welfare Spokesman Muriel Newman revealed there were 27 escapes from the Northern Residential Centre between April 2001 and October 2002, 12 of which lasted longer than one week (Scoop Parliament, 8 Oct 2002).

In 2006, the residence was opened as a care and protection residence (Whakatakāpokai). This was followed by the surrounding farmland of the site being sold to Housing New Zealand and the Ministry of Education. Waimahia Inlet development was subsequently developed by Tamaki Makaurau Community Housing, a partnership of not for profit organisation including New Zealand Housing Foundation, CORT Community Housing, Ngā Mana Whenua o Tāmaki Makaurau- Tāmaki Collective and Auckland and Onehunga Hostel Endowment Trust, to provide affordable houses for first home buyers. The development was completed in 2017. As of 2016, Waimahia Inlet was New Zealand's largest third sector housing development (Fergusson, Witten, Kearns and Kearns, 2016).

Since the new residence was opened in 2006 there have been no media articles published about escapes or issues at Whakatakāpokai in particular, and we have found no specific media evidence of community concerns regarding its use for care and protection purposes from the community.

5.2 Establishing the Study Area

The proposed alteration to designation does not change the physical boundaries of the existing care and protection residence designation. Oranga Tamariki has advised that while some minor security upgrades to locks, doors, glazing and CCTV will occur, changes to building area or the construction of new accommodation is not currently planned. Whakatakāpokai was opened in 2006, however, it has been part of the area as a youth justice residence since 1973.

The residence is bordered by residential dwellings in the Mixed Housing Suburban and Mixed Housing Urban Zones of the AUP:(OP) and a small unnamed park. The residence is located within the Weymouth neighbourhood. As Whakatakāpokai is located on the edge of this neighbourhood, the southern area of Clendon Park is also within a 10 minute walk from the residence and is considered to be part of the local neighbourhood. State Highway 17 separates the residence from Rowandale, therefore Rowandale is not considered to be a part of the local area. Clendon South, Weymouth West and Weymouth East census area units align with this area and have been used for data collection. These areas are shown in Figure 2 below.

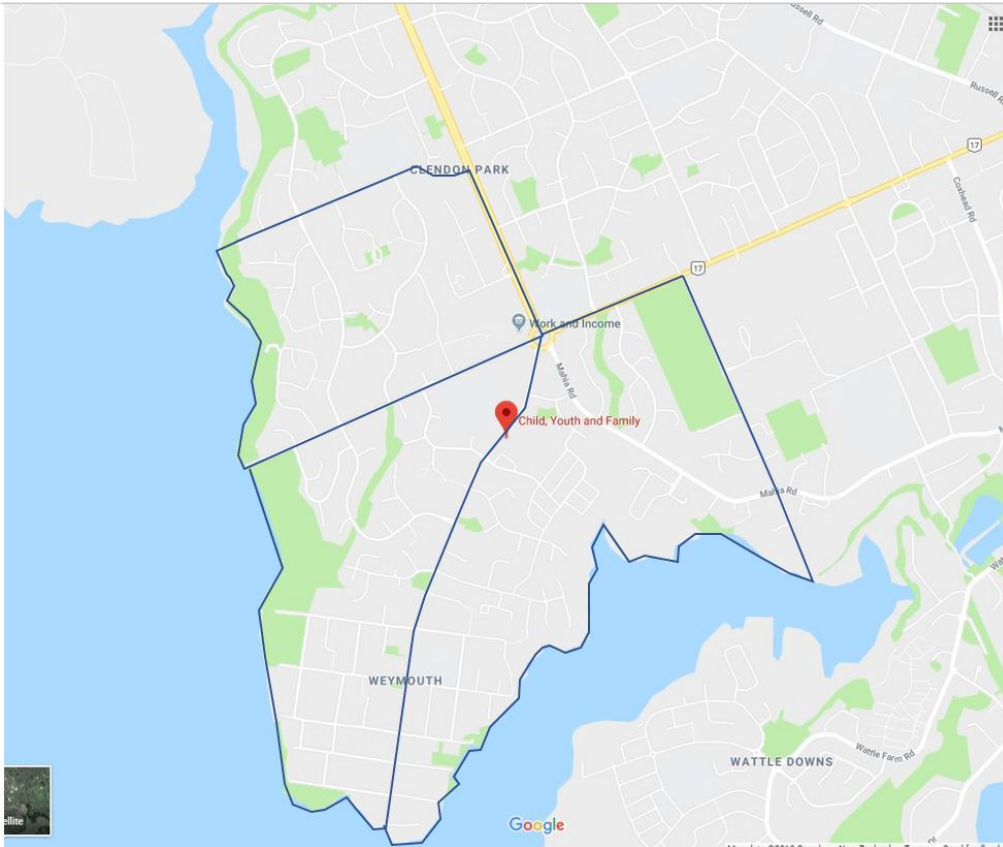


Figure 2: Local neighbourhood of Whakatakakopakai defined by three Census Area Units. Source: Google Maps.

The wider community has been identified as the catchment covered by the Manurewa Local Board which includes the 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 (as shown in Figure 3).



Figure 3: The Wider community of Manurewa Local Board. Source: Auckland Council.

5.3 Community Profiles

5.3.1 Wider Community – Manurewa Local Board

The Residence is located within the Manurewa Local Board in South Auckland. The local board consists of 1 major town centre - Manurewa and 14 smaller villages and suburbs). During the 2013 Census, Manurewa Local Board had an approximate population of 82,242.

The Manurewa Local Board area has a diverse population with 37% European, 33% Pacific, 25% Māori 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 rangatahi/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 across the catchment. 36% of the population serviced by this Local Board live in the most socioeconomically 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 – Weymouth and Clendon South

Weymouth is one of the most socio-economically deprived neighbourhoods of Auckland, with a decile 10 indicating the highest relative level of socio-economic deprivation. Deciles are based on Census 2013 statistics relating to nine indicators, including unemployment, income, home ownership and having access to a car. While it may be efficient to concentrate facilities and provide for more residents at the existing residence, this is part of a wider pattern where justice facilities are concentrated in more deprived areas. Korowai Manaaki youth justice residence as well as women’s and men’s correctional facilities are also located within the wider community in nearby Wiri, so cumulative effects of these facilities should be considered.

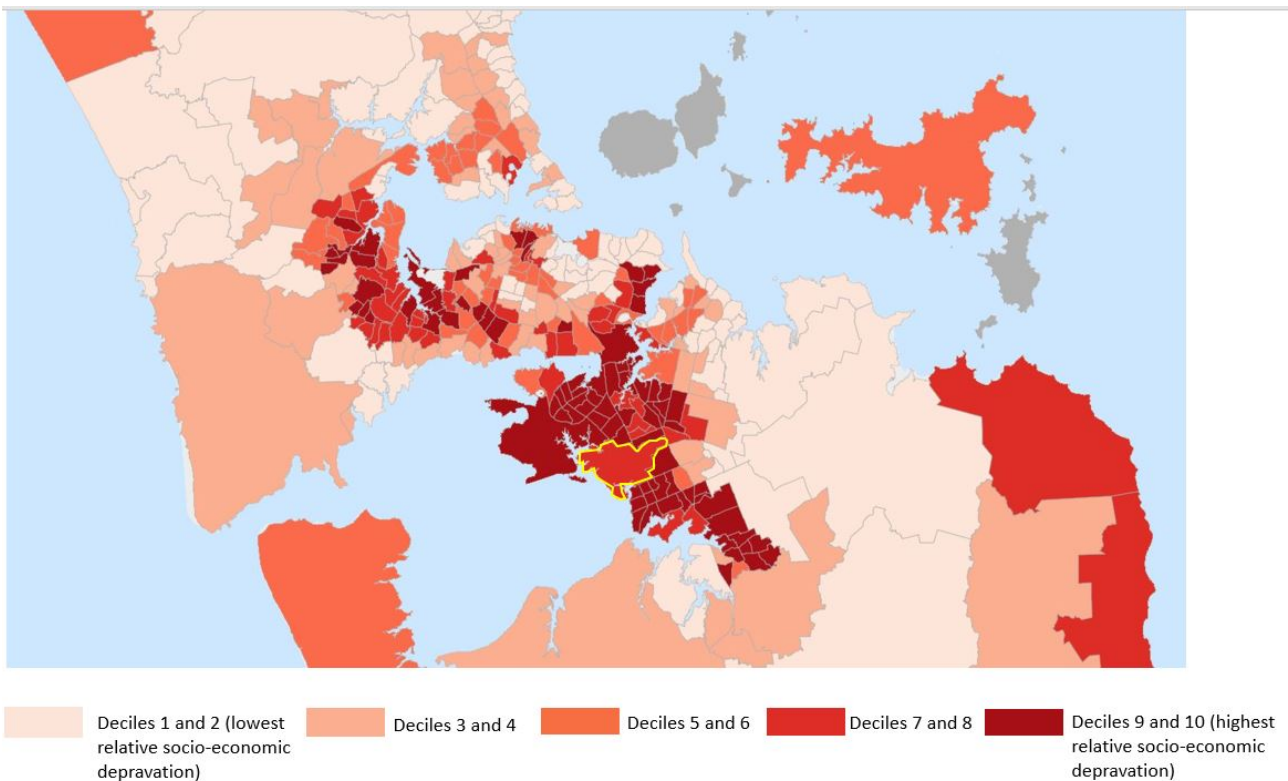


Figure 4: NZ Dep 2013 map of Auckland. Source:

Table 1: Community profile statistics for census area units in the local neighbourhood

	Clendon South	Weymouth West	Weymouth East
Number of people	4,953	4,197	4,992
Median Age	23.9	29.4	28.8
Median Personal Income	\$17,800	\$25,500	\$22,200
Number of Households	1,203	1,155	1,329
Unemployment rate (15 yrs and over)	20.2%	15.6%	15.5%

Pacific peoples are the most common ethnic group in all three area units. Weymouth West and North have a higher proportion of Europeans (37.1% and 32.9% respectively) than Clendon South which has equal proportions of European and Asian groups (16.9%).

During the 2013 census there was a total of 14,142 people in this area, living in 3,687 households. However, since this census the previously vacant land surrounding the site has been sold to Housing New Zealand and converted into an affordable housing development. Waimahia Inlet development was completed in 2017 and is composed of a further 295 dwellings. According to the New Zealand Housing Foundation's website to be eligible for affordable housing at Waimahia Inlet you must:

- Have permanent NZ citizenship or residency
- Have at least one member of household in full time employment
- Be a first home owner
- Total household gross annual income between \$75,000 and \$95,000
- Have a household made up of 4 or more people

As these criteria require full time employment and a household income bracket much higher than the median personal income in 2013, this development may have decreased the overall deprivation of the community slightly. However, it is unlikely this would influence the average age as the housing development would also attract younger households looking to purchase a first home.

Due to the physical geography of Weymouth, the communities rely heavily on Weymouth Road for access in and out of the peninsula. Due to the location of the Residence at the northern end of this road, the Residence will be one of the first features seen as residents and visitors enter into the community. Weymouth has a vibrant neighbourhood and there are a range of community facilities and schools within a 10-minute walk of the Residence. Facilities considered to be particularly impacted are shown on Figure 5 below. The closest is Waimahia Intermediate school which is directly across the road from the residence. At the time of ERO review in July 2017 the school had approximately 200 pupils, made up of a large proportion of Pacific (47%) and Māori (35%) students. Te Matariki Clendon Community centre is an eight minute walk away across Palmers Road.

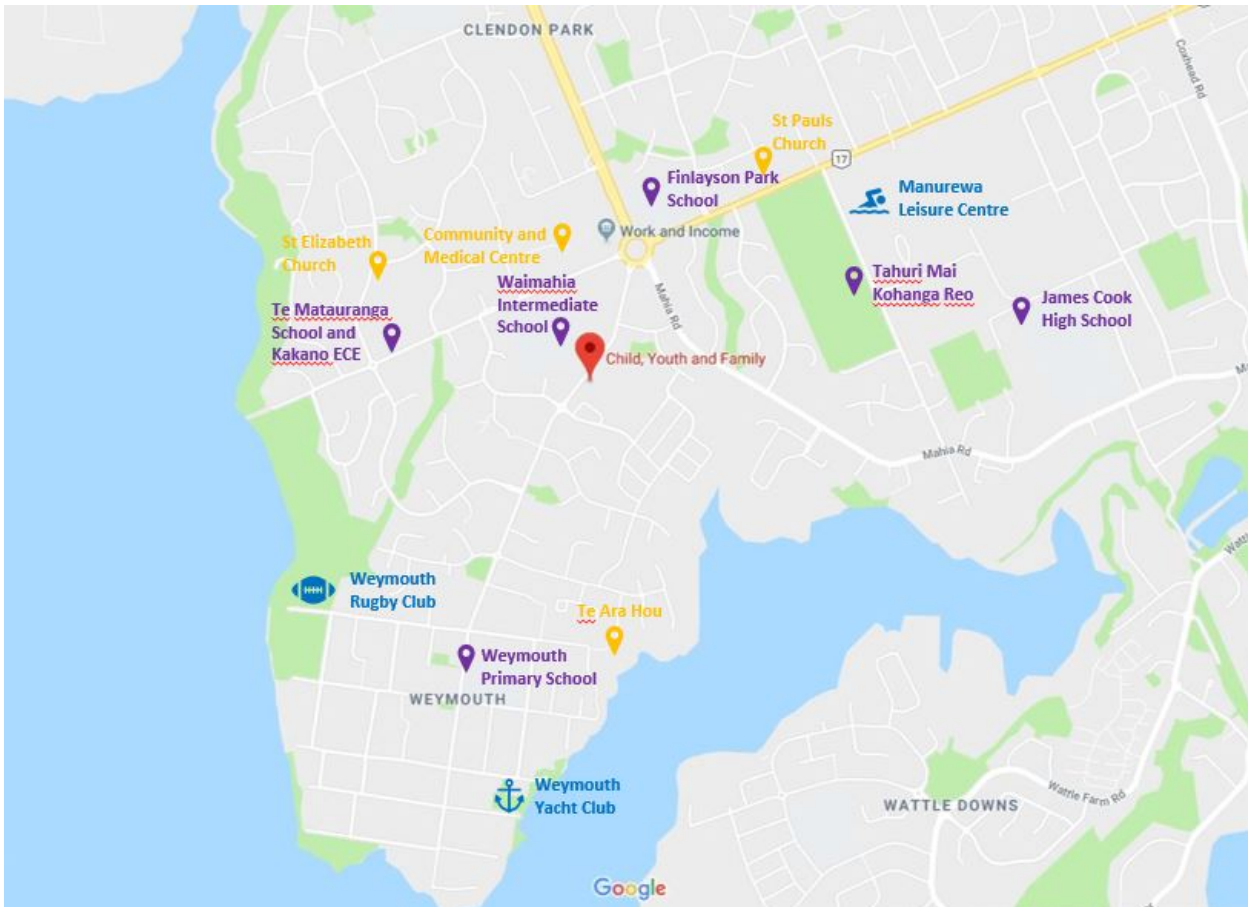


Figure 5: Community facilities within a 10-minute walk of Whakatakapokai. Source: Google Maps.

5.4 Community feedback received

Feedback was received from members of the community in response to a letter (sent by Oranga Tamariki on 29 January 2019) on the proposed alteration to the designation. The feedback generally opposed the proposed alteration, based on the following concerns:

- Fear that the residence could become exclusively for youth justice residents in future.
- Increasing the age limit puts the community at higher risk and could cause an increase in violence.
- The already high level of crime could increase as a result of increased capacity at the residence, as friends and family of troubled kids are being attracted into the area (e.g. to be close to family) and for youth justice placements.
- Fear for personal safety, particularly for the many young families in the adjoining Waimahia development with children, and for safety of their properties. Particular reference to a daycare centre being built in the area and cause for alarm for families. Noted that Whakatakapokai residents come and go from the Waimahia development.
- Increased security risk to neighbouring residents, including risk of escape of residents. There is reference to existing security issues at the residence that have not been addressed.
- No mention of security measures to be implemented, which would be needed. These security measures could make the entry to Weymouth 'ugly' and 'uninviting'. Also, no information of new building(s) to house the 10 additional residents.
- Decrease in property values.

- Community feels like a “dumping ground” – given the existing corrections facilities in the area and a Drug and Alcohol Rehabilitation Centre in Weymouth. Community does not want to live next to a ‘prison’.
- Noise from staff finishing shifts around 11pm.
- Existing congestion at the residence and adequacy of education, targeted programmes and staffing (nurses).
- Suggestion to extend the youth justice residence in Wiri (Korowai Manaaki) instead of utilising this residence.
- Uncertainty in the detail provided by Oranga Tamariki and that consultation has not included all Weymouth residents or been properly undertaken.

This feedback signals community concern relating to the proposed alteration to designation. It is noted that the issues identified are consistent with those scoped from the media and literature reviews set out earlier in this report. These concerns and potential impacts are considered further in the evaluation of potential social impacts in Section 6 of this SIA.

6 Social Impact Assessment

This assessment considers the potential social impacts of the alteration to the designation on both the local neighbourhood (Clendon South, Weymouth East and Weymouth West) and the wider surrounding community (Manurewa Local Board). 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 RMA, 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 residence in respect of how the movements of these staff to and from the residence might impact on surrounding residents, but not on the appropriateness of staffing numbers for the wellbeing of these employees.
- The assessment considers the opportunities residents have to use the existing site and move to and from the site (e.g. for Court, medical, work or social experiences), not to consider the wellbeing or rehabilitation of these residents, but 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 the existing residence in light of the increase in capacity. It is also acknowledged that this assessment provides for changes that are 'enabled' at the facility by the proposed changes, rather than changes that are expected to be realised by Oranga Tamariki. The assessment considers the change in age for residence at the facility, but understands that the security management process (set out in section 2 of this report) may mean that the majority of residents at the facility are likely to be under the limit of 19 years.

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 is discussed further in section 7 of this report.

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 both the scale of impact and an assessed of the duration of that impact – particularly acknowledging the potential social consequences arising from the 'planning phase' (or pre-implementation) where there is a higher degree of speculation and impacts are particularly around the communities fears and perceptions of the potential impacts of the residence on their community and neighbourhood.

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 level⁸)

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, a moderate extent impact is likely to be experienced by more than half of an 'identified community', but for a long duration this is considered a 'High' impact while a shorter duration of higher scale impact will also be considered 'High'. In contrast, a low extent of impact experienced by this same community but for a transitional period would be considered a 'Low' impact. In this regard, with the social impact assessment is focused on 'community scale' (rather than individual impacts), it is also important to consider the overall scale of each community (in this case we have considered communities at the overall Ward, suburb and neighbourhood scales).

⁸ 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 Social Impacts

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.

Reviewing the literature and media coverage and community consultation feedback, the overall social impact framework has been 'screened' to focus on the following potential social impacts for this proposal:

- **Impacts on way of life** – How people carry out and get to their activities of day living including consideration of access to and between communities and places / centres where people live, work and play;
- **Impacts on their community** – This includes community cohesion, stability, character, services and facilities;
- **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.
- **Impacts on health and wellbeing** – health is a state of complete physical, mental, social and spiritual wellbeing;
- **Impacts on property values** – This includes the community's concerns for decreasing property values.
- **Impacts on their fears and aspirations** – This includes the community's perceived safety, fears about the future of their community, and their aspirations for their future and the future of their children.

The proposed alteration to designation is to expand the capacity of the residence by up to 50% to accommodate up to 30 tamariki and rangatahi at one time, and change the purpose to include youth justice (as well as the care and protection hub) and increase the age limit up to (and including) 19 years old. It is acknowledged that increased staff may result in employment opportunities (local and regional). While there will be an increase in employment / staff levels as a result of the change in use of the residence, given the scale of the Auckland and South Auckland employment catchment of the site, the increased employment opportunities are not considered a measurable socio-economic change (at a community level). As such, no further specific assessment is made of this element of the proposal.

Although only minor physical changes are required at this stage (some additional minor security enhancements and work in the Wharenui), we anticipate that both physical and operational changes may be required for the Residence in light of the increases to capacity and change in purpose (described further in section 2 of this report). For example, both the increase in number of residents and the nature of those residents will require increased staffing numbers (e.g. for floor / care staff, teachers and clinical specialists etc). This will result in additional movements to and from the residence. In addition, while not defined at this stage, it is expected that there will be a number of security changes to the current 'care and protection' residence to implement security plans as a youth justice residence. It is recognised that not all these measures may be physical works (e.g. they may be achieved by increasing staff numbers), as such a comparison of the existing site with nearby Korowai Manaaki does not necessarily equate to the physical changes that are likely for operational security. However, it is considered that there is potential that such changes may be required in the future, given the nature of changes proposed to the Conditions for designation (e.g. if the full capacity of the unit were to provide for older youth at a higher risk category, there may be physical changes to the facility required). While it is understood that the intention of Oranga Tamariki is to provide a variety of youth justice facilities (e.g. not duplicating those services at Korowai Manaaki), this potential is also identified. As such, potential impacts on the quality of the environment from changes in visibility may be a consequence of the nature of the change in purpose proposed by the designation.

Residents and visitors accessing Weymouth all travel along Weymouth Road to access Weymouth communities. This is the main road in and out of the suburb, as shown in Figure 5 above. As such, it is considered that any changes to the visibility of the residence, such as physical changes in the form of signage and fencing or increased security measures for vehicle access may give rise to adverse effects on the community's sense of place. Furthermore, the change of purpose to include youth justice will likely result in changes in the community's perception or 'visibility' of the place as they become aware of this transition. This will be exacerbated by any changes to the appearance/visibility of activity at the site, such as increasing police van movements, police or staff movements (particularly if there are increased staff shifts), or other 'secure transport' movements to and from the site. Community feedback further indicated concerns that security measures at the site in future would likely be ugly and uninviting, which is an expression of these potential sense of place impacts. On this basis, it is considered that both the change in use (at a perception and fear of change) and consequential physical and operational changes are likely to give rise to adverse effects on sense of place for the Weymouth suburb community (reiterating that it is understood that this may not be 'likely' on the basis of current management plans by Oranga Tamariki, the potential for such change by virtue of the scope of the changes to designation is noted).

The community feedback received to the Oranga Tamariki consultation letter identified concern that the wider area is a "dumping ground for misfits". Given the proximity of the residence to two adult prisons, a social impact on sense of place is cumulative and could exacerbate negative feelings of instability in the community as it becomes more of a 'corrections community' than a residential area. This is exacerbated by the historic activities in the Weymouth community (which is not directly related to the current designation proposal).

In combination, these potential impacts are considered to be a **high adverse impact** on sense of place and how people live their lives, for local residents and for residents south in Weymouth who rely on travelling along Weymouth Road as they move in and out of this community area. These people will see the residence and associated security/corrections identifiers every time they pass the site to enter and exit Weymouth. Given this affects a large portion of the community population, and is permanent, the effects are considered to be high. This duration of this impact is expected to be highest over the planning and implementation phases of the Project, but depending on design and security it could extend into the operation phase. There is opportunity for mitigation of these impacts and this is addressed further in section 7 of this report.

6.2.1 Potential impacts on wellbeing and fears and aspirations

Personal safety, particularly relating to the families and children residing in the adjoining Waimahia development, was raised by the majority of neighbours who provided a response to the Oranga Tamariki consultation letter. There are perceived fears that the crime rate will increase with the expansion of the residence to increase numbers and to include youth justice. Fear attached to living next door to "youth offenders" (offending having negative connotations in any instance) and friends and family of offenders who may visit or move to the area are a concern for the neighbours, which is influenced by the following uncertainty:

- Uncertainty surrounding the nature of the change in purpose for the community, for example, a lack of understanding on who may reside at the residence, and the increased fear associated with this uncertainty.
- Uncertainty surrounding the adequacy of security at the site or security changes that may be required at the site, or the fear for personal security based on comparative differences between this residence and the security at nearby Korowai Manaaki.
- Uncertainty surrounding the lack of established community protocols for dealing with concerns or complaints.

We have provided some literature and case study evidence (in section 4 of this report) that there is not a correlation between location of prisons and increased crime rate. However, there is a real perception of this potential impact and that does have the potential to be realised in social impacts on people in the community as adverse impacts on wellbeing and health (anxiety etc). These can also have consequential impacts on the way of life and quality of environment for residents (particularly if they modify their behaviour, for example by reducing time outside etc) as a result of these concerns.

In addition, the site history in section 5 also provides a description of media coverage on escapes at the residence prior to its current use. These incidents were all during the time the residence was a youth justice residence, before it changed to its current purpose as a care and protection residence. Although the residence has not had any reported incidents since opening in 2006, the community may still be influenced by previous media coverage and general reporting on youth justice residences and corrections facilities more generally.

Given these concerns are held by the community, and there are the uncertainties identified above, these impacts on people's wellbeing and fears are considered to be **high potential adverse impacts, unless mitigated**. Their personal sense of safety and security, and especially towards children in the community, is significantly affected by the change in use and in the absence of details on security measures. These perceived fears will be experienced particularly in the planning and pre-implementation phase and measures to address and mitigate these potential impacts are provided in Section 7 of this report.

6.2.2 Potential impacts on way of life, including residential amenity and privacy

There are potential adverse impacts on the quality of the environment and residential amenity for neighbouring properties. In particular, the increased busy-ness of the residence due to increased resident capacity and staffing, potential for security surveillance and potential visibility between residents of the Oranga Tamariki Residence and neighbours have the potential to impact on the residential amenity for residents, particularly those where private open space and / or bedrooms and living spaces may be looking out on the residence. This potential impact has been specifically identified for the following properties:

- Residences on Tutuwhatu Crescent (properties with two-storey residences, with private open space areas bordering the residence) – the potential social impacts on way of life and quality of environment for these residents depend on their understanding of the site operations and some physical attributes of the residence particularly, visibility of surveillance systems (if any) and any physical fencing / security or other measures proposed for vehicle access and safe access/egress for residents to vehicles as this appears to be the main resident access point to the site;
- 77 to 83 Kaimoana Street – as these properties adjoin existing parking areas and it appears less likely they would be impacted by potential changes to residential amenity. However, the potential social impacts on way of life and quality of environment for these residents depend on their understanding of the site operations and some physical attributes of the residence particularly in respect of any surveillance systems on the site;
- Properties at 5, 9 and 15 Leaver Place – the potential social impacts on way of life and quality of environment for these residents depend on their understanding of the site operations and some physical attributes of the residence particularly any works for additional security or surveillance to the pool, gymnasium and school in particular, but also potentially the Wharenui to the west.

Given the security measures to be implemented and any physical changes to the Whakatakāpokai residence are yet to be determined, these potential impacts are considered to be **moderate (to potentially high) adverse impacts**. This impact assessment is identified as the effect is not considered permanent (e.g. once operational, and providing adequate security processes are implemented) the fears for safety and security will likely be reduced. However, until further details on physical site changes are provided, the potential that visibility and amenity impacts will not be fully internalised (and as such there is potential for this impact to be

high). Processes to consider measures to reduce and mitigate these impacts are set out in section 7 of this report.

6.2.3 Potential impacts on quality of environment and sense of place for neighbours

The community feedback received identified decrease in property values as a key concern for nearby residents. The literature review demonstrates that there is little correlation between similar facilities and property values. Any impacts on property values are generally temporary, and if experienced they will be felt only by the immediately adjoining landowners. While this is not necessarily a social impact per se, it is recognised that these issues can impact on the values that people and the community places on the quality of their environment and their sense of place.

The following are considered to increase these potential social impacts:

- Uncertainty of changes being proposed – there is a stronger correlation with uncertainty relating to physical change in a residential environment than the impacts associated with operational sites (essentially an impact of ‘planning blight’); and
- There is some correlation of potential amenity impacts (and loss of quality of environment) with property values, particularly for immediately adjoining landowners.

Overall, it is considered unlikely that this impact will affect the wider Waimahia development where there are over 100 homes, or the wider community beyond this, but may be experienced by immediate neighbours to the proposal.

These impacts are considered to be **low adverse impacts** as the effect is temporary and limited in its impact to a small portion of the wider community.

7 Measures to Avoid, Remedy and Mitigate

On the basis of the potential impacts identified in section 6 of this SIA, we have sought to identify a process by which future development and works on the site can be appropriately managed to ensure that the scale and extent of potential social impacts is considered and where possible measures are developed to avoid or remedy these effects or in the alternative to mitigate their significance.

There is an existing Community Liaison Committee (CLC) 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) for the residence. The functions of this Community Liaison Committee are as set out in regulation 35 of the Regulations:

- (a) to promote positive relationships between the residence and the surrounding community:*
- (b) to monitor the effects of the residence on the surrounding community:*
- (c) to monitor the effectiveness of the measures adopted to mitigate any adverse effects on the surrounding community:*
- (d) to monitor the effectiveness of the security management plan of the residence and to review abscondings from the residence:*
- (e) to review any changes to internal management practices at the residence in relation to specified actions designed to mitigate adverse effects on the community:*
- (f) to respond to concerns raised by residents of the surrounding community:*
- (g) to make recommendations to the manager on any of the matters referred to in paragraphs (a) to (f).*

By these regulations, membership of the CLC is to include two persons resident in and representative of the community in which the residence is situated, as well as representatives of tangata whenua, staff of the residence and other prescribed members (see regulation 34 of the Regulations). Regulation 34 also provides for membership of other person(s) that the committee invites to be members. The CLC is considered an appropriate mechanism for continuing community engagement to monitor social impacts on the community, however it is considered this should be expanded to include other key community representatives for engagement purposes.

Given the nature of potential impacts identified, ranging from low to high adverse impacts, two management measures are proposed:

- 1 Community Engagement: to require involvement of the community to further consider and respond to potential issues and impacts which concern them, through the existing CLC as well as a specialised forum for adjoining neighbouring properties (either in conjunction or addition to the CLC); and
- 2 A Social Impact Management Plan (SIMP): to require the preparation of a further SIMP to inform physical works and operational process design phases.

7.1 Community Engagement

Including a requirement in the designation conditions for ongoing community and stakeholder engagement will provide a mechanism to address potential impacts on the community's sense of place (identity) and to address impacts associated with fears and perceptions of the project (particularly around safety).

The following measures are recommended:

- That a person or other system for reliable communication with Oranga Tamariki and the residence specifically, is nominated and can be contacted during periods of change at the residence (particularly for construction works but also for a transition period (e.g. 6 months – representing the time the residence shifts from being a care and protection residence to a care and protection / youth justice residence);

- That specific measures are established to require Oranga Tamariki to communicate and consult with neighbours, wider community facilities (including but not limited to school communities) and other interested parties in the Weymouth community on the residence, on changes being planned for the residence, and for any period of construction and for any ‘transition period’;
- Processes to ensure that those ‘interested parties’ (above) are informed of:
 - Physical works proposed to the site, particularly where such changes may impact on the road frontage, signage or overall appearance of the site from public places;
 - Physical works proposed to the site associated with changes to boundary fences, screening or security systems – particularly for immediate neighbours to the site;
 - Operational changes where youth justice residents are being introduced to the site and any other changes that require amendments to the operational security; and
 - Processes that will be implemented for any security breaches from the site (including escapes).

7.1.1 Community Liaison Committee

Use (and expansion) of the existing CLC forum is recommended to enable the representatives of the community to give feedback to (be heard by) Oranga Tamariki, as well as for Oranga Tamariki to provide information of upcoming changes to committee attendees. CLC membership should be expanded to include invitation for representatives of nearby schools and community services, along with any other person(s) the committee seeks to invite. The CLC forum is required to meet at least 4 times a year, however, additional meetings could be called as and when needed, such as when physical or operational changes are proposed. Oranga Tamariki would also use this forum to demonstrate consideration / response to issues raised by other members of the CLC. The CLC would be involved in preparing the SIMP.

7.1.2 Neighbour “Community Impact Forum”

A specific Neighbour “Community Impact Forum” is recommended to be established to enable those most impacted neighbours to be involved in discussions with Oranga Tamariki about the security and design of the residence, to address potential social impact issues identified. This forum would be set up to operate in the planning and implementation phase of the change in use and it could be run in conjunction with the CLC, but is expected to be more intensive or frequent over the planning and implementation phases of the designation. This forum would enable conversations about the following impacts:

- Impacts on their privacy and concerns that they are being ‘under surveillance’ by either residents or security systems of the residence – relating to discussions with neighbours (to hear and respond to concerns) on:
 - Where screening is placed;
 - Where any changes to security systems are placed and how they are operated (e.g. assuring they are not surveying neighbours) and balancing an appropriate level of security whilst minimising adverse effects on visual amenity for neighbours;
 - How residents are managed coming into the site and in some of the ‘outdoor’ areas of the residence (such as gymnasium, pool and potentially in the current open space / buffer areas on the site); and
 - How / where increases in staff and increases in night staff in particular will park and access cars at early and late hours.

- Impacts on their (neighbours) safety and security – this would be addressed by discussion on the following:
 - Fencing (location) and adequacy of fencing and balancing an appropriate level of security whilst minimising adverse effects on visual amenity for neighbours;
 - Security procedures (e.g. escort policies as people come in / out of residence and potentially in use of 'lower' security areas of the residence (such as gymnasium, school, pool and outdoor areas); and
 - Abscondence procedures (e.g. what does or could the residence do to alert neighbours, what do neighbours do if they are concerned that someone has 'absconded' to their property or similar).
- Impacts on the 'amenity and sense of place' of community with the residence in place – this would / could be addressed by discussion on the following:
 - Design and changes to road frontage appearance of the residence, particularly security, gates for vehicle movements, signage and surveillance systems; and
 - Location and visibility of fencing or other 'containment structures' from private residential properties (particularly the newly built 2-story residents to the west).

Discussions of the nature indicated would provide for management of community concerns raised in the feedback reviewed. The Neighbour Community Impact Forum should include a provision for being discontinued if it is no longer of interest to the residents at any point and it is anticipated that it would not be required for more than 2 years from implementation of the changes in use of the residence.

Designation conditions (or similar) could be appropriate mechanisms to require these measures.

7.2 Social Impact Management Planning

To enable other parties (such as Council) to review the processes undertaken by Oranga Tamariki, it is recommended that documentation be developed for submission to Council for review, as outlined above, as part of reporting outcomes from the community engagement process (including inputs and outputs) from both the CLC and the Neighbour Community Impact Forum. Documentation of management plan outcomes are recommended to inform of changes proposed at the facility (e.g. changes to the physical works and operational processes). This could be via a Social Impact Management Plan (SIMP) or similar. The intention of the SIMP would be to set out the commitments made by Oranga Tamariki to managing the social impacts identified in this SIA and define any specific mitigation measures proposed including any monitoring/review processes required to confirm the effectiveness of these measures.

The SIMP provides a process to review social impacts identified at the time of the physical works or operational alterations to assist these to inform measures to be undertaken to avoid, remedy or mitigate adverse social effects. As an example, such a plan would enable consideration of screening and landscape screening to be considered as a mitigation option to protect neighbour privacy at such time that additional security or surveillance systems were expanded on the site, providing more detail on balancing issues of an appropriate level of security and the potential adverse effects on visual amenity for neighbours.

Development of the SIMP would provide an opportunity for input from affected and interested parties, and identify the suite of methods that might be used to address any of the potential adverse social impacts identified in this SIA, as design work associated with the change in use is developed and implemented (with a shorter period for operation review). As such, the objectives of the SIMP would be to:

- Set out Oranga Tamariki's commitments to mitigate and manage adverse social impacts to neighbours, the Weymouth community and other stakeholders during construction and operation (transition periods) at the residence;

- Identify measures to be undertaken to avoid, remedy or otherwise mitigate the potential adverse social impacts identified, with particularly consideration to:
 - Measures to reduce the visibility or adverse elements of visibility of the residence, through consideration of signage, fencing location and design and/or location and visibility of security measures for vehicle access;
 - Measures to improve screening for activities on the site such as police vehicles, police van movements and other ‘secure transport’ movements to and from the site;
 - Measures to improve screening or minimise disruption to neighbours for vehicle movements for general staff (particularly night shift staff parking);
 - Design and location of new buildings and security measures for residents of the residence, to minimise potential for residents to have line of sight to adjoining residents (particularly to areas of private outdoor space and / or habitable rooms).
- Identify measures or processes to present information to neighbours, community representatives, and other stakeholders to seek their feedback and comment on designs and the measures identified above (potentially through the engagement processes set out above); and
- Provide a process to record consideration and response to issues identified from the engagement above, particularly to consider and respond to potential impacts identified.

It is proposed that this Plan be prepared prior to implementation of any change in operation of the residence or at a time otherwise requested by the CLC (e.g. in response to concerns raised by that forum).

7.3 Conclusion

On the basis of the above considerations, we conclude that the changes at the residence will largely be internalised, however, there is the potential for adverse social effects on the local and wider community based on the uncertainty generated by the change in purpose and potentially as a result of physical works on the site expected to be required to enable the change in use without proper mitigation. These include impacts on the sense of place, residential amenity and fears and aspirations of the community. On the basis, it is considered that the potential adverse social impacts proposed to the designation will be more than minor. Mitigation is therefore recommended, in the form of community engagement and a Social Impact Management Plan to be included as conditions in the designation. These two mitigation measures are considered necessary with respect to the potential social impacts of the change in designation proposed and can effectively manage the impacts on the local and wider community.

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