

Social Impact Monitoring Plan
to understand the potential social and cultural
effects of ASCF & ARWCF operations on the
local community

Carolyn Watts and Robert Quigley,
Quigley and Watts Ltd.

Anne Dowden,
REWA

August 2016



Table of contents

1. Introduction	3
1.1 Purpose of the SIMP2016	3
1.2 About this document.....	3
2. 2. Monitoring Context	3
2.1 Consent conditions from the Board of Inquiry	3
2.2 Geographical boundary	4
3. Approach: Informing the development of SIMP2016	4
3.1 Five steps to assessment of social and cultural effects on the local community	4
3.2 Information sources and judgements.....	5
3.3 The social context of the two prisons.....	5
4. Selecting the potential effects to focus on	7
5. Priorities for assessment and monitoring in the SIMP2016.....	11
5.1 Research and assessment in SIMP2016.....	11
5.2 Monitoring in SIMP2016	11
6. Plan of Action for 2016/2017	12
6.1 Revisiting the five steps to assessment of the social and cultural effects.....	Error!
Bookmark not defined.	
6.2 Research and assessment of social and/or cultural effects in the SIMP2016	Error!
Bookmark not defined.	
6.3 Monitoring of social and/or cultural effects in the SIMP2016.....	Error! Bookmark not defined.
6.4 Continued investigation to understand the prisons and the community.....	Error!
Bookmark not defined.	
Appendix A: Board of Inquiry statement on indicators	13
Appendix B: Key stakeholder interviews.....	14
Appendix C: Logic diagrams – detail on housing / accommodation infrastructure	15
References	16

1. Introduction

The development of the Social Impact Monitoring Plan (SIMP2016) was a collaborative effort between the researchers (Quigley and Watts Ltd and REWA) and the:

- Community Impact Forum (CIF)
- Tangata Whenua Committee (TWC)
- Two corrections facilities (Auckland South Correction Facility (ASCF) and the Auckland Regional Women's Correctional Facility (ARWCF)).

The SIMP2016 is a working document for the Department of Corrections and will be updated through the course of the SIA Services contract.

1.1 Purpose of the SIMP2016

The purpose of SIMP2016 is to understand the potential social and/or cultural effects of ASCF & ARWCF operations on the local community.

1.2 About this document

This document presents:

- The scope and focus of SIMP2016 given the guidance provided by the Board of Inquiry (Section 2).
- Our approach to developing the SIMP2016, including the diagrams of potential social and/or cultural effects of the two prisons (Section 3).
- Analysis of the evidence, the estimated size of the effect and the likelihood of the effect for each potential social and/or cultural effect (Section 4).
- The potential effects for which evidence suggests further investigation and/or monitoring is warranted (Section 5).
- The three areas of ongoing activity proposed by SIMP2016:
 - i. **Research** of the high priority areas so that assessment of potential effects can occur
 - ii. **Monitoring** population movement to measure whether some potential effects are in scope or out of scope
 - iii. **Continued investigation** to better understand the prisons and the community so that all potential effects can be considered for inclusion in the SIA in the future.

2. 2. Monitoring Context

2.1 Consent conditions from the Board of Inquiry

The consent conditions (Board of Inquiry, 2011; Volume 2 of 2; p19) set out the purpose of the CIF:

“..... To develop, review, implement and report on a Social Impact Monitoring Plan (SIMP) that will be used by Corrections in conjunction with other agencies with relevant responsibilities to address any adverse social and cultural effects and community based service delivery and rehabilitation needs attributable to the presence and operation of the ARWCF and the MCF [later named ASCF].”

The consent conditions also set out the potential social indicators that must be studied (p22) by any future SIMP. These are summarised here into four broad themes (see Appendix A for a full list).

1. Social infrastructure indicators: demand on, and capacity of, social infrastructure and social services (such as health, housing, education, police).
2. Community safety and wellbeing indicators: community views of local community, safety and wellbeing and related to this - changes in crime statistics (including gang activity).
3. Accommodation and transport indicators: the needs of staff, prisoners' families, released prisoners and prison visitors.
4. Economic indicators: employment and training within the community, the two prisons and for prisoners during rehabilitation.

Also, the Board of Inquiry conditions state:

The Minister will establish a Tangata Whenua Committee for the purpose of consultation and advice regarding any matters of cultural concern that might arise with respect to the operation or programmes of either of the prisons on the site.

2.2 Geographical boundary

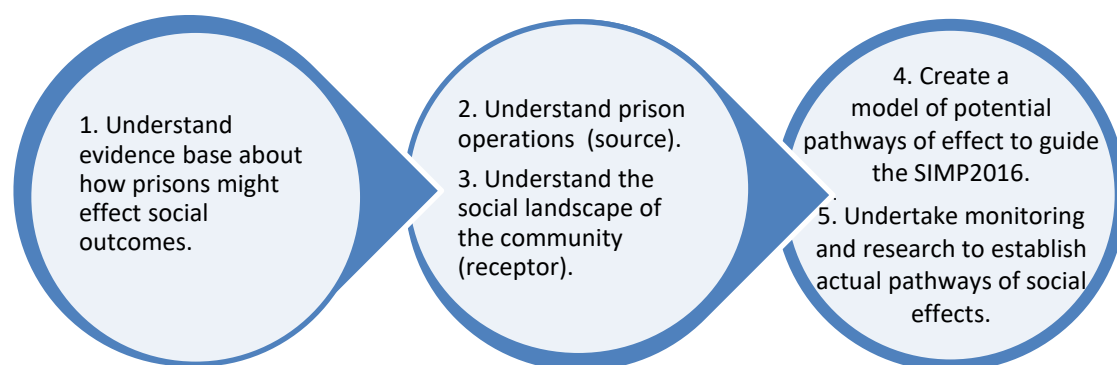
The previous SIMP defined the boundary of the 'affected area' as including all of Manurewa (as defined by the Local Board boundary) and the Manukau City Centre area. This is the area referred to when measuring effects on the 'local area'.

The previous SIMP noted the area of impact is likely to be wider than this local area in some instances. Some services likely to be impacted are not in the local area for example the Mason Clinic and some Pacific addiction services. Therefore, as the need is identified, the monitoring will be extended to cover some specific aspects of, and agencies within, the wider Auckland area.

3. Approach: Informing the development of SIMP2016

3.1 Five steps to assessment of social and cultural effects on the local community

Figure 1 - Graphic depicting how the evidence base leads to greater understanding and development of a model of potential effects that can then be assessed



The first step (in Figure 1) involves gathering the evidence base to conceptualise the potential social effects from prisons in general (this included scanning the literature as well as gathering up-to-date local perspectives of the potential effect). Steps two and three establish if the two prisons' operations present the appropriate source for a future potential effect and who/where the population (receptors) are. The characteristics of the social

landscape that may either protect or increase the risk of social harm are identified in this step. Step four explores if there are any pathways of exposure between the source (prison) and the receptors (local community). This is important as a promoter/hazard (identified by the evidence) by itself does not constitute a decrease or increase in social risk. Finally, in step five the model is tested using appropriate local monitoring and research methods (the SIMP2016) to see whether effects have actually occurred or not.

3.2 Information sources and judgements

In developing the SIMP2016 the research team was guided by the:

- list of possible social and cultural indicators developed during the Board of Inquiry (Board of Inquiry 2011; Volume 2 of 2).
- review of relevant Auckland strategic documents e.g. The Auckland Plan and Manurewa Local Board Plan (Quigley and Watts Ltd, 2016a).
- 2015 Annual Monitoring Report of the potential social effects of the prisons on the local community (Quigley and Watts Ltd, 2016b)
- literature review of New Zealand evidence about the actual effects of prisons (Quigley and Watts Ltd, 2016c)
- four workshops with the Community Impact Forum (CIF) and the Tangata Whenua Committee (TWC) held in May and June 2016.
- interviews with key stakeholders completed in May and June 2016 (interviewees are listed in Appendix B).

The team was also guided by two key principles:

- **New populations:** several potential effects will only occur if a substantial number of additional people move into the local community because of the prisons (i.e. not the existing population). This therefore excludes any effects caused by prisoners who come from within the geographic boundary and return to the local community (because these people would likely return to the local community no matter which prison they went to).
- **Outside the fence:** the SIMP2016 will only focus on effects or impacts occurring on or in the local community.
 - i. This means that the Social Impact Assessment will not directly assess the operation of the two prisons (the services they provide and whether these are effective or are culturally appropriate). This is known as 'inside the fence' and is typically excluded in social impact assessments and future studies.
 - ii. However, the SIMP2016 can assess community effects related to the activities of the two prisons which have an effect or impact in or on the community e.g. the effect on the community of local volunteers working inside the prison.

By assessing the information above and considering the two principles, judgements have been made on the:

- manner in which a social and/or cultural effect might occur from the operation of the two prisons
- size of any potential effect (high, medium or low) on the local community
- likelihood (high, medium or low) of the effect occurring

In turn this has allowed a priority (high, medium or low) for further investigation to be determined for each of the potential effects. The priorities guide the work required in 2016/17.

3.3 The social context of the two prisons

The social and cultural context is conceptualised using a diagram of the potential social and cultural effects that the two prisons could have on the local community (Diagram 1, over

page). In turn, this overview diagram was broken down into a series of detailed diagrams for each major theme (i.e. housing, health, education, transport, and social services). Please see Appendix C for an example of a detailed diagram on housing/ accommodation.

These diagrams allowed the research team and stakeholders to share ideas about different aspects of the SIMP2016:

- Scope: stakeholders considered and responded to the research team’s conceptualisation of the potential effects and agreed which were in scope and which fell outside the scope
- Evidence: stakeholders provided examples, anecdotes and/or evidence of potential effects relating to each theme
- Priorities: stakeholders considered the range of available information to select priorities for SIMP2016 and future years

Diagram 1: Overview of cultural & social context of the two prisons within their community

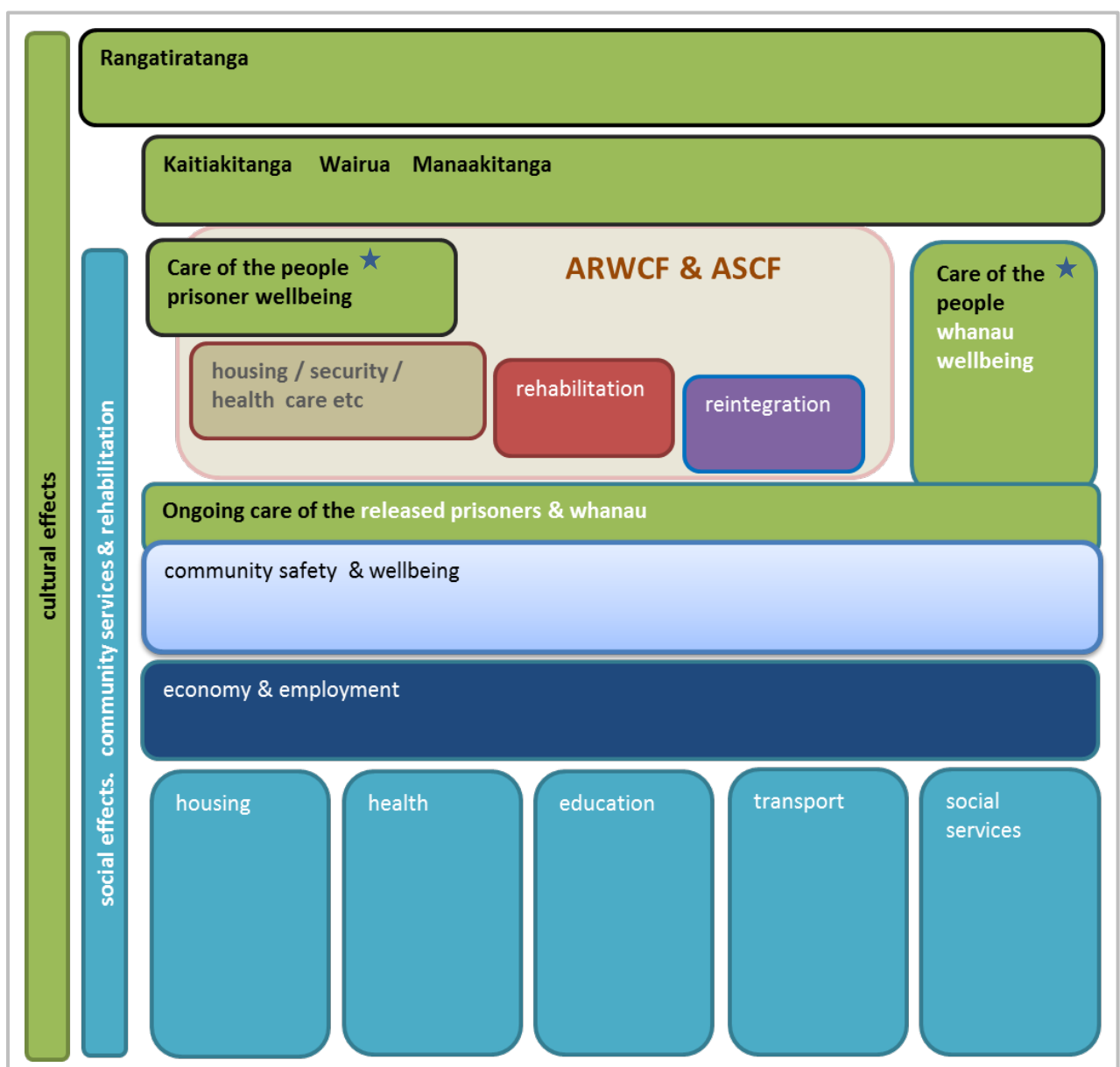


Diagram key

- Green represents the potential cultural context and effects

- Blue represents the social effect on community wellbeing and safety, social infrastructure and economic effects
- Red represents the prisons and their activities.

★ Note: Care must be appropriate and use an appropriate model of care

4. Selecting the potential effects to focus on

Chart 1 (over page) presents the range of information used to determine whether a potential social and/or cultural effect might occur as a result of the operation of the two prisons. This includes the hypothesis and supporting evidence. Hypotheses describe the nature of the potential cultural and/or social effects we believe could occur for each theme described in Diagram 1 covering:

- Prisons' relationships with TWC / mana whenua cultural effects
- Prisons' relationships with community
- Prisons' rehabilitation programmes for prisoners (where it might affect the community)
- Prisons' reintegration prior to release & in the community (where it might affect the community)
- parole / probation services (where it might affect the community)
- community safety and wellbeing (free from crime) effects
- local economy and employment effects
- housing and accommodation effects
- health services effects
- education effects
- transport effects
- social services effects.

Sources of evidence about potential effects

Six sources of evidence were considered for each of the potential effects/hypothesis:

- i. Board of Inquiry (BOI): the effect/hypothesis is an area that the Board of Inquiry says may be studied
- ii. Strategies: Auckland Regional and/or local Community Board strategies describe an area similar to the effect/hypothesis as a priority
- iii. 2015 Annual Monitoring Report (AMR): A potential effect was identified in the Third Annual Monitoring Report, approximately similar to the issue but not necessarily identical.
- iv. Committees: CIF and/or TWC described the effect/hypothesis as an area of concern or effect on the local community
- v. Interviews: Interviewee's described this effect/hypothesis as an area of concern or effect on the local community
- vi. Literature: A potential effect identified in the literature review, approximately similar to the issue but not necessarily identical, e.g. an increase in demand for services, but not necessarily any consequent under-resourcing.

Pre-requisite for effect

A column titled 'in principle' has been included to indicate the effect is possible in principle but only if a substantial number of additional people move into the local community because of the prisons (i.e. not the existing population). This therefore excludes any effects caused by prisoners who come from within the geographic boundary and return to the local community (because these people would likely return to the local community no matter which prison they went to).

	Effect possible in principle but only if additional people move into the local community because of the prisons
--	---

Judging the size and likelihood of effect

For each of the hypotheses above, a number of considerations were made to help determine the overall priority of studying the effect in the SIMP2016. These included whether the effect was likely and the potential consequence of the effect. These were graded as per the Table below:

Setting	Size of effect	Likelihood of effect
High	Many people affected with low-moderate consequences or few people affected with severe consequences	Almost certain – issue currently a problem or is expected to occur in most circumstances
Med	Modest number of people affected with moderate consequences	Likely – issue has been a problem in the past and/or there is a high probability it will occur at some time
Low	Few people affected with minimal consequences	Unlikely – issue may have occurred in the past but there is a low probability it will occur again

For each of the above, the Table below sets out how the data was graded.

	evidence suggests a potential effect
	evidence indicates no/low effect
	evidence provides no data

The last column on the far right side is the priority (high, medium, low) for future study in the SIMP2016 based on the evidence and the size and likelihood.

High	
Medium	
Low	

Chart 1: Analysis of the potential effects of the two prisons on their local community

Hypotheses of effects to consider including this year & in future	BOI	Strategies	2015 AMR	TWC / CIF	Interviews	Literature	In principle	Size	Likelihood	Priority
Relationship with TWC / mana whenua cultural effects										
ARWCF & ASCF will partner with the mana whenua in the Tangata Whenua Committee (TWC) to recognise their status	Green	Green	Yellow	Green	Green	Green	White	Green	Green	Green
ARWCF & ASCF will partner with the TWC to enhance positive cultural impacts including kaitiakitanga and manaakitanga (etc.) roles and responsibilities	Green	Green	Yellow	Green	Green	Green	White	Green	Green	Green
ARWCF & ASCF will reverse the degradation of prison site(s) & surrounding area through their rejuvenation activities (including to rejuvenate the maunga, awa, and moana)	Green	Green	Yellow	Green	Green	Green	White	Green	Green	Green
ARWCF & ASCF will increase the demand on support services for prisoners, released prisoners, whanau /Maori in the community; & services are under resourced	Green	Green	Yellow	Green	Green	Green	White	Green	Green	Green
Relationship with community										
ARWCF & ASCF will be a good citizen	Green	Red	Yellow	Green	Yellow	Yellow	White	Green	Green	Green
ARWCF & ASCF will rejuvenate their surrounds to allow recreational access (walkways)	Green	Green	Yellow	Yellow	Yellow	Yellow	White	Green	Green	Green
ARWCF & ASCF will have a negative effect on community pride	Green	Green	Green	Yellow	Green	Yellow	White	Green	White	Green
Rehabilitation programmes for prisoners										
ARWCF & ASCF will adequately provide for prisoner rehabilitation needs	Green	Red	Green	Green	Green	Yellow	White	Green	Green	White
ARWCF & ASCF will increase demand on services (volunteers), so they are under resourced	Green	Red	Green	Green	Green	Green	White	Green	Green	Green
Reintegration prior to release in the community										
ARWCF & ASCF will adequately provide for prisoner reintegration	Green	Red	Red	Green	Green	Yellow	White	Green	Green	White
<i>Also see housing & accommodation – prisoners stay in local area rather than return home</i>	---	---	---	---	---	---	Grey	White	White	White
<i>Also see social services – NGOs provide for unmet reintegration needs</i>	---	---	---	---	---	---	Grey	White	White	White
Parole / Probation services										
ARWCF & ASCF will increase demand on probation services so they are under resourced	Green	Red	Red	Yellow	Yellow	Yellow	Grey	Green	White	White
Community safety and wellbeing (free from crime) effects										
ARWCF & ASCF will increase nuisance & petty crime from prison visitors	Green	Green	Red	Green	Green	Red	White	Green	White	Green
ARWCF & ASCF will increase demand on Police services such that it decreases Police responsiveness	Green	Green	Red	Yellow	Yellow	Green	White	Green	White	White
ARWCF & ASCF will increase perceived & actual risk to public safety due to escape incidents	Green	Green	Yellow	Yellow	Yellow	Green	White	Green	White	Green
ARWCF & ASCF will increase the rate of gang association in the local community	Green	Green	Red	Yellow	Yellow	Yellow	Grey	White	White	White
Local economy and employment effects										
ARWCF & ASCF will stimulate the local economy by employing local people	Green	Green	Green	Yellow	Yellow	Green	White	Green	Green	Green
ARWCF & ASCF will stimulate the local economy by contracting goods & services locally (and council fees)	Green	Green	Yellow	Yellow	Yellow	Green	White	Green	White	Green
ARWCF & ASCF will enhance local social services providing prisoner rehab & reintegration	Green	Green	Green	Yellow	Yellow	Red	White	Green	Green	Green

Hypotheses of effects to consider including this year & in future	BOI	Strategies	2015 AMR	TWC / CIF	Interviews	Literature	In principle	Size	Likelihood	Priority
Housing and accommodation effects										
ARWCF & ASCF increases demand on emergency/temporary housing for released prisoners who stay in the area for one or more nights prior to returning home or long term										
ARWCF & ASCF will increase demand on accommodation for released prisoners										
ARWCF & ASCF will increase demand on low cost visitor accommodation; no access for others										
ARWCF & ASCF will increase demand on/price of rentals by staff										
ARWCF & ASCF will increase demand on/price of house purchases by staff										
ARWCF & ASCF will increase demand on/price of low cost rentals by families of prisoners										
ARWCF & ASCF will increase demand on social housing by families of prisoners										
ARWCF & ASCF will increase demand shared housing/crowding by families of prisoners										
<i>Also see community safety & wellbeing – visitors sleeping in cars</i>	---	---	---	---	---	---	---	---	---	---
Health Services effects										
ARWCF & ASCF will increase the demand for secondary and tertiary health services by prisoners (A&E, hospital services, Mason Clinic outpatients) so they are under resourced										
ARWCF & ASCF will increase the demand on tertiary mental health services by prisoners (Mason Clinic) 'public beds', so they are under resourced										
ARWCF & ASCF will increase the demand on local secondary/primary mental health services, so they are under resourced										
ARWCF & ASCF will increase the demand for local primary health services (GPs/community health centres) so they are under resourced										
Education effects										
School aged children of prisoners at ARWCF & ASCF increase the demand on truancy services, so they are under resourced										
School aged children of prisoners at ARWCF & ASCF increase the demand on Min Ed Psychological Services, so they are under resourced										
Pre-school aged children of prisoners at ARWCF & ASCF increase the demand on Min Ed Psychological Services, so they are under resourced										
Transport effects										
ARWCF & ASCF increase the demand on the transport network and contribute to peak travel time congestion	Not within social impact assessment scope						Traffic Demand Management Plan & Traffic Impact Assess.t			
ARWCF & ASCF increase the demand on transport network due to prison business as usual including trucks, prisoner transport etc.										
<i>Also see community safety & wellbeing (local car thefts by visitors)</i>	---	---	---	---	---	---				
Social Services effects										
ARWCF & ASCF will increase the demand on a social service that provide services to released prisoners <u>and</u> the community, so they are under resourced for example domestic violence services, parenting and budgeting services										
ARWCF & ASCF will increase the demand on community-based addiction services, so they are under resourced										
ARWCF & ASCF will increase demand/viability of council services – Library, Recreation Centre & so forth										

5. Priorities for assessment and monitoring in the SIMP2016

5.1 Research and assessment in SIMP2016

Chart 2 (below) summarises the hypotheses/potential effects that are high priority and will undergo targeted research in 2016 allowing assessment of effects.

Chart 2: Hypotheses/potential effects to be researched and assessed in 2016/17

Priority	Hypotheses/potential effect
Relationship with TWC / mana whenua cultural effects	
High	ARWCF & ASCF will partner with the mana whenua in the Tangata Whenua Committee (TWC) to recognise their status
High	ARWCF & ASCF will partner with the TWC to enhance positive cultural impacts including kaitiakitanga and manaakitanga (etc.) roles and responsibilities
High	ARWCF & ASCF will reverse the degradation of prison site(s) & surrounding area through their rejuvenation activities (including to rejuvenate the maunga, awa, and moana)
High	ARWCF & ASCF will increase the demand on support services for released prisoners, whanau /Maori in the community; & services are under resourced
Relationship with community	
High	ARWCF & ASCF will be a good citizen
High	ARWCF & ASCF will rejuvenate their surrounds to allow recreational access (walkways)
High	ARWCF & ASCF will have a negative effect on community pride
Rehabilitation programmes for prisoners	
High	ARWCF & ASCF will increase demand on services (volunteers), so they are under resourced
Community safety and wellbeing (free from crime)	
High	ARWCF & ASCF will increase nuisance & petty crime from prison visitors
High	ARWCF & ASCF will increase perceived & actual risk to public safety due to escape incidents
Local economy and employment	
High	ARWCF & ASCF will stimulate the local economy by employing local people
High	ARWCF & ASCF will stimulate the local economy by contracting goods & services locally (and council fees)
High	ARWCF & ASCF will enhance local social services providing prisoner rehab & reintegration
Social services	
High	ARWCF & ASCF will increase the demand on a social service that provide services to released prisoners <u>and</u> the community, so they are under resourced for example domestic violence services, parenting and budgeting services
Housing and accommodation	
High	ARWCF & ASCF increases demand on emergency/temporary housing for released prisoners who stay in the area for one or more nights prior to returning home or long term

5.2 Monitoring in SIMP2016

Chart 3 (below) presents hypotheses of potential effects that require monitoring. These potential effects can only occur if populations have moved into the local area.

Chart 3: Hypotheses of potential effects that require monitoring of population movement

Priority	In principle	Hypotheses that require monitoring of population movement
Housing and accommodation		
High		ARWCF & ASCF will increase demand on accommodation for released prisoners
Low		ARWCF & ASCF will increase demand on/price of rentals by staff
Low		ARWCF & ASCF will increase demand on/price of house purchases by staff
Low		ARWCF & ASCF will increase demand on/price of low cost rentals by families of prisoners
Low		ARWCF & ASCF will increase demand on social housing by families of prisoners
Low		ARWCF & ASCF will increase demand shared housing/crowding by families of prisoners
Health Services		
High		ARWCF & ASCF will increase the demand on local secondary/primary mental health services, so they are under resourced
Education effects		
High		School aged children of prisoners at ARWCF & ASCF increase the demand on Min Ed Psychological Services, so they are under resourced
High		Pre-school aged children of prisoners at ARWCF & ASCF increase the demand on Min Ed Psychological Services, so they are under resourced
Social Services		
High		ARWCF & ASCF will increase the demand on community-based addiction services, so they are under resourced
Parole / Probation services		
Low		ARWCF & ASCF will increase demand on probation services & they are under resourced

Appendix A: Board of Inquiry statement on indicators

“A set of indicators covering the drivers and outcomes of potential social and cultural effects attributable to the presence and operation of the ARWCF and/or the MCF.

This may include:

- Changes in demand associated with the ARWCF and MCF on social infrastructure and social services (such as health, housing, education, police);
- Capacity of the social infrastructure and service providers to respond to increases in demand for social infrastructure and social services associated with the ARWCF and MCF;
- Community views (positive and negative) associated with the ARWCF and the MCF (e.g. concerning matters such as community safety, the future of the community and its children, and community aspirations);
- Details of any formalised arrangements and agreements between the Minister and other government agencies in relation to providing supporting services or funding for prison-related activities;
- Number of prison staff living in or moving into the local area, their transport requirements and accommodation needs;
- Number of prisoner families living in or moving into the local area, their transport requirements and accommodation needs;
- Number of released prisoners living in or moving into the local area, their transport requirements and accommodation needs;
- Number of visitors, their transport requirements and accommodation needs;
- Changes in local crime statistics, including gang activity;
- Employment and training opportunities within the local community;
- Employment and training opportunities for prisoner rehabilitation purposes;
- Opportunities for training and employment at the Comprehensive Corrections Facility(s);
- Other relevant indicators as identified and agreed to by the CIF from time to time.”

Board of Inquiry (2011); Volume 2 of 2; pp 22

Appendix B: Key stakeholder interviews

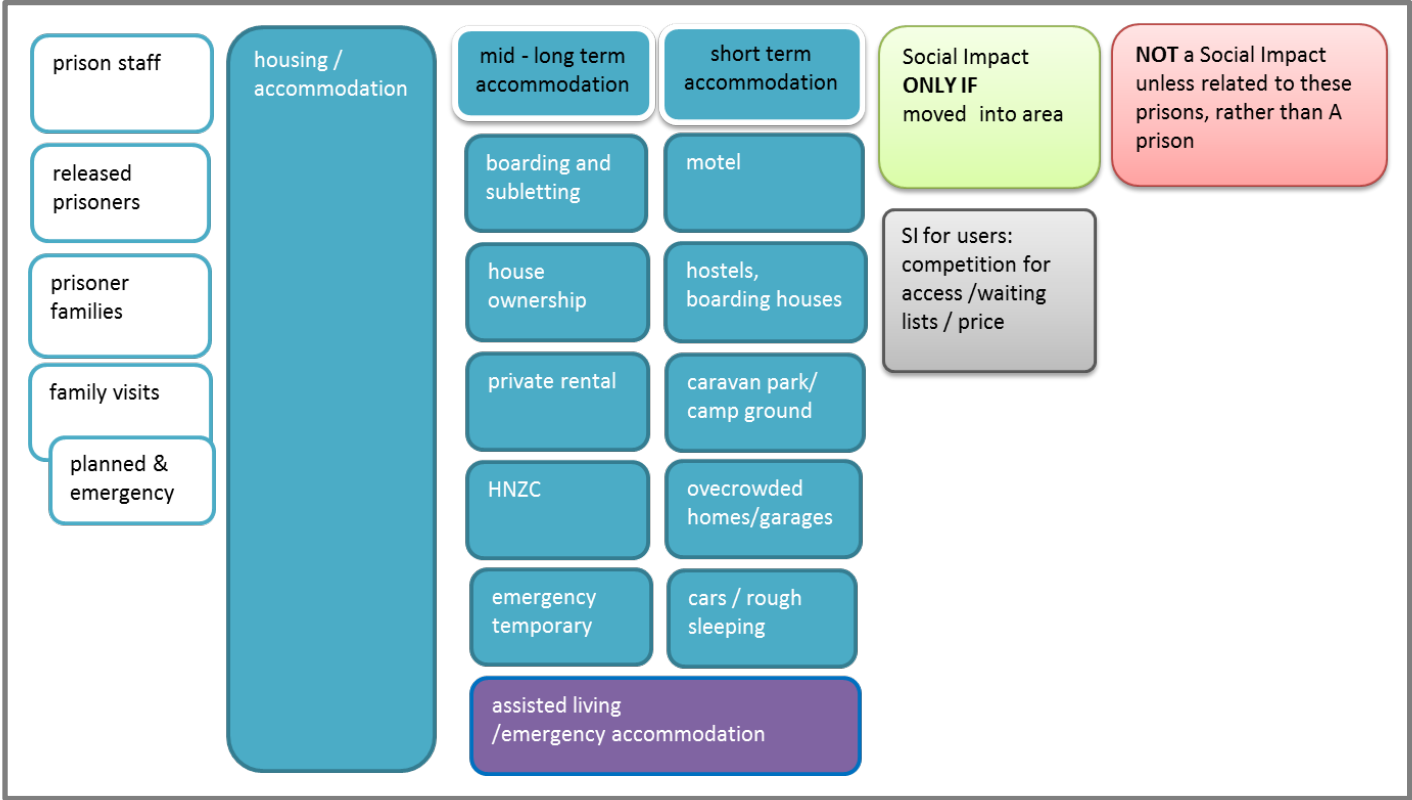
Interviews with key stakeholders were completed in May and June 2016, stakeholders interviewed to inform this plan include:

- Cheryl Mikaere - Director ARWCF
- Sean Mason - Director ASCF
- Karen Wilson - Co-Chair, Tangata Whenua Committee
- Roimata Minhinnick - Acting Co-Chair, Tangata Whenua Committee
- Simeon Brown - Chair, Community Impact Forum and Social Impact Fund Allocation Committee
- Peter Hall - Planning Partner, Boffa Miskell; previously Senior Planner, Department of Corrections
- Stephanie Steadman - Senior Advisor RMA, Department of Corrections

Appendix C: Logic diagrams – detail on housing / accommodation infrastructure

Social impact attributable to the prison for housing/accommodation will only occur if population has moved in to the local area due to the two prisons (including staff, released prisoners, prisoners’ families, and visits by prisoners’ families).

Key: White represents population; Blue is housing and accommodation; Purple is prisoner reintegration services: Green/Red/Grey are notes.



References

Auckland City Council (2014). *Auckland Council Annual Plan 2014/2015 - Volume 2*. Manurewa Local Board.

Auckland City Council (2014). *The Auckland Plan*. Sections A-D.

Board of Inquiry (2011). *Final report and decision of the Board of Inquiry into the proposed men's correctional facility at Wiri. Final report and decision produced under section 149R of the Resource Management Act. Volume 2 of 2*.

Manurewa Local Board (2014). *Manurewa Local Board Plan*.

Quigley and Watts Ltd (2016a). *Relevant Auckland strategies to inform the logic model*. Quigley and Watts Ltd: Wellington

Quigley and Watts Ltd (2016b). *Auckland Region Women's Corrections Facility and Auckland South Corrections Facility – Kohuora. Social Impact Monitoring: Third Annual Report 2015*. Quigley and Watts Ltd: Wellington.

Quigley and Watts Ltd (2016c). *The social effects of prisons on local communities: A literature scan to inform a logic model*. Quigley and Watts Ltd: Wellington.