

## Social Impact Assessment

14 Bristol Street

Prepared for Ara Poutama Aotearoa - Department of Corrections

Prepared by Beca Limited

28/January/2021

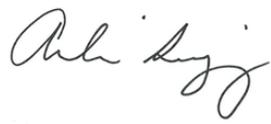
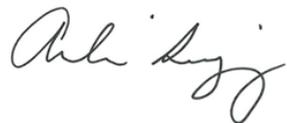


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## Revision History

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on behalf of	Beca Limited		

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## Contents

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<b>Executive Summary .....</b>	<b>1</b>
<b>1 Introduction.....</b>	<b>4</b>
1.1 Purpose and scope of assessment .....	4
1.2 Assumptions and limitations .....	4
<b>2 The Proposed Activity.....</b>	<b>6</b>
<b>3 Methodology .....</b>	<b>10</b>
3.1 Social impact assessment framework .....	10
3.2 Methodological approach.....	10
3.3 Defining the social area of influence.....	13
<b>4 Existing Environment.....</b>	<b>15</b>
4.1 Site history .....	15
4.2 Local neighbourhood .....	15
4.3 Demographic profile.....	20
4.4 Social profile conclusion .....	24
<b>5 Social Impact Assessment .....</b>	<b>26</b>
5.1 Way of life .....	26
5.2 Sense of place and character .....	30
5.3 Quality of environment – fears and concerns for safety .....	32
5.4 Health and wellbeing .....	34
<b>6 Potential Measures to Remedy and Mitigate Adverse Effects .....</b>	<b>36</b>
6.1 Way of life .....	36
6.2 Sense of place and character .....	36
6.3 Quality of environment – safety concerns & health and wellbeing .....	36
<b>7 Conclusion .....</b>	<b>38</b>
<b>8 References .....</b>	<b>39</b>

## Appendices

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**Appendix A – Tai Aroha Baseline Study**

**Appendix B – Local Neighbourhood Household Survey**

## Executive Summary

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A social impact assessment was undertaken to assess the potential positive and negative social impacts of the planning and operation of the proposed residential rehabilitation programme at 14 Bristol Street, Christchurch on the local neighbourhood and St Albans West suburban area.

The assessment used a multi-modal research method, including case study comparator assessment and local community / stakeholder engagement. The assessment was undertaken in accordance with International Association of Impact Assessment social impact assessment guidelines. The relevant matters for assessment were:

- People's way of life
- Their community – sense of place and character
- Their environment
- Their health and well-being

A five-point scale of effect ranging from very low to very high (negative or positive) was applied.

### Assessment Findings

It is considered there are potential positive social outcomes for the successful graduates of the programme and their families and wider community in terms of way of life, environment and health and well-being. However, as the focus of this SIA is on the local neighbourhood and St Albans West suburban area and it is unknown if any graduate will be part of this community in the future this potential social outcome has not been quantified further in the assessment report.

#### *Way of life*

There are potential negative social impacts associated with the proposed activities on people's way of life, and in particular on how people in the local neighbourhood live. For example, how neighbours use their outdoor areas and how they undertake activities including recreation (walking) in the local area.

It is assessed that the potential social effects on way of life for the local neighbourhood are initially a low negative impact (noting this is on the basis of the management programme proposed for the site). It is also assessed that this will likely decrease over time to a very low to negligible adverse effect, based on experiences realised for other residential facilities.

The effects for the wider St Albans West suburban area is generally assessed to be less than the local neighbourhood area.

One further way of life impact identified relates to the privacy and safety concerns for direct neighbours – this is the privacy and sense of privacy for these residents within their homes. It is considered that the landscaping plan that has been proposed provides some mitigation to address this potential impact, as it provides opportunity for some screening. The opportunity for further discussion with direct neighbours around privacy measures, such as planting on private properties and/or window covers / screening on neighbouring properties, could provide additional mitigation to effectively screen the view between the residence and the neighbouring properties. With these mitigations, the assessed potential effect is considered to be a low to very low negative impact for immediate neighbours.

#### *Sense of place and character*

During the planning phase, the relationship between Ara Poutama Aotearoa (as site operator) and the community is still being developed. It is acknowledged that the proposal has generated a high level of concern from residents in the local neighbourhood, with a wide range of serious anticipatory effects being voiced. As such, it is assessed that this planning stage has potential low to moderate negative social impacts

on the local neighbourhood's sense of place, particularly the perceived desirability of the local neighbourhood. However, based on case studies and the comparator - Tai Aroha (Hamilton residential rehabilitation programme), this is assessed as a temporary impact, experienced during the planning phase, and expected over the initial months of establishment and operation, e.g. most likely over the first 6-12 months. If the site is run similarly to Tai Aroha, it is considered reasonable to anticipate that these temporary effects will dissipate over time and that both the trust between Ara Poutama Aotearoa and the community will develop and the site will become 'part of the suburb and local neighbourhood' with a much lower profile contributing to the character of the area. On this basis, it is assessed to be a potential low negative effect on sense of place and character over the operation phase for the local neighbourhood area (and negligible for the wider St Albans West suburban area).

#### *Quality of environment – fears and concerns for safety*

The matter of safety has also been addressed within the Assessment of environmental effects and subsequent information through risk assessments conducted by Mr Louw from Ara Poutama Aotearoa and a review by Dr Cording on behalf of Christchurch City Council. We rely on these specialists with regards to risk of harm to the community.

It is assessed that there will be a very low negative impact on physical safety overall. However, it is acknowledged that this does not change the fears and concerns from residents that they will feel less safe in their local neighbourhood environment and this is an effect on the value they place on the quality of their environment. However, the assessment concludes that these adverse impacts will diminish over time, and further measures to address health and wellbeing are discussed below and in the subsequent mitigation recommendations.

#### *Health and wellbeing*

This section considers the physical, mental, social, and spiritual wellbeing (physical safety risks being noted in the previous section) of the local neighbourhood. There are potential negative impacts on the community's health and wellbeing arising from the proposed activity and that a sense or feeling of having an 'unwanted and uninvited' activity being 'put upon' people in the community exacerbates this. While it is acknowledged that some people have indicated that this is increasing stress and anxiety for some members of the community, it is considered that such impacts will likely decrease over time as the programme settles into the community. Overall, it is considered that there is potential to have moderate negative impacts on health and wellbeing during the planning phase, these impacts are considered temporary and will reduce to low and very low over time on the basis of the operating conditions proposed by Ara Poutama Aotearoa for the site.

### **Conclusion**

Social impacts identified primarily relate to anticipatory fears expressed by the community and relate to the local neighbourhood surrounding the site. Comparative data from Tai Aroha, literature and interviews with experienced stakeholders and technical specialist reports indicate the likelihood of these anticipatory fears to be very low and in some cases comparative to potential effects that could be experienced within the existing local neighbourhood environment. Notwithstanding this, it is acknowledged that the process of establishing an 'unwanted and uninvited' activity into a community gives rise to potential social effects related to the sense of pride people have in their community, the values they place in their environment and potentially (in limited cases) to the way of life for people in the community. Overall, the potential adverse social effects from this proposal (given its scale and the management regime), are generally considered low though some temporary potential moderate adverse effects are identified, which are expected to reduce / ameliorate over time.

The main mitigation measures proposed are effective management of the programme, including responsiveness to community concerns, maintenance of the property and adherence to risk and safety

measures. Further engagement recommendations have been made to aide in the development of trust between the local neighbourhood and Ara Poutama Aotearoa. These measures are mainly designed to ease the transition of this programme into the community and minimise the degree of change experienced (enhance social outcomes). Measures such as safety protocols and privacy measures will directly address potential effects.

With mitigation and post 6 to 12 months of operation, it is assessed that impacts will be very low to low and over time be reduced to very low (this recognises that due to personal circumstances some members of the community may not become comfortable with these operations and continue to perceive there is a risk to their safety and alter their way of life accordingly).

In terms of the context of the Resource Management Act (1991) and the determination of 'effect', it is concluded that the overall potential social effects of the proposal are minor. Furthermore, it is considered that with mitigation the overall social effects will be minor, becoming less than minor over time.

# 1 Introduction

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A resource consent has been sought for Ara Poutama Aotearoa<sup>1</sup> – the Department of Corrections, to provide a rehabilitative and reintegrative residential programme at 14 Bristol Street in St Albans, Christchurch. The residential programme will be for men aged 18 and over and will be able to accommodate up to 16 men in the programme at any one time. This Social Impact Assessment (SIA) will form part of the application.

## 1.1 Purpose and scope of assessment

The International Principles for Social Impact Assessment defines a SIA as being *“the processes of analysing, monitoring and managing the intended and unintended social consequences, both positive and negative, of planned interventions (policies, programs, plans, projects) and any social change processes invoked by those interventions”* Vanclay, 2003.

In this case, the purpose of this SIA is to assess the social effects (negative and positive) of the activities enabled by the resource consent. In particular, the assessment will consider the potential social consequences / effects of the change in use of 14 Bristol Street relative to the residential uses of the site (the most recent use being temporary accommodation) and surrounding area. There is no construction phase considered in this assessment as the building already exists, albeit minor internal modifications are proposed. This assessment focuses on the potential planning and operation phase<sup>2</sup> effects only.

On this basis, the assessment provides the following:

- Identification of the social area of influence;
- Description of the existing social environment;
- Description and assessment of the intended and unintended potential social effects arising from the planning and operation phases of the proposed activity; and
- As appropriate, recommendations on potential measures that could assist to avoid, remedy, or mitigate any potential adverse social impacts identified.

It is understood that this information will be used by Ara Poutama Aotearoa, along with other specialist reporting, to supplement the Assessment of Environmental Effects (AEE) and input into the suite of proposed mitigation and management strategies.

## 1.2 Assumptions and limitations

- From our discussions with Ara Poutama Aotearoa, it is understood that the operations proposed for this residential programme will be very similar to those currently operating at Tai Aroha, an existing residential programme in Hamilton. For this reason, it has been assumed that Tai Aroha and the effects of Tai Aroha can be used as a direct comparator in respect of the operational characteristics of the site (14 Bristol Street). However, it is recognised that Tai Aroha does not operate in the same community. For this reason, a comparative assessment is made of these communities and their similarities and differences.
- While Tai Aroha provides a useful direct comparator, other sources of research have also been used to understand potential social consequences of the activity. Due to the limited information available, the

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<sup>1</sup> The application is made by Kāinga Ora – Homes and Communities (as owners of the site), on behalf of the Department of Corrections (Ara Poutama) who will be operating a residential rehabilitation programme on the site.

<sup>2</sup> Planning phase refers to the planning of the programme (non-construction activities) prior to the operation of the site including the consenting process. Operation phase is when the programme is up and running.

literature reviewed covers a much broader range of activities and communities. It is mainly from North America and is focused on a wider range of services, including larger corrections accommodations with less supervision, homeless shelters, and mental health facilities; this has been taken into account in the analysis and applicability.

- The local Ngāi Tahu hapu, Ngāi Tūāhuriri, were approached to discuss the potential social impacts of this proposal on the iwi. It was agreed that a cultural impact assessment completed by Mahaanui Kurataiao would be appropriate to assess and consider cultural impacts. On this basis, this SIA report considers the social impacts on the surrounding population which includes Māori but does not include cultural impacts.

## 2 The Proposed Activity

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### 2.1.1 Background

Ara Poutama Aotearoa seek to establish a programme in Christchurch based on Tai Aroha. The programme will be targeted primarily at men who have long-standing personal or iwi links to the South Island, particularly Canterbury. Ara Poutama Aotearoa have been operating Tai Aroha in Hamilton for ten years (see Section 2.1.1(a) and Appendix A). Tai Aroha is a residential violence-prevention programme that helps men learn new skills to stop them from using violence and engaging in other offending. It involves both a therapeutic programme and learning community reintegration skills.

#### a. Tai Aroha

Tai Aroha Hamilton is an established ten-bed community-based special treatment community residence operated by Ara Poutama Aotearoa. It has been operating in a residential neighbourhood in Hamilton for ten years. It is a culturally responsive, residential rehabilitation programme for men who have committed a violent offence and who are serving a home detention or intensive supervision sentence. The ten beds are for men currently engaged in the programme and the programme does not currently provide additional transition beds.

Tai Aroha began as a pilot programme in 2010, providing a new residential service to respond to offenders in the community that required rehabilitative interventions. It operates at a site that was previously used as a community corrections centre, Montgomery House, which delivered a different type of residential programme. The site is owned by Waikato-Tainui, the local iwi, and leased by Ara Poutama Aotearoa.

Residents of Tai Aroha have either been sentenced to home detention for a minimum of four months or intensive supervision for a minimum of six months (maximum of 10 residents for up to 22 weeks)<sup>3</sup>.

### 2.1.2 Ara Poutama Aotearoa's purpose for the programme

Ara Poutama Aotearoa has advised that this programme is specifically focused on rehabilitation. The programme aims to break the cycle of re-offending by identifying and working with men who are considered likely to re-offend and who are looking for assistance to change their patterns of behaviour. In other words, it is targeted to those that want to join the programme.

The aim is to operate a residential programme in Christchurch for men of any culture with a focus on tikanga Māori and providing for Māori men, who are overrepresented in national offending statistics. It will provide residents who have committed a violent offence with an intensive therapeutic programme and other pro-social activities such as team building, educational activities, and work programmes. The programme aims to help men learn new skills to stop them from using violence and engaging in future offending. The programme will also provide residents with support to return to the community with new skills to live a crime-free life.

### 2.1.3 Residents

#### a. Number of residents and duration of stay

The programme will accommodate up to 16 men aged 18 years and over. All residents will be on sentences of home detention and will be electronically monitored by GPS while residing at the property.

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<sup>3</sup> When comparing the proposed 14 Bristol Street residence to Tai Aroha the main differences are the inclusion of 6 transitional residents and exclusion of residents under intensive supervision at 14 Bristol Street. Apart from this most of the proposed operational procedures in the application are similar and based on the learnings from Tai Aroha.

Up to ten men will be working through the core phases of the programme and up to a further six will be receiving support as part of the reintegration phase, while continuing to reside onsite and preparing to return to living in the community.

If participants are successful in completing the programme, they will live at the property for 14 to 16 weeks. However, in some instances, residents may need further transitional support after the 16 weeks. For this reason, provision is sought that up to six residents (of the 16 on site at any one time) may remain on-site for a further six weeks, to a maximum total stay of 22 weeks.

The programme will be a rolling admission programme. In other words, new residents will take part in programme activities alongside men who have already been living there. Once the programme is fully established, it is anticipated that there will likely be periods where there are fewer than 16 men at the residence, fluctuating as people move through the programme<sup>4</sup>.

#### i. Eligibility

To be eligible for participation in the programme an individual will have to:

- Be male;
- Be 18 or older;
- Have multiple treatment goals related to lifestyle and behaviour patterns;
- Have a RoC\*RoI score over 0.7 or be assessed as at high risk of reoffending using objective psychological measures of risk;
- Be serving a sentence of home detention of at least five months; and
- Have at least one violent conviction in their offending history.

#### ii. Exclusions – those **not** eligible for the programme

- Men with significant untreated mental health issues;
- Men with any current or historical convictions of child or adult sex offences; and
- Men with primary addiction issues that require these needs to be treated first, such as drug and alcohol addiction.

### 2.1.4 Referral and assessment process

The following provides a summary of the anticipated referral and assessment process for the site that Ara Poutama Aotearoa intends to operate. It is based on the processes of Tai Aroha and is considered directly relevant to the proposed residential programme at Bristol Street. This process has been considered in the social effects evaluation in respect of both analysing the anticipatory effects and assumptions the community has about the potential residents. It also aids in understanding the processes Ara Poutama Aotearoa has put in place to minimise risk and identify appropriate candidates for the programme.

All formal referrals to the programme will be made by a probation officer in a pre-sentence report to the court. The court will decide if a person should be invited to participate in the programme, using the information in the pre-sentence report. The court will not require someone to participate; residents will have to opt into the programme.

The referral will be managed by a Case Management team consisting of the programme manager, liaison probation officer and manager psychological services. The application will be reviewed, and if it is an appropriate referral the applicant will be provisionally accepted to undergo a psychological assessment to

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<sup>4</sup> It is noted that at Tai Aroha there is a maximum participants of 10 men – average occupancy is between 7 to 8 men (rarely at full capacity) and over the year around 30 new starts.

determine suitability for the programme. The psychologist will meet with the applicant and prepare a report on their suitability for the programme. This could take up to six weeks. This will include information about their background and offending, risk assessment, motivation for the programme, any potential strengths of the applicant, barriers to his participation in the programme, and the applicant's agreement with programme requirements and responsibilities. In addition, the following will be taken into consideration:

- Ability of the applicant to work within the framework of the programme including the focus on Māori protocols;
- Location of applicant (the programme will be targeted primarily at men who have long-standing personal or iwi links to the South Island, particularly Canterbury, but other referrals will be considered);
- Substance abuse (this must be controlled – see the notes on those excluded from the programme above)<sup>5</sup>;
- Mental health, physical health, and cognitive capability (capability to participate in programme); and
- Willingness for group participation.

If accepted, there will also be recommendations put forward on the conditions of home detention (and possibly post-release from the programme) to support compliance with the programme and maintain behaviours that will support the development of pro-social behaviours. For example, this may include requirements for no alcohol or drug use, no threatening or violent behaviour, compliance with kawa of programme and similar. No alcohol or drug use will be permitted at the residential programme at Bristol Street.

### 2.1.5 Programme

The following provides a summary of how Ara Poutama Aotearoa proposes to operate the residential programme. It is modelled on Tai Aroha and provides information on the operational characteristics of the proposed site to inform the social effects assessment.

The programme includes clinical treatment (individual and group therapy), cultural activities and a series of activities and tasks designed to transition residents back into the community. The reintegration programme will be co-ordinated by a reintegration coordinator and will include a variety of programme tasks such as preparing CV's, facilitating access to social services, addressing health needs, obtaining, or renewing drivers licenses, attending the gym, and obtaining suitable long-term accommodation and employment.

In addition to the therapeutic programme, participants will contribute to the running of the house, including undertaking residential activities such as cleaning, cooking, property maintenance and grocery shopping. Participants spend approximately 10 hours a day engaged in the structured components of the programme (including 3-4 hours of clinical treatment on weekdays).

Depending on the stage a person is at within the programme, they will be involved in activities outside the residence and will be able to have 'pre-approved' weekend visitors and access to a cell phone (noting that cell phones will be restricted during the first ten weeks and use of these will be assessed on a weekly basis through the duration of the rest of the programme). Visitors will be screened by staff before being approved to visit. Approved visitors will be welcomed onto the site first and must visit during allocated hours on Saturdays.

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<sup>5</sup> Men with high treatment needs relating to alcohol and drug use will first be referred for treatment to address their addiction issues prior to being considered for the programme. This is proposed to minimise the risks posed by men who are addicted and engage in drug seeking behaviour. The programme will facilitate alcohol and drug therapy sessions as part of our wider therapeutic approach. Residents will not be permitted to drink alcohol and will be required to undertake drug testing while living at the property.

In addition to the above, overall appropriateness to attend the programme and assessment of risk while in the programme will be assessed by Ara Poutama Aotearoa staff daily. If this review concludes that there are high risks of non-compliance or that the person is not motivated or benefiting from the programme, they will be discharged from the programme. From there they will go to a court for re-sentencing or remanded in custody if they do not have a suitable address to serve their sentence of home detention.

### 2.1.6 Supervision

All residents will be supervised by programme staff (there will be a minimum of two staff each shift). There will be up to eight support and supervisory staff at the property during the day and two or three staff, monitoring the property overnight.

Staff will include:

- Programme manager
- Psychologists
- Programme facilitator
- Resident supervisors
- Reintegration coordinator
- House supervisors
- Probation officers.

The site will have overnight staff in attendance. There will be periodic property boundary checks through the night, including outdoor CCTV cameras that will be installed. It is understood that the purpose of these is to provide surveillance within the site and therefore will be directed into the property. These cameras will appear the same as other outdoor security cameras that are designed for residential dwellings and accommodation, such as hotels.

As all residents will be on sentences of home detention, they will be electronically monitored by GPS while residing at the property. Residents will spend most of their time on the property and will require prior approval in order to leave the site. This is a standard condition for all home detention sentences. As discussed above, they will be permitted to take some pre-approved outings such as going to the gym, shopping for weekly groceries, or attending appointments with agencies or service providers, but these will be supervised by staff during the initial stages of the programme.

As residents get closer to the final reintegration phase of the programme, they may be permitted to take some unsupervised outings. These will be pre-approved outings to specific pre-approved locations. These residents will continue to be electronically monitored by GPS while they are offsite.

All residents will be subject to the same GPS monitoring, intensive onsite support and supervision and requirement to abide by the house rules, regardless of which stage of the programme they are in.

Programme staff will not restrain or detain any participants and will not have the legal authority to enforce the conditions of their sentences. However, as with any other person serving a sentence of home detention, if residents do not comply with the conditions of their sentences, they may be returned to court by probation officer or police for the breach of conditions.

For further information on the proposal please refer to the AEE and supplementary information provided to council.

## 3 Methodology

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### 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 Ara Poutama Aotearoa of the potential social impacts of the proposed activity and recommend the appropriate mitigation strategies.

This SIA used 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 resource consent application, 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:

- 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 to 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 – 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 SIA. This is based on the author's assessment of relevant or potential social issues for the specific proposal (screening of potential impacts). This is detailed in Section 3.2.3.

### 3.2 Methodological approach

A multi-method approach was used, drawing from a number of data sources including literature review, a case study example and qualitative survey / social enquiry (interviews). The multi-method approach allowed us as the assessor to use an iterative and adaptive process, that is the ability to form and revise questions as we proceeded through the assessment.

#### 3.2.1 Scoping

The key objectives of this phase were to gain a good understanding of the proposed project and identify the potential social impacts and communities and stakeholders likely to be impacted.

### Phase 1: Understand the project

Scoping commenced with meetings with Ara Poutama Aotearoa staff from Christchurch, Hamilton, and Wellington to understand the objectives and operations of the programme and its proposed application for the Christchurch site. This included an initial site visit to 14 Bristol Street.

Given that the Bristol Street programme will be based on Tai Aroha, a separate study was undertaken of Tai Aroha to understand the experienced social impacts and outcomes of operation of residence (see Appendix A for the full study). As part of the study, a wider literature review was also undertaken to assist in scoping potential social effects and to assist in considering implications of other 'similar' facilities, including larger scale residential facilities (see Appendix A for details).

### Phase 2: Scoping on initial area of assessment and potential social impacts

To do this, two approaches were undertaken:

- Observation of and review of Ara Poutama Aotearoa consultation; and
- Independent research conducted by the social impact team.

Ara Poutama Aotearoa consultation activities included the following:

- Door to door consultations with surrounding neighbours (see Figure 2) and a review of this data once collated; (SIA team reviewed data)
- Information sessions with residents of the local community (SIA team attended as an observer)
- Stakeholder meetings (SIA team reviewed data)

We (the social impact assessors) undertook the following activities:

- Review of community and social infrastructure in the community;
- Review of media and social media reporting on project;
- Stakeholder interviews<sup>6</sup>:
  - Police
  - Salvation Army
  - St Albans Residents Association
  - Rehua Marae
  - St Margaret's Preschool and College
  - Selwyn House Pre School and School;
- Resident online survey (see Appendix B for details of survey design); and
- Follow up phone interviews with sample of resident survey respondents.

#### 3.2.2 Community profiling

Community profiling includes developing an understanding of the potentially impacted community, including characteristics that might influence the extent to which they are impacted. This also provides a baseline of the existing environment of which to assess potential social change.

The community profiles were compiled using the following information:

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<sup>6</sup> Other stakeholders were approached but either indicated they did not require an interview or did not respond. The local Ngāi Tahu hapu, Ngāi Tūāhuriri, were approached to discuss the potential social impacts of this proposal on the iwi. It was agreed that a cultural impact assessment completed by Mahaanui Kurataiao would be appropriate to assess and consider cultural impacts.

- Statistical data from the 2018 Census of Population and Dwellings<sup>7</sup>;
- Academic studies on local area;
- Council community plans and profiles;
- Media coverage of local community;
- Observations during site visits in September and December 2020;
- Residents surveys and follow up interviews; and
- Stakeholder interviews.

### 3.2.3 Assessment of potential social impacts

The identification and assessment of potential social impacts involves the process of overlaying information gathered for scoping effects and the community profile with the relevant components of the proposed activity. This includes identification of the type of impact, likely impacted community, and scale of impact<sup>8</sup>.

This analysis has been based on project details, technical reports (transport and landscaping), feedback and insight from residents and stakeholders, and experience and studies on other community corrections accommodations and residential programmes, including information from the literature review.

The assessment of scale of impact has considered:

- Severity of impact – a preliminary assessment of what the impact is likely to be and how much it will likely affect those involved at a community level;
- Extent of impact – what percentage of the community is the identified effect likely to impact;
- Permanence of impact – likely duration of impact; and
- Likelihood of impact occurring.

#### i. Impact rating (positive or negative)

- Very High: a high to very high degree of social change (severity) to most of the identified community that is likely to be permanent in duration
- High: a moderate to high degree of social change (severity) to more than half of the identified community that is likely to be long term to permanent in duration
- Moderate: a low to moderate degree of social change (severity) to around half of the identified community that is likely to be transitional to long term in duration (months to years)
- Low: a low degree of social change (severity) to around 10% up to 50% of the identified community that is likely to be transitional in duration (months)
- Very Low: a very low or negligible degree of social change (severity) to a small portion (less than 10%) of the identified community that is likely to be short term/temporary in duration (weeks to months)

#### ii. Determination of “minor”

The assessment is written in context of the Resource Management Act (1991). For considering in consenting applications, the potential environmental effects are broadly categorised as ‘less than minor’, ‘minor’, ‘more than minor’ and ‘significant’ (this overall evaluation is a factor in determining the appropriateness of a proposed activity in whether or not to grant a consent).

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<sup>7</sup> The quality of data provided by the 2018 Census was lower than other Census years because of a lower than expected response rate and uneven response rate across population subgroups (for example, from Pacific populations), also particular areas of reporting are not available yet. Where this data is unavailable the 2013 Census and/or other data sources are utilised.

The assessment scales of the Resource Management Act involve a broader consideration of ‘environmental effects’, beyond just one domain of concern (i.e. social impacts). Overall planning expertise also considers the assessment in the content of objectives and policies of relevant planning documents (e.g. in the context of environmental outcomes anticipated for a zone or a resource in these plans).

To provide some guidance to that assessment, in relation to the assessment of social impacts in this SIA, the following scale guidance (Figure 1) provides an indication of where the impact categories used in this SIA compare to the categorisation of effects applied under the Resource Management Act. It is also noted that some variability in the correlation of effects is a reflection of the temporal nature of some effects identified in the SIA (e.g. potentially moderate adverse effects of limited time duration correlate to a minor effect, while such effects if permanent might be more appropriately considered as ‘more than minor’).

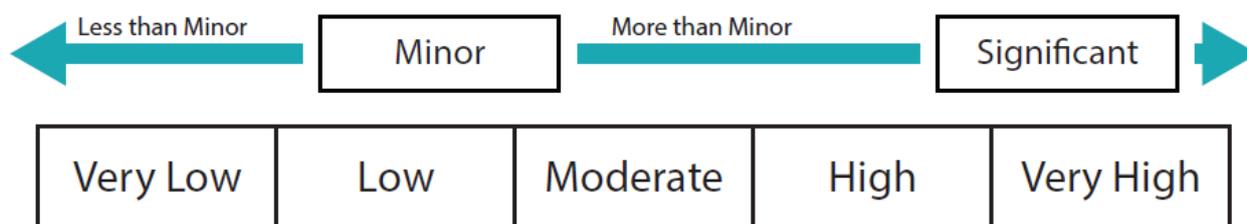


Figure 1: Scale of Impacts referenced against determination of minor as per the Resource Management Act 1991

iii. Areas of concern

Once all scoping data was gathered, the following potential social impacts were identified for assessment:

- People’s way of life – how they live, work, and play and interact with one another on a day-to-day basis;
- Their community – sense of place and character, how people perceive their community, community values and character of the community;
- Their environment – social consequences as a result to changes to the environment as caused by the project, including noise and physical safety hazards; and
- Their health and well-being – physical, mental, social, and spiritual wellbeing.

The assessment of impacts on the above are provided in Section 5 of this report.

**3.2.4 Recommending mitigation measures to address identified potential impacts**

Following the assessment of potential impacts, measures were identified or recommended to avoid, remedy, or mitigate potential adverse impacts identified, as appropriate. These recommended measures draw from experience on other corrections projects (youth and adult), feedback from engagement activities and interviews with Ara Poutama Aotearoa.

**3.3 Defining the social area of influence**

Based on research and initial reporting, the SIA has considered two areas of potential impact. These are the areas of influence termed the “local neighbourhood” area and the wider St Albans West suburban area. The local neighbourhood is considered to be the surrounding households within close proximity of the site shown in Figure 2.

It is considered that most potential impacts will be from direct interaction with the residence, which would be neighbours within close proximity. Stakeholders relevant to this local neighbourhood are considered when they are from further afield, but on the basis that they have direct interaction with the local neighbourhood identified above.

It is also recognised that some residents of the wider St Albans community have also expressed interest in the project. For this reason, the local St Albans West' suburban area has also been identified as a social area for assessment. This is shown in Figure 3. For clarity, it is noted that the community within the local neighbourhood area is also part of the wider St Albans West suburb area.

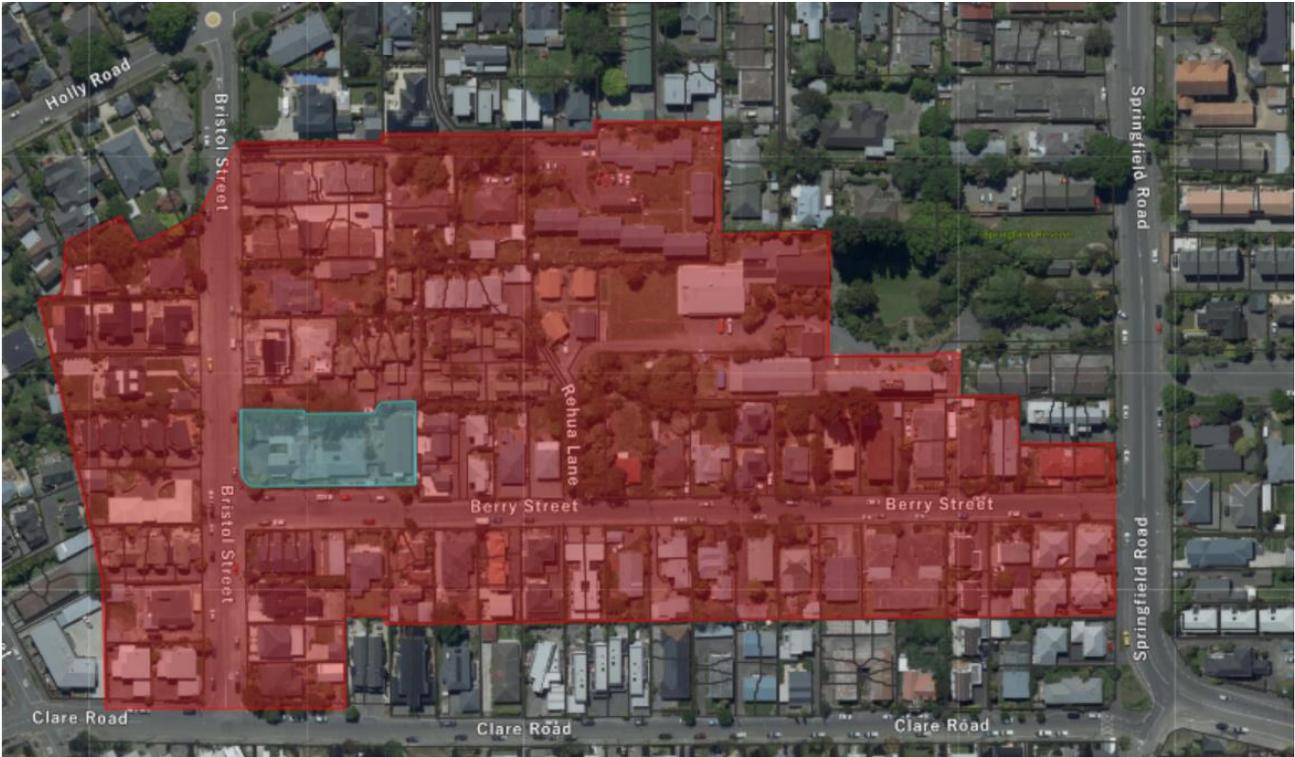


Figure 2: Local neighbourhood area shaded in red, with the site shaded blue. (Source: Canterbury Maps)

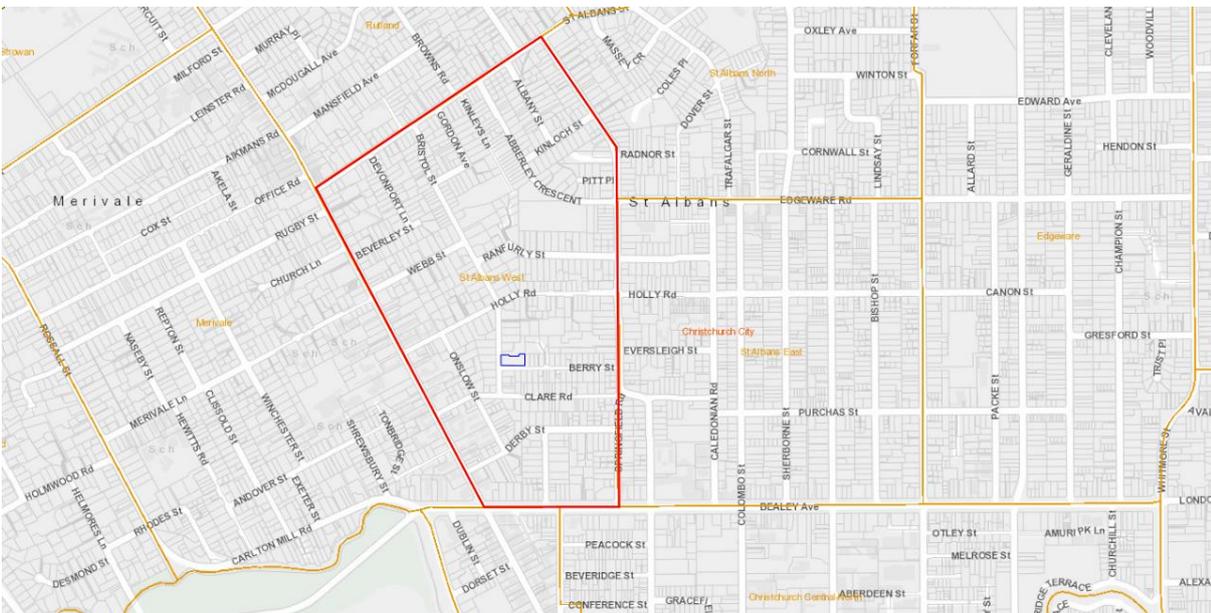


Figure 3: St Albans West suburban area outlined in red, with the site outlined in blue. (Source: Statistics New Zealand)

## 4 Existing Environment

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The existing social environment (community profiles) is described for the local neighbourhood and St Albans West suburban area (where relevant the entire St Albans suburb is referenced). It is noted that the local neighbourhood community and St Albans West suburban areas are also part of the wider Christchurch community, which is reported in the SIA for context / comparator (e.g. in the demographic data). The community profile focuses on social characteristics that provide a baseline that is relevant to the identification and assessment of social impacts.

### 4.1 Site history

The site is currently a 24-bedroom complex, made up of the main complex (13 bedrooms) and a further 3 units (accommodating a further 11 bedrooms). The site has operated as a residential care facility and supported accommodation for adults with disabilities, and commercial accommodation since 1978, including Independence House, which provided residential care (transitional and permanent accommodation) for adults with physical disabilities. In more recent years, it operated as Bristol Club, a guest house and temporary accommodation.

In general, neighbours reported minimal issues with both types of operations. Primary issues that were mentioned, of which there were few, were around site maintenance and noise when it operated as temporary accommodation, and occasional issues with tenants' behaviour.

### 4.2 Local neighbourhood

The local neighbourhood (see Figure 2 ) is located within the south-western portion of St Albans. The statistical area unit of the local neighbourhood is St Albans West<sup>9</sup>, as identified in Figure 3.

The local neighbourhood is characterised by mainly residential land uses. It is a mixture of single-family homes and higher density housing, older established homes, and newer housing, including infill housing. Several building and development projects and renovation projects were observed during the site visit of the local area. Some of the development is in response to damage caused to houses during the Christchurch earthquakes.

The area is zoned Residential Suburban Density Transition Zone and Residential Medium Density Zone. The Residential Suburban Density Transition Zone covers some inner suburban residential areas between the more widespread and standard residential areas of the city (which are zoned Residential Suburban Zone) and the higher density and more mixed residential uses (e.g. zoned Residential Medium Density Zone), which includes areas adjoining some commercial centres. The zoning of this area provides principally for low to medium density residential housing and in general demonstrates that there is potential for infill and redevelopment at higher densities. A lot of infill is already evident and there is potential for further urban growth change.

The Residential Medium Density Zone is located close to the central city and around other larger commercial centres across the city. The zone provides for townhouses, terraced housing and apartment buildings and encourages comprehensive development of multiple adjacent sites. Smaller and shared outdoor living spaces are acceptable within this zone. Again, this allows for urban growth in the area. Much of the housing typology in the local area shows a transition to town houses and there is capacity for more.

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<sup>9</sup> Statistical Area 2 Code 323900 – this will be used for all demographic profile information

The zoning does provide for some urban intensification. Capacity for further development comes from the removal of older housing stock, in particular dwellings that were damaged in the earthquakes or have become run down since, which are then replaced within high density infill housing (apartments). There are commercial accommodation businesses within close proximity, including the previous use of the site. Rehua marae, a community-based marae, is located just to the east of 14 Bristol Street.

The higher density housing that these zones allow for corresponds with the increase in housing density noted by residents in the local neighbourhood over the last five years. This in turn had resulted in newer housing stock, more renters and rental housing, increased pressure on off-street parking, busier streets, and more traffic congestion.

#### 4.2.1 Way of Life

Data was collected on the household makeup of the local neighbourhood. Of the 26 who responded to the survey, 24 lived in the area (two out of area were landlords) and, of these, most either lived as a family (46%) or alone (42%). It is noted that there is a high proportion of renters living in this local neighbourhood and it can be assumed that some will be living in flatmate households. However, these households did not respond to the survey<sup>10</sup>.

Residents within the local neighbourhood were surveyed to understand what activities they undertook within their suburb of St Albans. This question provided information on local connections, movement within the area and how they utilised their suburb.

A number of activities are undertaken in St Albans by those who live within the local neighbourhood (see Figure 4). The most popular activity is informal recreation, such as walks and going to the park<sup>11</sup>. This was selected by all respondents of the survey.

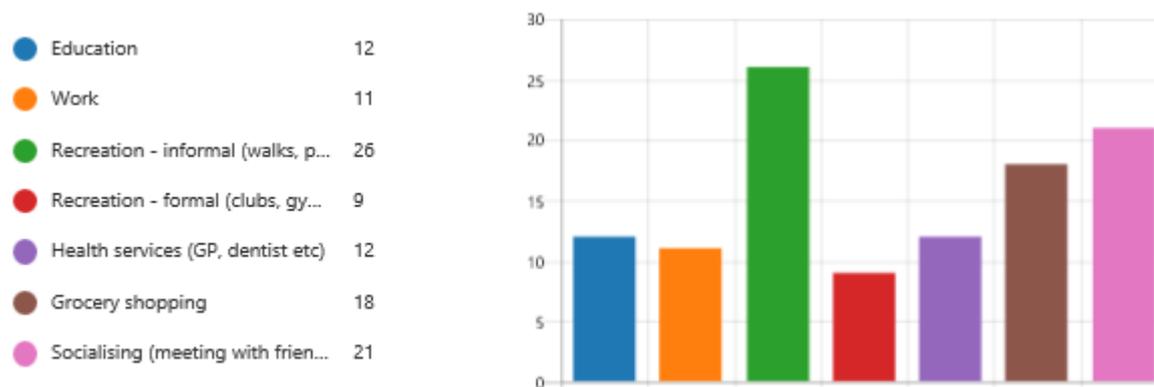


Figure 4: Activities undertaken by those in St Albans

People spoken to commented that walking around the area and to and from activities was a common activity and because the area is located close to many amenities a lot of people walk to these locations. People also reported spending time in the area with their children cycling/scootering/walking to local parks and playing in

<sup>10</sup> It is noted that participation in the survey was self-selection and that it is common that those in strong opposition or support of a proposal are most likely to respond and may not directly represent the makeup of the whole neighbourhood or the opinions of all residents. What was observed in information sessions and the survey was that people with families or living alone were amongst the most concerned about this proposal.

<sup>11</sup> People could select as many activities as applied to their household.

these spaces. Written survey responses place emphasis on the ability for children to safely ride bikes and scooters, as well as walk, to the local parks in the area.

The way of life for those in the local neighbourhood is discussed in more detail in Section 5.1.

#### 4.2.2 St Albans suburb and St Albans West suburban area

The local neighbourhood is part of the St Albans community. The wider St Albans area, according to Christchurch City Council (see 3.3.3), includes St Albans West, St Albans East, Rutland, and Edgeware statistical areas. St Albans is approximately two kilometres north of Christchurch Central Business District. St Albans West is bounded by Papanui Road to the west, St Albans Road to the north, Springfield Road to the east and Bealey Avenue to the south (see Figure 5).

St Albans has a population of approximately 13,137 residents, of which approximately 2,523 are located in St Albans West. St Albans is the second largest suburb by population within Christchurch (Census 2018), and according to *oneroof real-estate website*<sup>12</sup> it is also the second largest suburb in Christchurch in terms of total number of residential housing stock. The website estimates that approximately 97% of this stock is residential housing and 3% residential investment housing properties.

St Albans was not significantly damaged in the 2010 earthquakes. However, in the February 2011 earthquakes there was considerable damage to houses, businesses, and public facilities, including the community centre. As a result, there are a number of properties that have been developed or redeveloped since that time.

Figure 5 below identifies a number of facilities within proximity of 14 Bristol Street across St Albans West. These include alternative housing types (pensioner and social housing), childcare<sup>13</sup>, churches, retail facilities and Rehua marae. Additionally, Blind and Low Vision New Zealand is located within this area.

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<sup>12</sup> <https://www.oneroof.co.nz/suburb/64-bishop-saint-albans-532> Accessed 10.01.2020

<sup>13</sup> The closest school in proximity to 14 Bristol Street are denoted however it is noted that these are outside the St Albans West suburban area.



Figure 5: Map outlining various social facilities within St Albans West

In terms of retail and other facilities in the area, Papanui Road is the main shopping area. Outside of this, the Merivale Mall (just outside of the statistical area, to the north west corner) and Edgeware Village (to the east of the statistical area) are the two main shopping centres for the area. There are two primary schools within St Albans, but no secondary schools.

There are a number of community parks in the St Albans suburb and three sports facilities, including a football club stadium, English Park and Rugby Park. Abberley Park is located within the St Albans West suburban area.

#### 4.2.3 St Albans Suburb values

A common theme of local neighbourhood residents surveyed and interviewed by us in relation to St Albans suburb was that they valued St Albans for its convenience to the city centre and other amenities. This included the ability to walk places. In addition, people valued the quietness of the area, access to parks and the environment (large street trees and gardens) and a sense of feeling safe within the neighbourhood. Research conducted by Hughey-Cockerell et. al. 2014 on St Albans and developing a sense of place found that the most common values were community, family-friendly, safe, central, green, diverse and strength. It is noted that this was for the wider St Albans suburban area, not just St Albans West. Figure 6 provides a word cloud from the study depicting the characteristics of St Albans that residents described (the largest words



## 4.2.5 Crime statistics

Data has been sourced from the police data site (police.govt.nz). Table 1 outlines the data for the last five years in St Albans West and three other areas that make up St Albans (according to Christchurch City Council) and Christchurch City.

Table 1: Crime Statistics – source NZ Police

Year	St Albans West		St Albans East		Rutland		Edgware		Christchurch	
	Violent	All Crimes	Violent	All Crimes	Violent	All Crimes	Violent	All Crimes	Violent	All Crimes
2015 - 2016	7	106	14	231	12	162	17	214	2,415	20,718
2016 - 2017	9	101	23	254	7	105	12	157	2,247	20357
2017 - 2018	6	118	18	222	13	181	14	207	2,341	22,467
2018 - 2019	9	170	17	250	7	207	19	2243	2,320	24,422
2019 - 2020	6	101	31	231	10	162	29	192	2,322	21,870

The Central Christchurch area just south of St Albans (not shown in the Table 1) has the highest rate of violent crimes in 2019-2020 period, with 315 violent crimes in this time (some 13% of crimes for the City overall).

## 4.3 Demographic profile

### 4.3.1 Population

#### a. Size

The population of the St Albans West area is 2,523 as of 2018 (Table 2). This is a 4% increase from the 2013 census. The limited growth in the area (as shown in Figure 7 below) may be reflective of population loss post-earthquake and rebuild. Within St Albans West there are 1,194 households (as of 2018). Within the local neighbourhood, there were 140 houses, of which 136 were occupied (the local neighbourhood is less than 10% of the suburban area households).

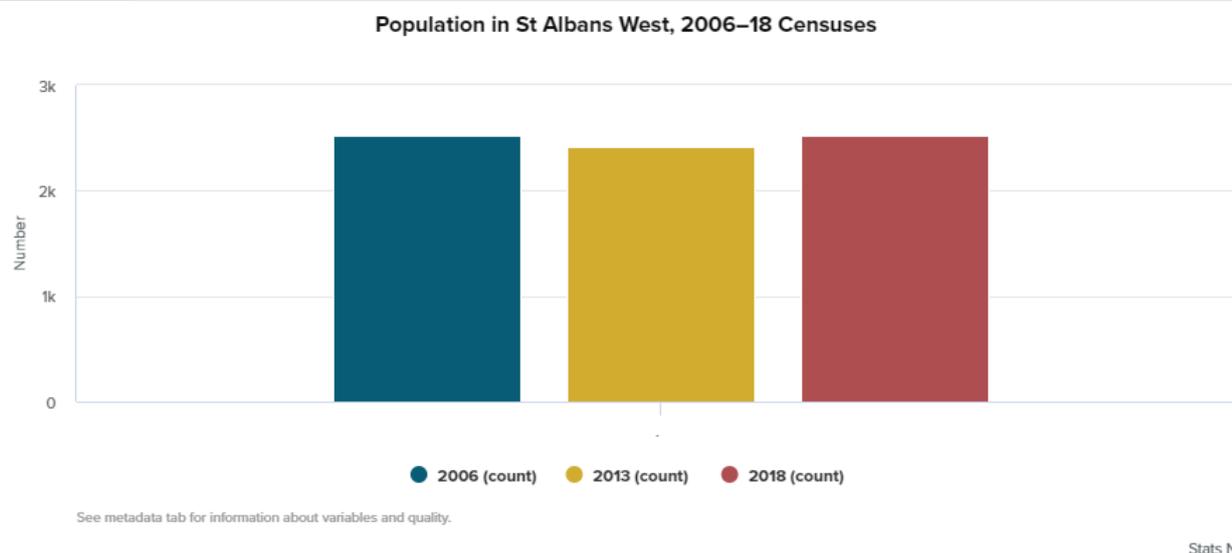


Figure 7: Population Size St Albans West – Census 2018 Stats NZ

Table 2: Population in St Albans West and Christchurch City (Census 2018 Stats NZ)

	St Albans West	Christchurch City
Population 2013	2,421	341,469
Population 2018	2,523	369,006
Female (count) (2018)	1,269	185,034
Male (count) (2018)	1,251	183,972

### b. Age

St Albans West has a median age of 37.5 years (Census 2018), which is comparative but slightly older than the Christchurch City (overall) median age of 37.1 years.

The largest population group is the 30-64-year olds<sup>15</sup>, which make up 48.4% of the population for males, and 46.3% of the population for females. Table 3 identifies the percentage breakdowns of both St Albans West and Christchurch City. It is considered that the figures between St Albans West and Christchurch City overall are relatively similar, though there is a larger cohort in the 'working age' population in St Albans West (e.g. older than 15 years but under 65 years).

Table 3: Age by gender in St Albans West compared to Christchurch City (Census 2018 – Stats NZ)

	St Albans West (M/F) %	Christchurch City (M/F) %
Under 15 years	12% / 11.6%	17.7% / 16.8%
15-29 years	28.1% / 26.7%	23.7% / 21.2%
30-64 years	48.4% / 46.3%	45.1% / 45.3%
65 years and over	11.8% / 15.4%	13.3% / 16.6%
Average Median Age	37.5	37.1

In the local neighbourhood survey, respondents were asked to describe the age of members of their household. 41 household members were reported on and of these 49% were aged between 30 and 64, 20% under 15 years of age, 17% 15-29 years old and 15% over 65 years old. These figures broadly align with the statistics for the suburb community (with a lower proportion of 15-29 year olds).

### c. Ethnicity

Table 4 identifies the ethnic makeup of the population in St Albans West and Christchurch City overall. The population is predominately European (81.1%) with 66.7% of residents born in New Zealand. The proportion of Māori people within the community is lower in St Alban West compared to Christchurch, but it is noted that the Māori population has increased from 5.7% in 2013 to 6.4% in 2018. Māori males between the age of 30-64 make up the highest percentage of Māori in the area (48.3%).

Table 4: Ethnicity and birthplace of population (Census 2018 – Stats NZ)

	St Albans West	Christchurch City
European	81.1%	77.9%
Māori	6.4%	9.9%
Asian	14.5%	14.9%
Middle Eastern/Latin American/African	2.1%	1.5%
Pacific Peoples	1.5%	3.8%

<sup>15</sup> It is noted that this is the largest age cohort (age range).

	St Albans West	Christchurch City
Another ethnicity	1.1%	1.4%
<i>Birthplaces</i>		
Born Overseas	33.3%	27.1%
Born in NZ	66.7%	72.9%

The local neighbourhood population ethnic composition was not collected. It is noted that Rehua marae is located within the local neighbourhood and includes a mix of housing 6 family apartments (currently under construction) and 4 kaumatua flats (approximately 3-4 flats).

#### d. Employment and income

The median income in St Albans West is \$39,500, which is higher than the median for Christchurch City of \$32,900 (2018 Census). This is an increase from \$36,500, in 2013. The proportion of people in St Albans West earning over \$70,000 is 22.2%, which is higher in comparison to Christchurch City, where 16.5% of the city population is earning over \$70,000.

The most common occupation in St Albans West is professionals, followed closely by managers and technicians and trade workers. Professionals were the most common occupational group in 2018 for both St Albans West and Christchurch City (see Table 5).

Just under a quarter of the population (23.7%) are not in the labour force, a small decrease from 2013 (24.8%). The unemployment rate is 3.5% and 58% of people are employed full-time.

Table 5: Employment and Income of St Albans West and Christchurch City (Census 2018 – Stats NZ)

	St Albans West	Christchurch City
Full time employment	58%	50.3%
Part time employment	14.6%	15.1%
Unemployed	3.5%	3.8%
Not in labour force	23.7%	30.9%
Full time employment (Māori)	58.1%	49.7%
Part time employment (Māori)	11.6%	15%
Unemployed (Māori)	4.7%	7.6%
Not in labour force (Māori)	20.9%	27.7%
<b>Occupation</b>		
Top occupation	Professionals (29.9%)	Professionals (23.8%)
Second top occupation	Managers (18%)	Managers (14.9%)
Third top occupation.	Technicians and trade workers (11.7%)	Technicians and trade workers (14.3%)

#### e. Housing and Movement

In St Albans West, there are 1,380 total private dwellings, made up of 1,194 that are occupied, 165 that are unoccupied and 21 that are under construction (as of the 2018 Census). These numbers are likely to have changed within the last two years. In the local neighbourhood there are 140 houses. Four were observed by the Ara Poutama Aotearoa engagement team while door knocking within the local neighbourhood to be unoccupied or under construction.

In terms of ownership, Table 6 indicates that in St Albans West 31.7% of dwellings are owned or partly owned by the occupier, 56.1% are owned by a trust, and 12.2% are owned by another person (not by the occupier). In comparison to Christchurch City, 52% of dwellings are owned or partly owned by the occupier. This indicates that St Albans West potentially has a higher percentage of renters.

Table 6: Dwelling Ownership (Census 2018 – Stats NZ)

	St Albans West	Christchurch City
Total Private Dwellings	1,380	153,531
Occupied	1,194	139,089
Unoccupied	165	12,879
Under construction	21	1,560
Owned (or partly owned) by occupier	31.7%	52%
Owned by a trust	56.1%	36.5%
Owned by other (not by occupier)	12.2%	11.5%

Within the local neighbourhood, Ara Poutama Aotearoa collected ownership details of all properties of those residents who were spoken to during door-knocking (117 of the 136 occupied households) 68% identified as renting and 32% as owner occupied which is similar to the wider St Albans West suburban area.

Figure 8 identifies the usual residence one year prior to the 2018 census for people in St Albans West and Christchurch City. Approximately 68.3% of people in St Albans West lived in the same as usual residence one year prior to the 2018 census. This is slightly lower than the Christchurch City total (76.4%), which comparatively is slightly lower than the New Zealand total (79.1%). This may be attributed to the relatively recent developments in the area (e.g. new housing) and the higher rental population.

Usual residence one year ago for people in St Albans West and Christchurch City, 2018 Census

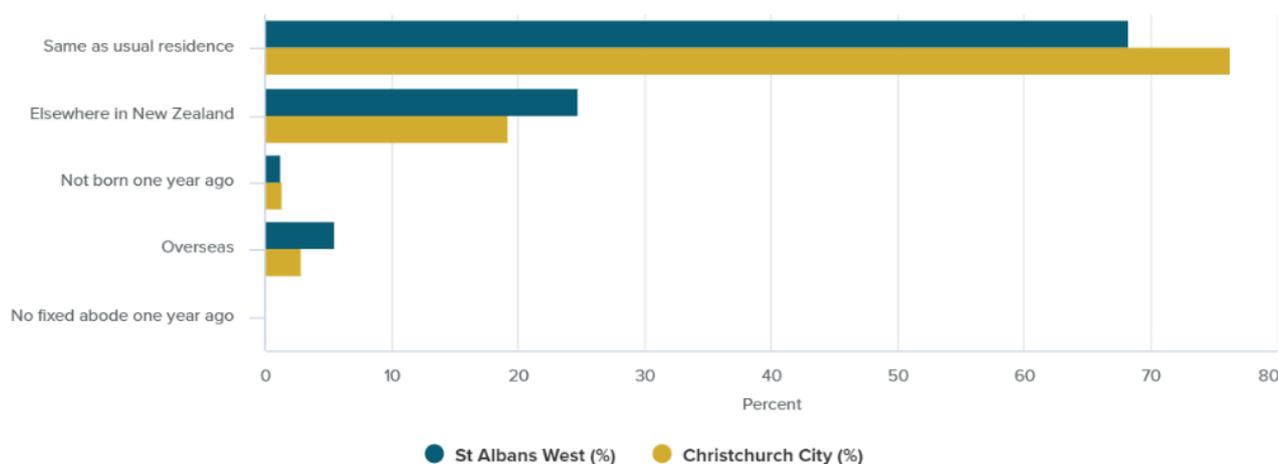


Figure 8: Usual residence one year prior to the 2018 Census (Census 2018 – Stats NZ).

In the local neighbourhood of those surveyed (26), 46% had lived at their house for more than 10 years, 8% 1-5 years, 30% 1-5 years and 19% for less than a year. Of those renting who were engaged by Ara Poutama Aotearoa during door-knocking, some indicated that they were likely to be moving on within the next year, but this was not attributed to the proposed programme.

#### f. Health needs and disabilities<sup>16</sup>

According to Stats NZ<sup>17</sup>, “a person is regarded as disabled if they have ‘a lot of difficulty’ or ‘cannot do at all’ one or more of the six activities in the Activity Limitations questions”. These six activities are walking, seeing, hearing, cognition, self-care, and communication. In St Albans West, 4.1% of people identify as having one or more activity limitations. This is lower than the overall percentage for Christchurch City, which is 6.5%.

Figure 9 identifies that in both St Albans West and Christchurch City, the highest percentage of people with activity limitations are within the over 65 years of age category. In St Albans West, this is followed by those in the 15-29 years category. In Christchurch City, 30-64 years is the second highest group.

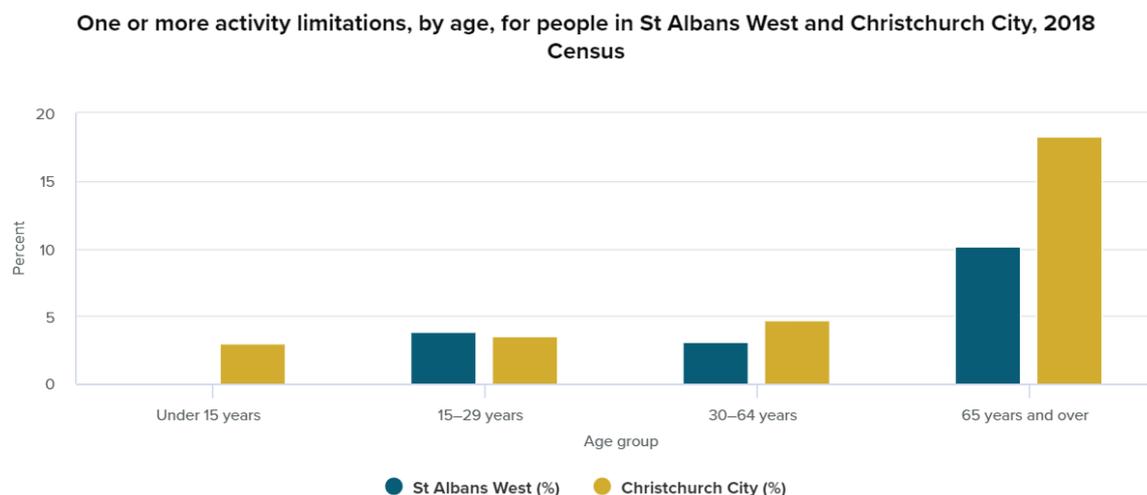


Figure 9: Activity limitations - St Albans West compared with Christchurch City (Census 2018 – NZ Stats).

No data was specifically collected for the local neighbourhood area, but a few respondents noted people with disabilities residing within their household.

## 4.4 Social profile conclusion

Where available, information has been collected and reported on from the local neighbourhood. However, this is limited, so most demographic information is from the St Albans West suburban area. It is assumed that it is somewhat reflective of the local neighbourhood, even though 90% of households it reports on are outside the local neighbourhood.

Within this assessment, comparisons are made between Tai Aroha in Hamilton and the proposal at 14 Bristol Street. The following is a brief comparison of the social profiles of both areas. In terms of communities, both are residential communities within close proximity of the city, and both are going through a transition of lower to higher density housing including infill housing. The Hamilton community is slightly closer to the city and more locations may be within walkable distance such as the supermarket. In Hamilton, the houses in immediate proximity to the residential rehabilitation programme are on larger sites (i.e. less density). It is noted that in the local neighbourhood in Christchurch, there are more houses directly neighbouring the property and higher density immediately around the property in comparison to the local neighbourhood around Tai Aroha. Tai Aroha is located in a cul-de-sac, whereas 14 Bristol Street is a corner

<sup>16</sup> Activity limitations were included in the 2018 census and an output topic. In previous census, this information was collected but not intended for output. Because of this, there is a high rate of missing responses and no alternative data source. As such, the quality of data is rated as poor.

<sup>17</sup> [http://datainfoplus.stats.govt.nz/item/nz.govt.stats/83ca312b-bd72-4a13-bdcf-14c570710700?\\_ga=2.33095358.1873046857.1610313696-1567021712.1585618234](http://datainfoplus.stats.govt.nz/item/nz.govt.stats/83ca312b-bd72-4a13-bdcf-14c570710700?_ga=2.33095358.1873046857.1610313696-1567021712.1585618234)

lot of two throughway streets. At both locations parking is in high demand. In Hamilton this is because many people park in this street and walk to work in the city.

Proximity to schools, social housing, pensioner housing and retirement villages, and supported housing is similar in both locations. In Hamilton, the wider suburban area of Hamilton West has a slightly younger median age (32) in comparison to St Albans West (37.5). In terms of sense of place, values of the local neighbourhood are very similar as both areas value convenience of location to amenities, in particular being able to walk places, quietness of area and the natural environment.

## 5 Social Impact Assessment

The following assessment draws on the scoping of issues (Sections 2 and 3), the characteristics of the proposal (Section 2) and the existing community (Section 4) to provide an assessment of potential social effects. As the highest potential impact has been identified for the local neighbourhood area, (see Figure 2), the assessments in this section focus initially on that area and then provide any additional effects assessment for the St Albans West suburban area (Figure 3). The assessment is also structured to consider 'planning phase' and 'operation phase' effects.

In general, the following assessment addresses the potential adverse effects of the proposed operations on the social wellbeing of the local neighbourhood in which the facility would be located. It is recognised that the objectives of the programme do have wider social outcomes. The proposed residential programme is recognised as having potential positive social consequences. These outcomes are expected both at an individual level (e.g. on men who attend the programme) and from a social outcomes' perspective, for the communities they interact with (e.g. the family, friends, and social networks that these men will interact with after the programme). These potential positive social consequences include way of life, health and safety and wellbeing outcomes, if the men successfully rehabilitate and therefore reduce incidents and consequences of violence and offending, or at least reduce severity of offending. While acknowledging the scale of the programme relative to the wider population, it is also acknowledged that this may also have social benefits for wider society in terms of the resource allocation that can be diverted to wider social outcomes if rates of offending and violent offending are reduced. The extent of these benefits will depend on the success of the programme (initial studies of Tai Aroha (first five years) indicated around 8% reduction in offending however more recent studies of the current programme are still being conducted) and then the potential wider social benefits further depend on how resources are allocated and what consequential social outcomes can be delivered.

While recognising the above, it is acknowledged in the context of this assessment that the focus is on the social consequences for the local community; e.g. those living in the local neighbourhood and wider St Albans West suburban area (not those living at the residence per say) and, whilst some who have participated in the programme may be from or end up living in this area or have family in this area the likelihood of this is unknown. For this reason, the above positive impacts are not further assessed at the local neighbourhood and St Albans West suburban area assessment level.

### 5.1 Way of life

Currently people in the local neighbourhood like to spend time attending to their gardens at the front and rear of their properties and spending time in their back and front yards playing and relaxing when the weather allows. People report walking around the area or to and from work, parks, or schools, and socialising as being a key feature of their daily lives. For some, this includes walking past 14 Bristol Street.

No changes to way of life have been identified from the survey during the planning phase of this project. However, some residents surveyed and interviewed, and those consulted by Ara Poutama Aotearoa, anticipate that they will make changes to the way they live if this programme becomes operational. The main 'way of life' activity some people reported that they were likely to change was the way they moved around the area, in particular walking past 14 Bristol Street. Some community members spoken with, in particular females, indicated that they would be concerned walking to and from places and around St Albans as part of recreation, particularly at night or on their own, and a few parents reported they would not be comfortable letting their children walk to and from school or in the general area independently. When explored, the reason cited was due to the safety risks they anticipated from residents of the programme, specifically, the potential of encountering a resident of the programme in the local neighbourhood and the risk of harm being

inflicted by residents of the programme, such as physical or verbal abuse from an unescorted resident or absconder from the residence.

A few people (2 to 3) of those surveyed and from our review of records from residents visited by Ara Poutama Aotearoa during door-knocking) reported that, due to anticipatory fears of the proposed residential programme and potential issues with safety, they would consider renting elsewhere or selling and moving out of the area. It is noted that this was reported by the minority of respondents and it is noted as an anticipatory effect, this potential change in behaviour was not confirmed by any actions people had taken to date. In addition, it is also noted that some landlords expressed concerns that they may have additional difficulty renting their investment properties within this location, but there were limited specific examples given.

For some neighbours within view of 14 Bristol Street, issues around privacy were raised. These neighbours noted that they would potentially feel uncomfortable hanging out in their back yard or tending to their gardens in their front yard, and would potentially restrict these activities due to lack of privacy<sup>18</sup>, potential to be observed by programme residents and anticipatory fears of being harmed by them or becoming victims of crime in the future, as a result of residents becoming familiar with their living patterns. Some neighbours specifically cited the outdoor area at 14 Bristol Street that overlooks the outside area of their homes, or bedrooms at the site that look into the bedrooms or outdoor areas of their homes.

The issue of on-street parking was also raised as a concern, and that parking was already an issue. The concern was raised that increased parking demands due to staff and visitors to the site would change people's ability to either park close to their property or have convenient on-street parking available for their visitors. This in turn could impact how people live and undertake their way of life in the community<sup>19</sup>.

Around a quarter of survey respondents did not anticipate making any changes to the way they lived. From our review of the records from door to door engagements completed by Ara Poutama Aotearoa, this rate was also reflected in these engagements. Overall, the majority of people did not anticipate any disruptions to their lives. Most respondents recognised the need for this type of programme, albeit some noted it should not be in a high-density residential area, and some also identified the potential positive social impacts to both the way the men live and their families, some of which may live in the area. However, for many in the local neighbourhood, this sentiment was caveated with the view or opinion that this could be achieved in a non-residential area and therefore achieve these positive social outcomes whilst 'not impacting the local neighbourhood'.

As discussed in Section 2, programme residents will be on site most of the time, participating in the programme. Residents will be permitted to take some preapproved supervised outings, such as going to the gym, shopping for weekly groceries, or attending appointments with agencies or service providers. Many of these supervised outings are likely to be escorted via private vehicles due to the distance to these locations. As residents get closer to the final reintegration phase of the programme, they will be permitted to take some unsupervised outings. These will be preapproved outings to specific locations. Residents will continue to be electronically monitored by GPS while they are offsite. Therefore, most outings will be supervised and all outings, either supervised or the smaller number of unsupervised outings, will require pre-approval. It is

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<sup>18</sup> It is noted that our assessment has factored that this situation existed with previous tenants at 14 Bristol Street and, as there is no alteration being made to the property in terms of its placement of windows and outlook, it related to their perception of the proposed residents.

<sup>19</sup> As with some of the issues relating to privacy, the issues of parking are also an existing issue and one that is increasing with residential intensification.

acknowledged that some outings could be on foot. However, this would only be the case if the location of their outing was accessible by walking/public transport.

The programme will see a reduction in residents living on site compared to its previous use, and a landscaping plan has been put forward to council, with opportunity for further discussion with direct neighbours around privacy measures, such as planting and window covers.

At Tai Aroha, it was found that the operation of the residential programme did not impact on residents of the local neighbourhood's way of life and in some cases had a minor to moderate positive impact on the wider community. A key factor to this was that neighbours trusted the operators of the programme, noting that this trust had developed over time – the programme had run for ten years. In addition, the programme to a large extent had “faded into the background”; beyond the street it was located in, many people did not know it existed and, within the street, people were aware of it (although vague on its precise function other than being for offenders and run by Ara Poutama Aotearoa), but had little interactions other than passing supervised groups walking to the supermarket on occasion. People in this area also lived in a convenient location to town and nature, and walking was a large part of their daily lives.

Neighbours we talked with, including those with children, indicated that they did not make changes to the way they lived due to Tai Aroha being in their neighbourhood. One resident was more aware of the residential programme than others, but this appeared to be largely due to proximity as an immediate neighbour, and although they indicated that there was nothing happening at Tai Aroha that directly required them to change how they lived, they indicated that being aware of Tai Aroha and their immediate proximity as neighbours meant that they were hypervigilant about their family's safety and privacy and had taken additional precautions. It was noted that nothing had happened at Tai Aroha that had necessitated this, in other words their behaviour was not caused by actions of residents at Tai Aroha, but rather the perceived potential risk that safety or privacy could be compromised by residents at Tai Aroha in the future. Conversely, other residents noted that the surveillance activities of Ara Poutama Aotearoa staff made them feel safer in their neighbourhood (e.g. with night security checks in particular being noted).

Both findings from the study at Tai Aroha and the literature review indicate that being a ‘good neighbour’ is key to integrating into the community and minimising potential impacts. The study of Tai Aroha noted that staff at Tai Aroha made a conscientious effort to be a good neighbour by seeking to minimise any potential impact on the way of life for others in the neighbourhood. Examples identified included being contactable by neighbours, managing noise, maintaining good upkeep of the residence, high levels of supervision of the residents, familiarising themselves with local store operators and staff where residents frequented to explain the programme and group visits to the store, establishing relationships with social service providers and organising allocated session times at a gym. As noted, neighbourhood residents also indicated that the direct lines of communication to Tai Aroha staff for feedback or action was valuable. For example, staff provided the contact number of the manager to the community to receive and respond to queries and concerns, and it was noted that some people in the community interacted regularly with the manager. Other initiatives included initially nominating a neighbourhood representative, nominating a police liaison officer, and staff interacting with neighbours informally and with external stakeholders more formally about the residence.

On the basis of the operation of Tai Aroha, very few direct impacts on way of life have been identified for the proposed residential rehabilitation programme and the impacts that were identified were considered similar to potential impacts between residents in normal residential developments (e.g. neighbours). However, it is acknowledged that negative impacts are anticipated by some of the residents in the local neighbourhood area (around 10%) due to their perception of the site, in particular the proposed residents. These anticipated changes in behaviour are mainly around restricting walking close to the site and being outside on private property that is visible to the site due to perceived potential threats to safety as a result of the operation of this residential programme, primarily the history of behaviour of the residents.

Again, drawing from the comparator of Tai Aroha, no harm or direct crime has been attributed to the operation of Tai Aroha within its local neighbourhood<sup>20</sup>, and at this location due to the established relationship, and evidence of effective management and operations, there has been no impact on way of life. However, it is recognised that this does not mean that such safety can be assured for all times or in all future circumstances (noting this is the case for any residential community).

It is also noted that both the passage of time and geographic distance from the residence appear to be factors to 'neutralise' potential way of life impacts. As time goes on and the programme is run effectively, there is an opportunity for the residence to be seen as a 'good neighbour'. It is considered likely that people will become more comfortable with its presence and less likely to alter their behaviours. While the initial establishment phase might mean that people's fears and uncertainty about the facility mean that they do change behaviours. In terms of distance, the further the household is from 14 Bristol Street, particularly when it is not visible, the less likely it is to be a present factor in people's daily lives, with experience in Tai Aroha indicating that people living nearby but more than a few properties away from the residence were less aware of activities at the site.

The proposed residential programme plans to implement similar safety procedures, house rules and communication strategies as Tai Aroha. These have proven to be effective management practices.

It is recognised that for some, due to past trauma or personal perceptions of the proposed residents of the programme, fears and concerns may not be allayed by the management measures proposed, or even if no safety issues occur in the operation of the site. In these instances, these people may continue to choose to restrict the way they live and increase vigilance for their sense of safety. However, it is also noted that people with criminal backgrounds exist within all communities and that people on home detention, often with less supervision or safety procedures than the proposed residential programme, can be located within a residential community. While it is acknowledged that the concentrated and publicly communicated nature of this site for the residential programme makes it a more visible concern for people, this visibility does not necessarily manifest as an increase in potential impact.

In summary, it is considered that the potential social effect on way of life for the local neighbourhood is initially a low negative impact (on the basis of the management programme proposed) and will decrease over time to very low to negligible effect. The effects for the wider St Albans West suburban area is generally considered to be less than for the local neighbourhood area.

One further way of life impact identified relates to the privacy and safety concerns for direct neighbours. While the programme will see a reduction of residents living on site from the previous temporary accommodation activity at the site, it is acknowledged that the awareness of the profile of residents at the property may impact on how these immediate neighbouring residents live within their homes. This could be a moderate adverse social effect if it impacts how immediate neighbours live in their homes. It is considered that the landscaping plan that has been put forward provides some mitigation for this issue, as it provides opportunity for some screening. The opportunity for further discussion with direct neighbours around privacy measures, such as planting and window covers on neighbouring properties, could provide additional mitigation to effectively screen the view between the residence and the neighbouring properties. It is recommended that this opportunity for additional mitigation be considered with these immediately neighbouring residents. With these mitigations, the assessed potential effect is considered to be a low to very low negative impact for immediate neighbours.

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<sup>20</sup> Noting this commentary is specific to the current operation of Tai Aroha, for the 10-year period it has been operating the programme that is proposed at Bristol Street.

## 5.2 Sense of place and character

Residents and local stakeholders reported that this local neighbourhood was valued due to the convenience in relation to proximity to the city centre and other amenities, including walkability. In addition, people valued the quietness of the area, access to parks and the environment (large street trees and gardens) and people valued a sense of feeling safe within the neighbourhood. It is popular with renters, property developers and owners. The place has undergone change in the housing stock and density due to rebuild after the Christchurch earthquakes and infill housing and intensification.

In its previous use, the site at 14 Bristol Street provided temporary accommodation for residents. Some neighbours cited that it was disruptive to the character of the street. Reasons for disruption included noise, traffic disruption, behaviour of tenants, poor upkeep of site, rubbish left on street by those staying at the site and, for some, the constant coming and going of strangers was 'worrying' and raised some anxiety over the previous residents were and why they were in the area. Again, from our engagement, these issues appeared to be limited to those living in close physical proximity to the site. For others, the use of the site went under the radar or no issues were experienced, and they saw no changes to the character of the street or neighbourhood. The previous use as supported accommodation was viewed positively for most who were aware of this use. Any issues with behaviour associated with this activity were considered to have been 'swiftly dealt with'.

Many local residents (around 85% of survey respondents) anticipate that the proposed operation of this residential programme will have a negative impact on sense of place and character. Reasons cited included that it will become noisy, traffic congested (particularly parking), 'unsafe' and no-longer be 'family friendly'. In terms of noise it was mainly neighbours in close proximity that identified this concern and it was anticipated to mainly be an issue around the use of outdoor spaces within the site. This effect was anticipated to be due to the behaviour of residents living at the site, and the perceived inability of staff to manage this behaviour and maintain the safety of the community. Some of the private schools in the area, particularly those with boarding facilities, were concerned about safety of students and that parents may see the local area as being 'known as unsafe' (e.g. a reputational impact for the area) and therefore may choose not to send their children to these schools (due to proximity to the site) which would then impact on their operations.

Some residents and stakeholders engaged with also noted that these potential negative changes to sense of place and character to the local neighbourhood may have a flow on effect on property value and ability to rent out properties. For example, one resident interviewed indicated that a real-estate agent had quoted a potential drop in value of 30% (it is reiterated that this was a comment from a resident and has not been validated by any real-estate agents).

Other stakeholders and some residents (a small proportion) did not anticipate any changes to the sense of place and character, stating it was a diverse neighbourhood that welcomed all. A few others, particularly stakeholders and a local resident that had experience of working with offenders, felt that the operational policies of the place made it appropriate to be placed within a residential neighbourhood, and they did not anticipate any additional safety and security issues in the local neighbourhood.

Similar to the local neighbourhood of 14 Bristol Street, residents in the local neighbourhood of Tai Aroha reported that they enjoyed this community due to its proximity to town and services, natural environment, quietness, and walkability. It was generally seen as 'being part of the community' (acknowledging it has had a long history in the area). Local residents and stakeholders were either ambivalent about Tai Aroha, proud of it being in their community, or alternately were not aware it existed or had mixed, and sometimes incorrect, assumptions about what it was. In general, people engaged with around the Hamilton site indicated that the residents of Tai Aroha kept a low-profile and neither contributed or detracted from social cohesion or the character of the community. Property maintenance appeared important in maintaining local character and activities such as mowing lawns and keeping the place tidy were noted as important to blending in. It was

also noted that it was a nice old building but the colour of the exterior of the building (yellow) could be more sympathetic with the character of the local area. Both local reports and local real-estate advertisements note the desirability of the neighbourhood in which Te Aroha is located, for example, one advertisement described it as one of Hamilton's most desirable locations, citing amenities of proximity to town, views of the river and character and significance of some of the housing. It is noted that among the established housing (as opposed to the newer high-density flats, many of which were rentals) there is low turnover. Many interviewed or surveyed had lived there long-term and one person who lives in close proximity commented on being frequently approached to sell, with real-estate agents quoting how desirable it was due to the location and view. High investment in the area has continued, including high density developments, and some of the highest property values in the neighbourhood are in close proximity to the residence. Many were quoted as feeling lucky to be living in this neighbourhood due to the amenities it provided. There was no reference to concerns regarding property values in the local neighbourhood surrounding Tai Aroha. However, it was raised by one resident interviewed that there was concern that, should the residence stop operating, a change of use of the land may impact on the character of the neighbourhood, though no specific explanation to this was provided.

In terms of impacts on reputation and desirability of the neighbourhood, our literature review identified that in the majority of studies there is no or little impact on property values or character of an area (see Section 3.2 of Appendix A). However, there were a small number of cases that showed that 'secure residences' can negatively impact on either the character and / or the amenity of a neighbourhood, and as a result impact on property values. In particular, these few studies have noted that in the planning phase and initial development phase, property values can be impacted largely due to the anticipated fear and general anxiety raised by members of the community (e.g. due to perceived adverse impacts arising in the future). However, in the operational phase the impact usually reduced for these places. In cases where there was a long-term impact on desirability and property value (noting this was very few examples), it was due to the operation of the place, in particular poor property maintenance and management of residents (Been, Gould Ellen and Voicu, 2008, MacNeil and Kappel, 1986 – see Section 3.2 of Appendix A for more details).

The proposed residential programme at 14 Bristol Street has already undergone property upgrades to bring it up to Kāinga Ora's standards and compliance. It is expected that, as part of the residential programme (see Section 2 of this report), residents and staff will contribute to maintenance of the property, such as gardening and other household chores. A landscape plan for the site has been proposed and it is expected that more substantive maintenance will be provided for the property by Ara Poutama Aotearoa. In terms of noise, Ara Poutama Aotearoa proposes that there will be no amplified outdoor music after 8.00 pm and that they will work within existing local authority restrictions around noise in general, such as the District Plan. It is also proposed that operation of the residence will include providing neighbours with a 24-7 number for them to contact staff on the site if neighbours consider there are any disturbances, including from noise. The phone will be operated by supervising staff who will be available on site to respond to these immediately, whenever possible.

Overall, as discussed in Section 2 of this report, the site will not undergo major physical changes to operate as a residential rehabilitation programme and, compared to recent use, there is potential for property maintenance to improve, or at least for day-to-day maintenance to improve as it is an active part of the programme for the site. It is anticipated that the proposed programme will use similar safety procedures and house rules that have proven to be effective at Tai Aroha, where the operation is generally considered to have maintained the sense of a generally quiet and safe neighbourhood (albeit that some neighbours did note some noise from residents at Tai Aroha). It is considered that the site will generate noise. However, it is considered this will be similar or comparable to any potential residential neighbour, such as stereo noise from residents. Also, there will be fewer people residing at the site than when it was temporary accommodation, with more limits on behaviour, arising from the house rules and management of the use of

the outdoor space. Therefore, it is considered that these effects will be no worse than, and potentially less than, has previously existed on the site.

During the planning phase, the relationship between Ara Poutama Aotearoa (as site operator) and the community is still being developed. It is acknowledged that the proposal has generated a high level of concern from residents in the community, with a wide range of serious anticipatory effects being voiced. As such, it is considered that this planning stage has potential for a low to moderate negative impact on the perceived desirability of the local neighbourhood. However, based on case studies and the comparator with Tai Aroha, this is considered to be a temporary potential impact, experienced during the planning and initial months of establishment and operation, likely over the first 6 to 12 months. If the site is run similarly to Tai Aroha, it is considered reasonable to anticipate that these temporary effects will dissipate over time and that both the trust between Ara Poutama Aotearoa and the community will develop and the site will become 'part of the suburb and local neighbourhood' with a much lower profile to the character of the area. On this basis, it is considered to be a potential low negative effect on sense of place and character over the operation phase for the local neighbourhood area (and negligible for the wider St Albans West suburban area).

### 5.3 Quality of environment – fears and concerns for safety

The local neighbourhood is primarily residential and there has been changes to increase the density of residential activity (e.g. towards moderate to higher residential density). While the suburb has a similar demographic profile and age makeup to Christchurch City overall, there is an increasing portion of rentals and higher percentage of working age cohorts. In particular, the percentage of people aged 15-29 years is higher than the Christchurch average. The trend of rental accommodation was also identified within the local neighbourhood area when surveyed and through the door-to-door engagement notes from Ara Poutama Aotearoa. Anecdotally, locals have indicated through these forums that they feel safe walking around the area. However, it is noted that there are NZ Police statistics that report crime in the area and statistics show there are victims of violent crime and property crime within St Albans West suburban area and St Albans Suburb, though these rates appear to be higher as you transition toward the city centre area (rather than more suburban areas).

The primary concern voiced by both local residents engaged by Ara Poutama Aotearoa and those surveyed and interviewed by us was safety and the concern that this residential programme would have a negative impact on safety for community members, both due to the behaviour of the residents and the visitors and associates that were drawn to the area due to this programme. People were concerned that either their properties or themselves personally could be the target of crime due to their proximity to the residence. For example, one person expressed concern that their property could be observed by people residing at the site and that criminal activity may then occur after the person had left the programme (e.g. they took the opportunity to 'case their properties'). Other concerns expressed included that people could be attacked if someone absconded from the programme or while they were on an unsupervised visit. This concern appeared to be heightened by the nature of the residents of the programme. In particular, people cited the history of violence and that residents would be classified as at high-risk of re-offending<sup>21</sup>. A few people further identified that that this potential effect would be 'exacerbated' by locating the residence in a medium to high density residential neighbourhood. A number of the concerns for physical safety have also been discussed and considered in respect of 'way of life' impacts and 'sense of place'. In the context of this assessment, it is focused on how these fears and concerns may impact on people's enjoyment of the quality of the environment, and particularly their sense of living in a safe environment.

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<sup>21</sup> It is noted factually, that in this context, "high risk" does not refer to a resident's risk to the safety of the public. It refers to being at high risk of being sentenced to a prison term in the future for some form of offending, not necessarily a violent offence.

It is noted that the proposed residential programme will have 24/7 monitoring on site, awake staff overnight, safety procedures, daily risk assessments, assessments prior to admissions and screening of visitors. The matter of safety has also been addressed within the AEE and subsequent information through risk assessments conducted by Mr Louw from Ara Poutama Aotearoa and a review by Dr Cording on behalf of Christchurch City Council. We rely on these specialists with regards to risk of harm to the community. Dr Cording's review states that *"It is important to note that despite the relatively low likelihood of absconding or offending from residents of the programme, the proposed facility will accommodate high-risk offenders with a history of violent offending. It must be acknowledged that the local community will likely consider any risk of harm introduced by this facility to be unacceptable, particularly where this includes the risk of serious violent offending. In relation to this, I would refer to my earlier statement that I do not believe that the risk of such serious harm to the community is any higher than that posed by these individuals being detained in other residences in the local community (i.e. on 'typical' home detention or intensive supervision community sentences). Indeed, given the relative lack of supports and rehabilitative services provided in these 'typical' cases, the residents' risk of offending against members of the local community may be lower"* (Paragraph 39) and concluded that overall the proposal presents as low risk of harm to the local community.

At Tai Aroha, no community members we engaged with reported feeling unsafe or having their physical safety compromised as a result of the residence. Conversely, it was reported by a few neighbours in the street that they felt they have increased safety for themselves and their properties (e.g. cars) due the surveillance and regular evening boundary checks, and presence of Tai Aroha staff. It is acknowledged that those living closer to the residence noted that feeling safe was down to the trust they had in the operators (Ara Poutama Aotearoa) to run the service safely, and that this had built up over a long period through maintaining the community's safety, contributing positively to and improving it, and being responsive to issues. Also, as a demonstration of the 'anticipatory' concerns, there were also a few comments made that if Ara Poutama Aotearoa ever left the site it may be used by another social service provider. In this instance, residents expressed that they would be more anxious about this change in use, as they knew and trusted the current providers.

There was no evidence anecdotally or from the literature review that crime rates increase in a local area due to the presence of a wider range of different corrections facilities (it is noted that most reviewed were larger than this proposal). Interviews with Christchurch police did not identify concern with regards to this programme being established and it was suggested that the residents within this programme would be subject to more support and supervision than those managed in the community under general home detention (in a similar commentary to that provided by Dr Cording above). In terms of policing generally, it has been observed that these types of facilities are generally managed by staff and require little input or attention from police. For example, it is noted that in Hamilton police reported they had very limited interaction with the programme.

Members of the community who voiced concerns of being potentially unsafe due to the proposed programme also did not trust that Ara Poutama Aotearoa could safely manage the programme. Of those who did not voice these concerns or did not consider this to be a potential issue, they either had more insight into these types of operations, did not fear the proposed residents of this programme or trusted that Ara Poutama Aotearoa's safety and risk management procedures were adequate to manage community safety. It is noted that this trust and sense of safety within Tai Aroha has developed over a long period of time (ten years). As such, it is acknowledged that establishing such trust in advance of a site operating is a key challenge or difficulty in establishing such facilities as the trust between the providers (in this case Ara Poutama Aotearoa) and the community is built up with time and through demonstration of behaviours, such as proactive communication and responsiveness. Whilst it is anticipated that there will be very low impact on physical safety overall, this does not change the fears and concerns from residents that they will feel less safe in their local neighbourhood environment. However, the assessment concludes that these adverse

impacts will diminish over time, and further measures to address health and wellbeing are discussed below and in the subsequent mitigation recommendations.

## 5.4 Health and wellbeing

This considers the physical, mental, social, and spiritual wellbeing (physical safety risks being noted in the previous section) of the local neighbourhood. Within this neighbourhood, it was noted that some people had experienced both the earthquake recovery process and the fear of the recent terrorist attacks and, while this had built 'resilience', people also reported a baseline of high levels of stress from this sequence of events. It was also noted that some members of the community had a history of being victim to violence and reported that this type of proposal was very 'triggering' and gave rise to increased anxiety and stress. While we cannot comment on cumulative psychological stress, we will comment on the potential social consequences of this proposal in light of these concerns.

A review of literature and media coverage shows that the highest level of distress occurs during the planning stage of these types of 'uninvited and unwelcome' land use and activity proposals. During the planning phase of this proposal, it is evident that levels of distress were being experienced by a number of residents within the local neighbourhood and in some instances across the wider St Albans West suburban area. For example, in our observations of the information sessions and interviews with some residents there were instances where people reported that the fear of the proposed residential programme had caused 'stress' and 'anxiety' and/or poor sleep. The anticipation of effects, whether likely to be realised or not, is very distressing for some and appears higher for those located closer to the proposal or with personal historic triggers.

At Tai Aroha, there was very little evidence of it being directly responsible for the change to neighbours' physical, mental, social, and spiritual wellbeing. Only one resident noted increased stress due to the behaviour of residents. This was due to their sensitivity to the operations within Tai Aroha (i.e. language and occasional loud voices). These are considered to be a potential experience of any neighbour depending on that neighbour's behaviour.

In general, the media coverage and community concern that is reported during the planning phases of these programmes often subsides once the programme is operating. In many of the literature reviews and at Tai Aroha, many residents in the local neighbourhood were unaware of the existence of the residence. Many of the studies demonstrated that neighbours' actual experiences with housing such as that proposed is often much more benign than they anticipate.

Some members of the community and stakeholders identified that this programme is aimed at improving the wellbeing of the men and their whānau particularly where cycles of violence have decreased.

For the reasons set out in respect of the fears and concerns for the safety of the environment discussed above, it is acknowledged that there are potential impacts on the community's health and wellbeing arising from the proposed activity and that a sense or feeling of having an 'unwanted and uninvited' activity being 'put upon' people in the community exacerbates this. While it is acknowledged that some people have indicated that this is increasing stress and anxiety for some members of the community, for the reasons set out above it is considered that such impacts will likely decrease over time as the programme settles into the community. As the procedures operating at Tai Aroha are proposed to be implemented in the programme in Christchurch, it is considered reasonable to consider that the programme will operate as a good neighbour and will respond to concerns, maintain the property and manage the safety of the residents in an appropriate manner (it is recognised that failure to do this may mean that the reduction of the potential adverse effects is slower or does not eventuate). Overall, it is considered that there is potential to have moderate negative impacts on health and wellbeing during the planning phase, these impacts are considered temporary and will

reduce to low and very low over time on the basis of the operating conditions proposed by Ara Poutama Aotearoa for the site.

## 6 Potential Measures to Remedy and Mitigate Adverse Effects

This section identifies measures to mitigate adverse impacts. Most impacts identified relate to the perceptions of the proposal and subsequent fear.

### 6.1 Way of life

It is considered that those most likely to be impacted are those directly bounding the 14 Bristol Street site. While the landscaping plan provides some mitigation for this potential effect, it is recommended that Ara Poutama Aotearoa work with direct neighbours to further develop potential options for screening of the site (including potential measures (screening options) on neighbouring properties if residents accept it) to increase privacy between neighbours (e.g. for those parts of the site that could look into other neighbouring houses and vice versa). There may also be options of an awning type structure over the outdoor area to improve privacy for neighbours from this area. It is recommended that these neighbours have the opportunity to walk through the site to view the options being considered for any such interventions. A walk through by immediate neighbours may also address impacts related to safety concerns and health and well-being, as it may help address security concerns and build a relationship between staff at the site and its neighbours.

### 6.2 Sense of place and character

Ara Poutama Aotearoa already has a landscaping plan and proposed house rules, which include restrictions of amplified music in outdoor spaces. It is recommended that further management of the use of outdoor areas, e.g. to restrict use to smaller groups of people or for non-interactive gatherings, could assist to further manage potential noise disruptions (however, it is acknowledged that these restrictions are likely to impose greater control over potential noise from activities on the site than would be applied to a standard residential activity).

To assist with potential concerns regarding visitors gathering outside in the local neighbourhood, it is proposed that when visitors arrive, a room could be made at the entrance of the residence so that they may gather 'within the site' prior to being formally welcomed onto it, rather than gathering on the street. Similarly, it is recommended that staff could be dissuaded from gathering out the front of the property by providing some space for them to take coffee breaks or similar within the site but outside the area of the residential programme area.

It is recommended that programme staff work with local community stakeholders such as Rehua marae and St Albans Residents Association to identify projects that could be progressed to contribute positively to the local neighbourhood and the wider St Albans West suburban area. This would assist to contribute to establishing a 'good neighbour' relationship with residents.

### 6.3 Quality of environment – safety concerns & health and wellbeing

There are a number of measures already proposed that will assist to mitigate potential concerns for neighbours on their sense of safety and appreciation of the safety of their environment. These include surveillance, screening of participants, supervision of activities and the 24/7 contact number for residents to contact staff at the site, as well as other measures identified in this report.

In addition, the following additional mitigation options are identified as potential measures to address the potential adverse effects, in particular the effects of transition and change in the community:

1. It is recommended that the option of a neighbourhood representative be considered. This would enable someone to be nominated from within the local neighbourhood (e.g. that the community

trusts) so that they can act as a liaison person and help Ara Poutama Aotearoa form relationships with the local neighbourhood.

2. It is recommended that details of the opening date and contact details are delivered to the same addresses as were subject to the door-knocking engagement and posted on the website to ensure that the local neighbourhood is informed and aware of developments and use of the site.
3. It is proposed that, as this is a new residential programme that will take time to establish, a formal transition period could be considered. This could address potential effects for both the programme and the community by formally transitioning to full capacity and allowing time for the local residents to become familiar with processes of the site. For example, a transition could include the site operating at no more than 75% of its full capacity over the first 6 months. It is acknowledged that this mitigation is primarily responding to effects associated with 'uncertainty of change' and the fears and concerns of residents, rather than specific potential adverse effects. However, it is considered that such an approach may assist in building a stronger relationship and trust with the local neighbourhood before the full number of residents are present on site.
4. Ara Poutama Aotearoa already has an established incident review process, if there is a future incident that involves any harm to a member of the community in addition to this internal review, the programme should hold public meetings or other public forums with the local neighbourhood to answer questions and provide information on follow up actions and responses.
5. Once operating, the local neighbourhood may also benefit from Ara Poutama Aotearoa hosting an offsite drop in session for members of the local neighbourhood to meet the operating manager and other key staff to help form a relationship where members of the community feel more comfortable about contacting staff should they have concerns.

## 7 Conclusion

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Social impacts identified, primarily relate to anticipatory fears expressed by the community, and are focussed on the local neighbourhood surrounding the site. Comparative data from Tai Aroha, literature, interviews with experienced stakeholders and technical specialist reports indicate the likelihood of these anticipatory fears to be very low and in some cases comparative to potential effects that could be experienced with the existing community environment. Notwithstanding this, it is acknowledged that the process of establishing an 'unwanted and uninvited' activity into a community gives rise to potential social effects related to the sense of pride people have in their community, the values they place in their environment and potentially (in limited cases) to the way of life for people in the community. Overall, the potential adverse social effects from this proposal, (given its scale and the management regime) are considered low though some temporary potential moderate adverse effects are identified, which are expected to reduce and resolve over time.

The main mitigation measures proposed are effective management of the programme, including responsiveness to community concerns, maintenance of the property and adherence to risk and safety measures. Further engagement recommendations have been made to aide in the development of trust between the local neighbourhood and Ara Poutama Aotearoa. These measures are mainly designed to ease the transition of this programme into the community and minimise the degree of change experienced (enhance social outcomes). Measures such as safety protocols and privacy measures will directly address potential effects.

With mitigation and passage of time (post 6 to 12 months of operation), it is assessed that impacts will be very low to low and over time be reduced to very low (this recognises that due to personal circumstances some members of the community may not become comfortable with these operations and continue to perceive there is a risk to their safety and alter their way of life accordingly).

In terms of the context of the Resource Management Act (1991) and the determination of 'effect', it is concluded that the overall potential social effects of the proposal are minor. Furthermore, it is considered that with mitigation the overall social effects will be minor, becoming less than minor over time.

## 8 References

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# A

Appendix A – Tai Aroha Baseline Study

## Baseline Research

### Tai Aroha Case Study

Prepared for Ara Poutama Aotearoa - Department of Corrections

Prepared by Beca Limited

28 January 2021

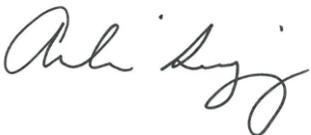
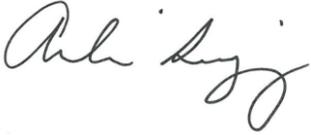


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## Revision History

Revision N°	Prepared By	Description	Date
1	Jo Healy and Amelia Linzey	Final draft to client	4 Nov. 20
2	Jo Healy and Amelia Linzey	Response to comments	18 January 2021
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## Document Acceptance

Action	Name	Signed	Date
Prepared by	Jo Healy and Amelia Linzey		28 January 2021
Reviewed by	Amelia Linzey		28 January 2021
Approved by	Amelia Linzey		
on behalf of	Beca Limited		

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## Contents

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<b>1</b>	<b>Introduction</b> .....	<b>3</b>
<b>2</b>	<b>Methodology</b> .....	<b>3</b>
2.1	Study design .....	3
2.2	Data collection .....	3
2.3	Analysis of data .....	6
<b>3</b>	<b>Literature Review</b> .....	<b>6</b>
3.1	Anticipatory effects .....	7
3.2	Review of realised impacts .....	8
<b>4</b>	<b>Case study – Tai Aroha</b> .....	<b>13</b>
4.1	Summary of programme .....	13
4.2	Existing environment .....	16
<b>5</b>	<b>Results</b> .....	<b>19</b>
5.1	Way of life .....	19
5.2	Sense of place and character .....	21
5.3	Community resources .....	21
5.4	Environment – physical safety .....	22
5.5	Health and wellbeing .....	23
<b>6</b>	<b>Conclusion</b> .....	<b>23</b>
<b>7</b>	<b>References</b> .....	<b>25</b>

## Appendices

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### Appendix A – Community Resident Survey

## Executive Summary

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Tai Aroha is an established 10 bed community-based special treatment residence operated by Ara Poutama Aotearoa. It has been operating in a residential neighbourhood within Hamilton for 10 years. It is a culturally responsive residential rehabilitation programme for men who have a history of high-risk violent offending who are serving a home detention (or intensive supervision) sentence.

This research study has used Tai Aroha as a case study, to test the hypothesis that establishing a corrections residential rehabilitation unit in a residential neighbourhood causes or realises negative social impacts on the local community in which it is located.

More specifically, this examines the experience of communities in the context of the issues often raised around such residences being established / delivered in communities (by agencies such as Ara Poutama Aotearoa). The purpose is to ascertain - through examining the impacts of an operating residence comparable to future proposals - whether these anticipated negative social impacts are realised. For example, whether the fears and concerns expressed by residents in anticipating such programme are realised in their delivery / operation.

A multimodal method was used to conduct this research. Both primary and secondary data was sourced to test the hypothesis.

Literature reviewed showed that, in general, the anticipated impacts of supported residential homes and similar 'unattractive' social services are not realised. However, the literature also demonstrates that in many cases this is dependent on how the programme and or facility is run. Factors influencing this included the efficacy of the programme, maintenance of the buildings (physical appearance) and general management of the home including responsiveness to and education of the community in which they are located. In other words, it appears that facilities that operate as 'a good neighbour' are more accepted by the community that surrounds them.

### Findings of the case study of Tai Aroha

#### *Way of life*

In summary, both from observation, interviews and survey results, it appears that the operation of Tai Aroha did not impact on residents of the local neighbourhoods way of life and in some cases has a minor or even high positive impact on the wider community (particularly in communities in which an ex-resident returns to that community, particularly this is experienced by their immediate friends and family).

#### *Sense of place and character*

Findings of this case study are congruent with findings of the literature review. The literature review showed that residences can have a neutral to positive impact on the community, acknowledging that this can be dependent on how such residences are run and in particular how the property is maintained, and what efforts are made by operators of the residence to become 'part of' or contribute to the community. Overall, it is considered the residence of Tai Aroha has no measured or identified negative impact on the character or sense of place of both the immediate and wider neighbourhood for community residents.

#### *Community resources*

This case study found that the needs of residents placed at Tai Aroha did not impact operations of any assessed community resources. Due to the relatively short-term nature of the programme and limited visiting opportunities, it was found less likely / unlikely that family of people in placement will move into the area. However, there were a small number of anecdotal examples, where 'ex-residents' had left the residence and stayed in the area – where this was part of the residents long-term plans and/or where family members saw

this as part of establishing a new pro-social life (in other words moving away from an old community to assist them in breaking the patterns of past behaviour). While noting this finding, the number of people identified was small and there was no evidence of any 'clustering' of this type of activity to a particular area within Hamilton and certainly not in close proximity to the residence. In fact, the examples appear to be determined by the location of available and affordable housing for ex-residents, and in particular was often determined by options the transition officer helps them to locate. Due to the size of Hamilton and relatively small number of residents graduating the programme each year and even smaller number relocating, this has not been identified as a potential impact on social service providers within Hamilton. Overall, the case study assessment found no negative impacts on community services.

#### Environment - physical safety

Overall, the case study found neutral to minor positive impacts on safety for the community surrounding the Tai Aroha residence. This was largely on the basis that the community had limited awareness of, or concern relating to activities at the residence. Some cited an increased sense of security due to staff operations (e.g. boundary and night surveillance).

It is acknowledged that although Tai Aroha is not a secure residence, residents of this programme are in breach of parole or other court conditions if they leave (although cannot be physically prevented by staff). Staff at Tai Aroha are aware that there is always a risk of offending from residents (if they do abscond), in part due to the complex risk history of these residents. However, it is noted that this is a similar risk to individuals on parole if discharged on home detention elsewhere in the community who breach conditions or are post-release from prison. We note that Tai Aroha provides additional support and supervision that is not provided in the other scenarios and have procedures to respond to these abscondences (breach of conditions).

#### *Health and wellbeing*

There was no evidence of the residence being directly responsible for changes to neighbours physical, mental, social, and spiritual wellbeing (physical safety risks being noted in the previous section). As noted in the previous section, the residence alleviated stress for some community residents, by contributing to street safety.

Of note, this programme is tikanga Māori and, in part, is aimed at Māori men. The local iwi representative interviewed for this case study noted that this programme was important for the wellbeing of Māori men, that they are over-represented in prison and are often not appropriately catered for. For this reason, in some cases, Tai Aroha is considered to positively impact on the wellbeing of the men and whānau particularly where cycles of violence have decreased.

#### **Conclusion**

Overall, the case study concludes that there was no substantial evidence to support the hypothesis that establishing a corrections residential rehabilitation unit in a residential neighbourhood may cause negative social impacts to the local community. It is acknowledged that this may at least in part, be due to how the residential programme is run. There was also evidence of positive impacts particularly around well-being and sense of safety for neighbouring residents. It is evident that familiarity with the residence fades with increasing distance from it by wider community residents. The longstanding presence of Tai Aroha is considered to have helped the community to become accustomed to the residence and its operational 'effects' or the character of operations in the community. Evidence from this case study and wider literature reviews shows that communities fear negative impacts when these types of facilities are proposed, however these fears are often not realised by operation.

# 1 Introduction

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Ara Poutama Aotearoa – Department of Corrections are seeking to further develop community rehabilitation options for adults within the corrections system. Establishments of these types of programmes can raise both social consequences and concerns in the local community. There are a number of cases where the concerns of potential effects (the fears and concerns of the community) have sometimes been demonstrated by local neighbourhood opposition to the location of these types of residences.

Ara Poutama Aotearoa are seeking to understand, and where required respond, to community concerns regarding potential social impacts of community residential rehabilitation programme for offenders. To assist this understanding, this baseline case study has been conducted on an established community corrections residential rehabilitation programme (as a residential programme of similar format to that being proposed for future programmes).

Tai Aroha is an established 10 bed community-based special treatment community residence operated by Ara Poutama Aotearoa. It has been operating in a residential neighbourhood within Hamilton for 10 years. It is a culturally responsive, residential, rehabilitation programme for men with high-risk violent offending serving a home detention (or intensive supervision) sentence.

This research study has used Tai Aroha as a case study, to test the hypothesis that establishing a corrections residential rehabilitation unit in a residential neighbourhood causes or realises negative social impacts on the local community in which it is located.

More specifically, the purpose of this study is to examine many of the issues often raised around these residences being delivered by agencies such as Ara Poutama Aotearoa, to ascertain (through examining the impacts of an operating residence comparable to future proposals) whether these anticipated negative social impacts are realised (in other words, whether the fears and concerns expressed by residents in anticipating such facilities are realised in delivery / operation of such facilities).

## 2 Methodology

---

### 2.1 Study design

This study uses a case study to test the following hypothesis: establishing a small corrections residential rehabilitation unit (e.g. less than 12 people) in a residential neighbourhood causes or realises negative social impacts on the local community in which it is located.

The area of assessment for this study is focused to the local neighbourhood around Tai Aroha (defined below in figure 1). It includes the residential community surrounding Tai Aroha (bounded by the river and motorway) and the neighbouring residents which are located in the cul-de-sac part of Anglesea Street where Tai Aroha is located. To a lesser extent, the study has considered the wider community of Hamilton. These geographic areas of assessment are based on experience that the concerns of social impacts, for this scale of residential programme, tend to be focused to communities in closer geographic proximity to the residential programme.

### 2.2 Data collection

This study uses a multimodal method was used - both primary and secondary data was sourced to test the hypothesis:

Table 1: Primary and Secondary Data Collection Methodologies used in the Case Study

Primary Data	Secondary Data
<ul style="list-style-type: none"> <li>• Online neighbourhood survey</li> <li>• Neighbour interviews</li> <li>• Door to door survey of neighbours located within same street as Tai Aroha</li> <li>• Staff interviews of Tai Aroha</li> <li>• Interviews of social service providers associated with the residential programme: mental health and probation</li> <li>• Interview with a past resident of Tai Aroha</li> <li>• Interview with neighbourhood representative</li> <li>• Interviews of stakeholders <ul style="list-style-type: none"> <li>– Local iwi representative</li> <li>– Recreation providers</li> <li>– Police</li> <li>– City councillor</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Literature review - studies</li> <li>• Analysis of media coverage</li> <li>• Analysis of studies conducted at Tai Aroha</li> <li>• Ara Poutama Aotearoa statistics</li> <li>• Demographic data</li> <li>• Property data</li> <li>• Crime statistics</li> <li>• Review of incident records (Tai Aroha)</li> </ul>

Data gathered for this research was primarily qualitative as our objective specifically sought to describe subjective experiences of people involved in the operation of Tai Aroha (where it related to the community) or in the community in which the residence is located, to inform our understanding of the types and nature of any impacts experienced by these people.

Our interview technique included a series of structured questions, whereas our interview approach for face-to-face interviews allowed us to explore and gain further insight in the findings from our research process. In addition, where appropriate, some quantitative data was used. In particular, this sought to validate qualitative responses - such as use of crime statistics to confirm trends and perceptions of residents interviewed.

### 2.2.1 Surveys

Initially these were conducted in person (door-to-door) with private houses within Anglesea Street (as far as Radnor Street) and on Hillsborough Terrace (where properties back onto the residence). Three separate dates were used to carry out door-to-door visits to properties. However, due to high proportion of people not being at home over the periods where door knocking was undertaken, a further online survey was also carried out. This online survey was extended to a wider neighbourhood area; defined as those occupants / residents at properties within the area shown below:

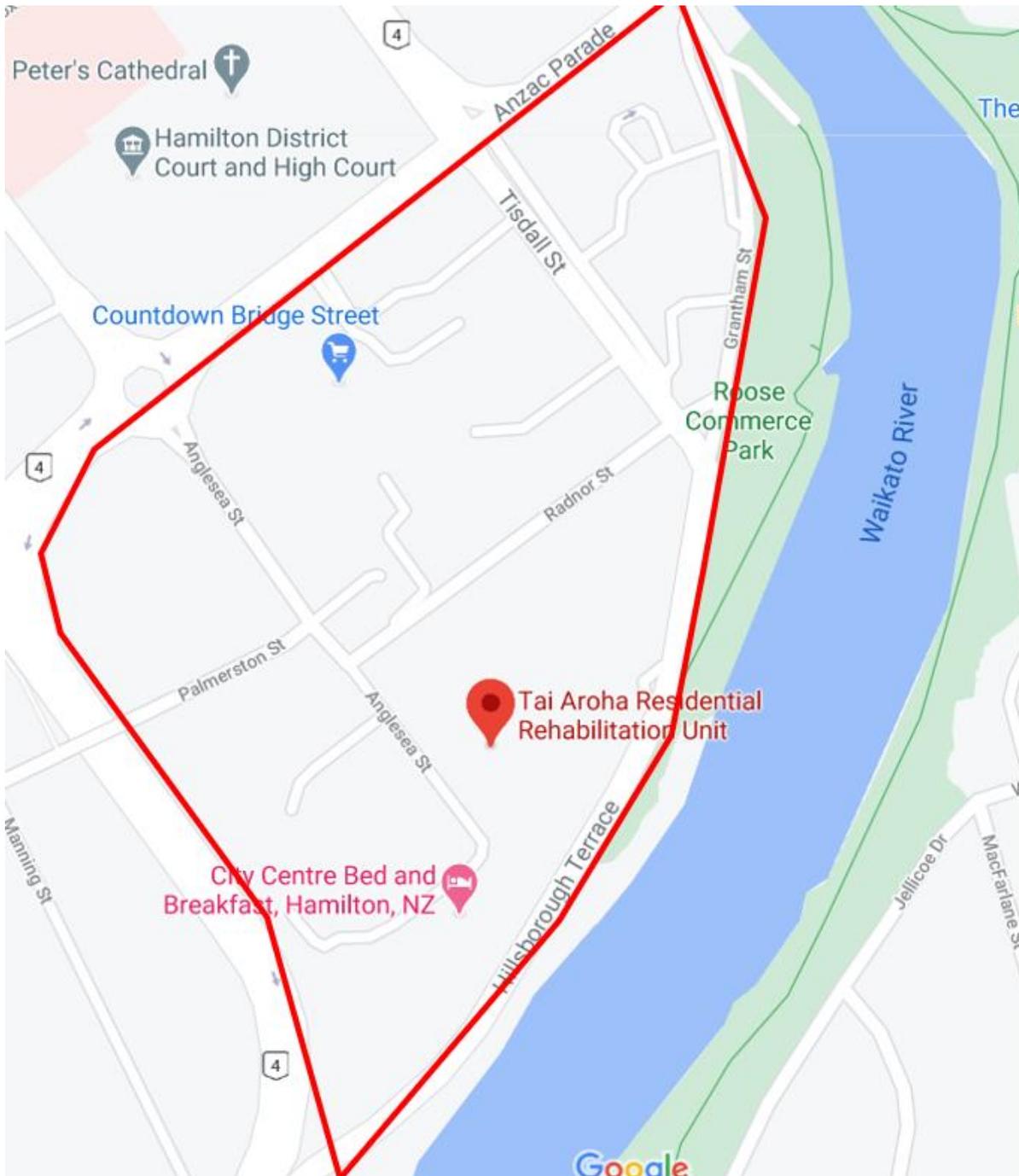


Figure 1: Boundary of local neighbourhood and extent of online survey

The survey (face to face and online) was a mix of open and closed questions aimed at understanding the experience of people living in that neighbourhood, awareness of social services in the area and perceived impacts of these social services (see Appendix A).

Letters were also hand delivered to mailboxes of all homes within this area and households were invited to participate in the study (in cases where people were not home at the time of our door-knocking).

Overall, the response rate for households in the same street as Tai Aroha was 30% (noting this included those people who were interviewed face-to-face and others that responded to the on-line survey). Within the survey area identified in Figure 1, approximately 10% of the wider neighbourhood households responded.

### 2.2.2 Interviews

A range of interviews were conducted including:

- Those who would be aware of interactions with community/neighbours (staff and manager);
- Those providing treatment to the residents and measuring outcomes (visiting psychologists, mental health, and probation officers who are involved in or providing support services to residents within Tai Aroha);
- Those who experienced the service and are now a resident of the community (a former resident)
- Those providing services to those within the residential programme but not located at the site (gym and police personnel<sup>1</sup>);
- Immediate neighbours of Tai Aroha; and
- Those representing the community (local councillor, neighbourhood representative, and mana whenua representatives)<sup>2</sup>

These were semi-structured interviews. There were a series of structured questions for each interview, but in addition, our interview approach allowed us to explore and gain further insight in the findings over the research process (responding to and exploring further, comments made by respondents).

## 2.3 Analysis of data

Once all data was gathered it was analysed to test the hypothesis and identify potential social impacts. The International Association of Impact Assessment guidelines for assessing social impacts were used to filter information and explore potential types of impacts these were:

- People's way of life – how they live, work, and play and interact with one another on a day-to-day basis
  - Their community:
    - Sense of place and character: how people perceive their community, community values and character of the community
    - Community facilities: social resources used/required by the community to operate
  - Their environment - social consequences as a result to changes to the environment as caused by the project including noise and physical safety hazards, they are exposed to
  - Their health and well-being – physical, mental, social, and spiritual wellbeing
- (Vanclay, 2003).

## 3 Literature Review

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Currently New Zealand provides around 1,000 places for a variety of short and medium term supported accommodation for offenders and ex-offenders (Goldfinch, 2018). There is a demand for more community options to support successful transitions back into the community. Throughout New Zealand and overseas there is a variety of residential services offered to this target population. They offer a less restrictive environment seeking to provide something more similar to what people will experience in the community but at the same time they can provide a considerable (perhaps transitional) degree of security including electronic monitoring, drug screening and residents can be returned to custody if conditions are not met

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<sup>1</sup> Police communication was limited to email communication as it was identified due to limited requirements for interaction with the residence, they felt they were unable to answer questions in detail.

<sup>2</sup> Other stakeholders were approached several times including real estate agents but they did not provide a response.

(Goldfinch, 2018). These facilities provide support services and therapeutic interventions aimed to transition people back into the community.

Expanding community residential facilities may save costs relative to imprisonment<sup>3</sup>. Beyond potential fiscal benefits to society, community facilities have the potential to provide improved transitions back into the community and reduced rates of recidivism or reduction to the severity of offending. In New Zealand the Salisbury Street Foundation in Christchurch (supportive accommodation post release from prison) found that of those who graduate the recidivism rates are around 30% which is lower than overall recidivism rates (Newbold and Hough, 2009). Tai Aroha has done initial studies on the first five years of operations and whilst recidivism rates did not differ significantly from the control population, severity of offences reduced (Kilgour and Ryan, 2015).

Whilst these outcomes have potential benefits for society as a whole this review focussed on the potential neighbour impacts of these facilities. Firstly, we reviewed research and media on the 'anticipated social impacts' of these types of facilities; being the effects that communities expect or are concerned to at the time of a proposal. It is well documented that there is a lot of stigma associated with these types of facilities and they are cited as being amongst some of the most unwanted types of infrastructure within communities (Varrasso, 1989).

### 3.1 Anticipatory effects

Dear (1992) studied the siting of controversial facilities and examined both community opposition and factors determining community attitudes. With regards to community opposition it was observed that it often begins as a confined, small vocal group living near the proposal but can shift into a wider public forum (sometimes referred to as 'community outrage'). The arguments for opposition are generally focussed around three key issues; threat to or impacts on property values, personal security (safety and wellbeing) and the potential decline of neighbourhood popularity or 'sense of place'. There is also a noted geographic pattern evident to such opposition; residents closer to an unwanted facility are more likely to oppose it and that generally this diminishes. For example, those from two to six blocks away have lower interest and awareness of proposals decline, often to a point of indifference in respect of the proposal.

In considering those factors that determine community attitudes, the same study (Dear 1992) noted that services and facilities for ex-offenders were amongst the least accepted type of clients and that correctional centres the least welcome type of facilities (e.g. relative to other rehabilitation or supported residential services). The type, size, number, operating procedures, reputation of operating provider and appearance of the facility were all factors that influenced community perceptions / concerns of such facilities. In addition, characteristics of the neighbourhoods in which the facilities were proposed also influenced community acceptance or views of proposals. In particular, homogenous neighbourhoods (those with little social and/or physical diversity), those with more affluent residents and those where there were no facilities currently present; were likely to be less accepting of these facilities.

A review of literature conducted by St Leonard's Society (2004), which specifically considered the impacts of half-way houses and community corrections homes, reported limited data pertaining specifically to this type of facility. The research on different types of facilities noted the following; individuals who are unaware of the services are more likely to anticipate negative social impacts than those who are aware, and those people or communities who are more aware, involved, and communicate with the operators of such services are more

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<sup>3</sup> In a review of overseas results Goldfinch (2018) reports that countries such as Canada, England and Norway noted fiscal benefits for example Canada found federally provided residential facilities cost \$72,333 annually per resident, compared to \$117,788 per inmate incarcerated.

tolerant, feel greater confidence in the acceptability of the impact of the facilities, and are less likely to perceive negative impacts of the activity on their neighbourhoods.

From our research, we do not consider any similar studies have been conducted within New Zealand. However, we have undertaken a review of media reporting, which shows similar patterns of community concerns in respect of these types of facilities. For example:

- In August 2018 an article by Radio New Zealand reported on community concern related to a proposal to house released offenders on the prison grounds of Rimutaka Prison to assist in transitioning to alternate accommodation, this included those with convictions for sexual offences against children. The primary concerns from the community reported at that time, were children safety and particularly the proximity of the service to local schools, and the ability of corrections to appropriately manage these homes.
- In Gisborne (Gisborne Herald 2018) a supported accommodation centre for released prisoners was proposed. The media reported that members of the community feared for their safety, and a petition was organised to express concerns about safety from drug and violence-type offenders, the effect on property values and the absence of 24hr monitoring. There was reference to people selling up in anticipation (noting this citation was not confirmed). It was reported that although many residents shared these concerns there were those who did not care either way.

It is noted that media reporting of Tai Aroha is limited to a special interest article on what the service is offering and does not appear to have media coverage of community concerns (we note the history of the building at the site of Tai Aroha is likely to be a factor in this).

### 3.2 Review of realised impacts

Moving onto realised impacts, Tai Aroha is a community residential rehabilitation programme for violent offenders on home detention or intensive supervision. Studies of comparative programmes are in general focussed on the efficacy of the treatment programmes and analysing the psychological models of treatment. In other words, they are focussed on the outcomes and needs of the offenders within the programme not the impacts of the location of the residence on the neighbouring community.

For this reason, to provide more focus on community impacts the literature review has drawn from a broader set of community housing typologies / community housing facilities, including for example, supportive housing, half-way houses and residential treatment programmes. All of these offer residential services and varying levels of support services, supervision, and treatment to people with high needs related to physical or mental health, developmental disabilities, substance use, and/or offending behaviours. Whilst the size (number of residents), level of supervision, type of resident and type of treatment programme offered may differ, all studies reviewed in this research are responding to concerns from the community, potential negative impacts to the neighbourhood and, in most cases, include housing for offenders/ex-offenders. Whilst not directly comparable to Tai Aroha these studies are considered relevant as they explore the issue of transition between community perceptions of such services and the realised impacts of the operation of these services on the community in which they are located (be that safety and/or community values). The majority of research studies of 'realised impacts' are sourced from North America and whilst there may be cultural differences in the receiving communities, it is considered that these neighbourhood environments are appropriately comparable to New Zealand (being residential / suburban and developed economies).

The studies reviewed (see Table 1 below) focus on three general themes in relation to community impact (both 'anticipated' and actualised): 1. property values, 2. personal safety and 3. community perceptions of change. As discussed above not all are specific to community corrections but have been chosen due to potential applicability to the case study being considered in this research.

Focus of Study	Type of Facility	Study details	Location	Author and Year	Summary of Findings	Comments
Impacts of Supportive Housing on property values	<b>Supportive housing</b> Affordable housing that provides on-site services to people who may need support to live independently. Residents in the research may include formerly homeless individuals and families, people with HIV/AIDS or physical disabilities, young people aging out of foster care, ex-offenders, people with mental illness or individuals with a history of substance abuse. Developments provided a range of services to residents, including case management, job training and mental health or substance abuse counselling.	This study is on the neighbourhood impacts of supportive housing; it examines the effects that 123 supportive housing developments across New York City have had on surrounding property values over an 18-year period.  The data set included 7,500 units and the median size of the 123 developments was 48 units.	New York City	Been, Gould Ellen and Voicu, 2008	<ul style="list-style-type: none"> <li>Overall, the study found that there was little evidence to support neighbours' fears that supportive housing developments will reduce the price of surrounding properties over time.</li> <li>In this study these developments were often built in areas where there was a decline in property values prior to the service being established.</li> <li>Studies showed that the development had positive impacts on property values and this was strongest for properties in close proximity and declined with distance.</li> <li>There was some evidence of decrease in value during construction and when the house first opens but then showed a steady relative gain in the years after completion. The study suggests that this pattern related to the initial unease of the community in relation to the proposed housing but as the neighbourhood grows comfortable prices show steady growth relative to comparison properties.</li> <li>The impact supportive housing had on property values did not differ between lower and higher density neighbourhoods.</li> </ul>	This research indicates that some impacts can arise for communities during the planning/ construction phase of these projects. This correlates to the period of higher anticipated effects from the community. Over time, these effects appear to reduce or 'fade' (which may be a reflection of anticipated impacts not being realised by the operation of the services).  This study reinforces the relationship of proximity to impacts – as any correlation of affect (albeit short-term) appears to reduce with distance from the facility.
Impacts of Correctional Facility establishments on housing characteristics: <ul style="list-style-type: none"> <li>Property values</li> <li>Median rent</li> <li>Home ownership rates</li> <li>Vacancy rates</li> </ul>	<b>Correction facilities</b> This study included all types of correction facilities located within the community "correctional group quarters" – this included both prisons, half-way houses and other facilities for community corrections.	The study was from 1990 -2000 and focussed on urban neighbourhoods, and cities with a population of more than 100,000. 239 cities met this criteria and it used census tract (18,912) for analysis. It analysed areas that had no established adult or juvenile correctional population in 1990 (17,541 census tracts) and that had at least one correctional facility between 1990 and 2000.	USA	McGeever, 2019	<p>Whilst there is limitation to this study as it includes prisons and is largely unable to distinguish results between the types of facilities the following finding is considered applicable:</p> <ul style="list-style-type: none"> <li>Lower property values or other unfavourable housing characteristics were not statistically related to establishing a correctional facility in urban neighbourhoods.</li> </ul>	This is a large study that includes both large corrections facilities and smaller community homes and even at these scales the communities anticipated impacts on housing characteristics are not realised
Impacts of Correctional Group Homes on Residential Neighbourhoods: <ul style="list-style-type: none"> <li>Property values</li> <li>Rate of criminal offences</li> <li>Neighbourhood attitudes</li> </ul>	<b>Correctional group homes</b> located within a residential neighbourhood in operation for at least two years.	<p>Eighteen urban neighbourhoods within Canada were studied where one group home had established ('experimental area'), these were compared against control areas that were located within one mile of the experimental area and had comparable socio-economic and physical factors.</p> <p>The sampling design tested propositions about property values, crime rates and neighbour attitudes:</p> <ul style="list-style-type: none"> <li>property values – market data was analysed including sale price and length of time on the market. Various time frames were used including 1-2 years before the home was established and 1-2 years after it was established.</li> </ul>	Canada; Toronto, Ottawa, and London	MacNeil and Kappel, 1986	<p><b>Property Values:</b> The study found that there was a potential for the presence of a correctional group home to impact property values in the neighbourhood but this was not conclusive. Further, there was evidence of both increases and decreases in property values of both the experimental neighbourhoods and the controlled areas. Higher values (in comparison to control areas) for areas with a group home were more likely two years after its establishment than within the first year. There was no evidence of more properties selling or longer days on the market between the experimental and control areas.</p> <p><b>Crime rate:</b> The study showed no difference between the experimental and control areas in crime rates.</p> <p><b>Attitude survey:</b> The study analysed both the difference between those who were aware and unaware of the presence of the group home and differences in attitudes between those who lived in the experimental area (with group home) and control area (without group</p>	The research findings support conclusions above that the anticipation of effects appear to have more impact on community values than the actual facility itself. However, communications, education and efficient operation of the facility can contribute to any impacts that are realised.  Whilst garnering a lot of attention when proposed, facilities often go un-noticed, once operating in the community.

Focus of Study	Type of Facility	Study details	Location	Author and Year	Summary of Findings	Comments
		<p>crime rate - Local police records were used to compare the rate of criminal occurrences between experimental and control neighbourhoods.</p> <ul style="list-style-type: none"> <li>attitude survey – Phone survey of 1,696 residents spread across the three cities.</li> </ul>			<p>home). The study found that only 11% were aware of the group home. They found that those that were aware but in an area with such homes, were more likely to be tolerant of the location of the group home and potential impacts. There was no statistical difference in general attitudes of community areas between with and without homes.</p>	
<p>Neighbourhood fears versus realities in relation to supportive housing:</p> <ul style="list-style-type: none"> <li>quality of life</li> <li>awareness of facility</li> <li>safety concerns</li> <li>amenity effects</li> </ul>	<p><b>Supportive housing:</b> shelters and temporary housing and combined with support services and treatment for people experiencing homelessness, mental health issues.</p>	<p>Three supportive housing projects within urban Toronto were studied to examine the difference between neighbourhood fears of these types of facilities and realities. In consisted of face to face interviews with residents living in close proximity to the facilities. Inner ring were those within 30 metres of the facility and outer ring were those within 30-120 metres. Over the 3 locations 69 interviews of residents within the inner ring were conducted and 209 residents in the outer ring.</p>	Toronto	Hill et al. 1994	<p>Prior to operation (in the planning stage) all facilities garnered some degree of opposition with one facility having a lot more than the other two. The study noted that the two sites with less anticipatory issues either had a similar activity at the site being considered (prior to the proposed operation) or had extensive consultation with the community, prior to establishment.</p> <p>In terms of awareness of operating services, the study found that only 50% of those in the inner ring and 30% of those in the outer ring were aware of the facilities. In general the study found that tenants of the facilities had a low profile within the community and the presence of the facilities did not appear to negatively influence quality of life for those residents surveyed. For example, 81% of respondents reported no impacts or concerns for safety in relation to the facilities and 85% reported no issues with noise or disruption – these included both those who had and had not been aware of the facilities.</p>	<p>Nil additional to comments above</p>
<p>Impacts of supportive housing:</p> <ul style="list-style-type: none"> <li>Community perceptions</li> <li>Property values</li> <li>Crime rates</li> </ul>	<p><b>Supportive Housing:</b> Investigated supportive housing programmes which included special care facilities and community correctional facilities.</p> <p><i>Special Care Homes</i> are residential care facilities that are the primary residence of unrelated persons who live as a single housekeeping unit and receive more than 12 hours per day of on-premises treatment, supervision, custodial care, or special care due to physical condition or illness, mental condition or illness, or behavioural or disciplinary problems.</p> <p><i>Community Corrections Facilities</i> are structures providing residence to three or more persons who have been placed in programs requiring correctional supervision, including programs to facilitate</p>	<p>This study aimed to evaluate whether fears of neighbourhood residents regarding supportive housing are based on fact, it aimed to determine the neighbourhood impacts of both the types of supportive housing above.</p> <p>It tested two hypotheses:</p> <ul style="list-style-type: none"> <li>The development of a property in Denver by a supportive housing provider of a Special Care Facility and its subsequent occupancy by supportive housing clients significantly reduces the sales prices of single-family homes in the vicinity.</li> <li>The development of a property in Denver by a supportive housing provider of either a Special Care Facility or a Community Correctional Facility and its subsequent occupancy by supportive housing clients significantly increases the rate of reported violent, property, and other crimes in the vicinity.</li> </ul>	Denver	Galster et al. 1999	<p>Key findings:</p> <p><b>Community and policy analysis:</b></p> <ul style="list-style-type: none"> <li>Neighbourhoods that were more wealthy, mono cultural and had owner occupied single family homes were more effective at opposing supportive housing</li> <li>Certain types of supportive housing were less desirable (not always a consensus of type).</li> <li>Reputation of operator factored into community acceptance</li> <li>If the community perceived they were saturated with supportive housing they were more likely to be in opposition.</li> </ul> <p><b>Property values:</b></p> <ul style="list-style-type: none"> <li>Property values identified to become locations for supportive housing were 6% lower than those more than 600 metres away that were comparable (prior to establishment of the facility).</li> <li>Once approval was received and they were operational those between 300 and 600m reversed the negative trend and property values on average increased by 3.5%.</li> <li>In contrast, no property value impacts were identified for those within 300 metres (e.g. in closer proximity).</li> <li>Lower decile areas the supportive housing had a greater positive impact on property values, in some high income areas it had a negative impact and in a</li> </ul>	<p>How the facility is maintained and operated is important and can help avoid impacts.</p> <p>As with research above, the study identifies that anticipation often has more impacts than operation of services, particularly in respect of property value. Also once operating the facility often goes unnoticed.</p>

Focus of Study	Type of Facility	Study details	Location	Author and Year	Summary of Findings	Comments
	<p>transition to a less-structured residential arrangement</p> <p>42% were classified as Small Special Care Homes, 44% as Large Special Care Homes; 9% as Adult Community Corrections Facilities (including 2% for Transitional Homes); 3% as Homeless Shelters, and 2% combinations of above.</p>	<p>The methodology used three approaches:</p> <ul style="list-style-type: none"> <li>• Community and policy analysis</li> <li>• Quantitative property value and crime impact analysis</li> <li>• Focus group analysis</li> </ul>			<p>moderate income area where it was poorly maintained. Maintenance of the facility or its appearance were considered to be a factor.</p> <p><b>Crime</b></p> <ul style="list-style-type: none"> <li>• Regarding crime impacts during the 1990-1997 period for the set of 15 facilities analysed, there were no differences in the rates of any type of reported offenses between areas where supportive housing was developed and in other, "control" areas in Denver.</li> <li>• There was a strong direct relationship between the rate of disorderly conduct reports and close proximity to a supportive site (e.g. within 150m – or 500 feet referred to in the study). The increase in the rate of such reports was greater the larger the facility (greater number of supportive beds). In addition, the number of reports was greater in lower-value neighbourhoods relative to higher value areas.</li> </ul> <p><b>Community awareness and responsiveness</b></p> <ul style="list-style-type: none"> <li>• Four out of our nine homeowner focus groups did not specifically mention the (be that one or more) supportive housing facilities known operating within 2,000 feet of the participants homes (within 600m).</li> <li>• Focus groups consistently emphasized elements of neighbourhood quality of life that are relevant to supportive housing developers and policy makers: the physical condition of the neighbourhood, the presence of numerous or poorly - kept rental properties, social cohesion, increased traffic, and public safety.</li> <li>• The research identified that when operators of supportive facilities addressed many of these issues, the facility became virtually "invisible" to nearby homeowners. The results demonstrated that residents' actual experiences with supportive housing nearby is often much more benign than the community anticipates.</li> </ul>	
<p>Impact of supportive housing on community, social, economic and attitude changes</p>	<p><b>Supportive housing</b></p> <p>Housing (accommodation and support services) for people with mental illness many of whom were previously homeless.</p>	<p>Data was collected from interviews and analysing secondary data from time-series of property values, crime reports, and demographic profiles of the neighbourhoods.</p> <p>It focused on two supportive housing buildings that were opposed by the community when proposed.</p> <p>Building A was a twenty year-old facility with fifteen units, sited on a residential street where there had been some opposition but no formal hearings. Building B was a two year-old, twenty six unit</p>	<p>Toronto Canada</p>	<p>De Wolf, 2008.</p>	<p>In summary the findings found:</p> <ul style="list-style-type: none"> <li>• There is no evidence that the existence of the supportive housing negatively affected either property values or crime rates in the neighbourhood. Property values have increased and crime decreased in the period considered by the study.</li> <li>• Immediate neighbours did not identify negative impacts and only 40% were aware that they were living next to supportive housing. Interviews with neighbours and 36 tenants and staff of both buildings indicate that the local economic "footprint" of each building is modest, primarily because of tenants' low income. However, because they tend to have fewer choices than people with higher incomes, they shop at local convenience</li> </ul>	<p>These facilities can have positive impacts including contributing to community cohesion, character, and crime prevention strategies.</p>

Focus of Study	Type of Facility	Study details	Location	Author and Year	Summary of Findings	Comments
		facility located on a busy commercial street, there had been active opposition to this building.			<p>stores, pharmacies, coffee shops and restaurants. Some local store operators recognize the importance of tenants' business by offering them small amounts of short-term credit.</p> <ul style="list-style-type: none"> <li>• The study found that each building contributes to the strength of their local neighbourhoods in different ways, depending on the length of time they have been open and the character of the street.</li> <li>• There was no evidence the supportive housing contributed to crime and in some cases developed strategies to manage neighbourhood crime that protected both the tenants and the neighbourhood.</li> </ul>	
Impact of drug and alcohol residential homes on crime rates	<b>Drug and alcohol residences</b> Oxford Houses: While rehabilitative, Oxford Homes are recovery homes that offer a sober living environment for individuals recovering from alcohol and/or substance abuse.	The study investigated crime rates in areas surrounding 42 Oxford Houses and 42 control houses in a large city in the North-western United States.	Portland Oregon, USA.	Deaner et al. 2009.	<p>The study found that there was no change in criminal behaviour between those neighbourhoods with Oxford Houses and those without.</p> <p>The present study investigated crime rates in areas surrounding 42 Oxford Houses and 42 control houses in a large city in the North-western United States. A city-run Global Information Systems' (GIS) website was used to gather crime data including assault, arson, burglary, larceny, robbery, sexual assault, homicide, and vehicle theft over a calendar year.</p> <p>Findings indicated that there were no significant differences between the crime rates around Oxford Houses and the control houses. These research concluded that the results suggest that well-managed and governed recovery homes pose minimal risks to neighbours' in terms of criminal behaviour.</p>	Similar to personal homes how a property is managed and how the behaviours of the occupants within it a managed will have an influence of impacts, if it is well managed it is proven here that impacts on crime rates and safety are not realised.

As evidenced above, there is a variation in results but in general anticipated impacts of supported residential homes and similar ‘anti-social services’ (or social services unwelcomed by their surrounding community) are not realised. However, the literature suggests that this is dependent on how the programme and or facility is run including the efficacy of the programme, maintenance of the buildings themselves (physical appearance) and general management of the home including responsiveness to and education of the community in which they are located. In other words, it appears that facilities that operate as ‘a good neighbour’ are more accepted by the community that surrounds them.

A review of reporting of the operations of community facilities within New Zealand in terms of community impacts is limited to media coverage. However, as noted above, the media coverage focussed on anticipatory effects (community reaction) prior to operations and little is reported in media of the actual operations beyond special interest articles and media coverage of their specific incidents.

No media coverage was reported of Tai Aroha. Other facilities in media include Salisbury Street Foundation, in this case, two residents absconded from the site and media coverage noted that due to the history of offending of these absconders there were concerns within the community. The media coverage noted that no incident occurred as a result of this abscondence. The residence at Salisbury Street was also reported on when expansion to services was proposed. However, media coverage cited that due to the history and reputation of the residence (as a well-run organisation) this had limited community push back and many commented that it was dependent on maintaining safe operations: *“St Margaret’s College principal Diana Patchett said there are always concerns around this type of thing when children are involved. “We have had one parent get in touch. However, we have to trust that Corrections have the appropriate procedures in place to ensure there is no impact on the local community,” she said.”* (Otago Daily Times, 2019). Also in the article *“Merivale Precinct Society chairman Chris Aynsley: “I’m not going to get into the ‘not in my neighbourhood’ argument, because that transfers the issue into another neighbourhood. And why not ours? Or why ours? Who knows? It is what it is. It’s well-run, it’s well-managed and it has the full support of the justice system.”.*

This media coverage is congruent with the North American research study findings; that the efficacy of the programme and general management of such facilities, can garner community acceptance.

## 4 Case study – Tai Aroha

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### 4.1 Summary of programme

#### 4.1.1 Background

Tai Aroha itself began as a pilot programme in 2010, providing a new residential service to respond to offenders in the community that required rehabilitative interventions. It operates at a site that was previously used as a community corrections centre (Montgomery House - that delivered a different type of residential programme from Ara Poutama Aotearoa). The site is owned by Waikato-Tainui and leased by Ara Poutama Aotearoa.

It was noted that since October 2007, the number of community-based sentencing options available to the judiciary increased. However, although the range of rehabilitative options increased, very few programmes focused on the highest risk offender group, leaving a service gap. As a consequence, Tai Aroha was established as a pilot programme to respond to this. It offered an alternate sentencing placement for these types of offenders from which they could transition back to the community.

As part of the service offering, the Psychological Services Team of the Department developed and tested an intensive residential rehabilitation programme for male offenders serving community sentences. A review of the first two years of Tai Aroha was undertaken by Lucy King in 2012. This review recommended that the programme be accepted as ‘business as usual’ activity, but that there be continued exploration of different models of delivery for the programme (to evolve the effectiveness of the ‘rolling group’ format), and there be further work around other aspects of programme delivery. The programme has evolved since and at the time of this report, has been in operation for 10 years.

#### 4.1.2 Purpose

Ara Poutama Aotearoa is specifically focused on rehabilitation. The programme aims to break the cycle of re-offending by identifying and working with men who are considered likely to re-offend and who are looking for assistance to change their patterns of behaviour. In other words, it is targeted to those that want to join the programme.

The programme works with men of any culture with a focus on tikanga Māori and providing for Māori men, who are overrepresented in national offending statistics. It provides residents who have committed a violent offence with an intensive therapeutic programme and other pro-social activities such as team building, educational activities, and work programmes. The programme aims to help men learn new skills to stop them from using violence and engaging in future offending. The programme also provides residents with support to return to the community with new skills to live a crime-free life.

#### 4.1.3 Residents

The programme is targeted to work with up to 10 men who are over 18 years old and have either been sentenced to home detention for a minimum of four months or intensive supervision for a minimum of six months. It aims to take people at the beginning of the sentence (this is dependent on the waiting list – i.e. they may need to begin their sentence in prison before a bed becomes available but the aim is, they are transitioned to the community following completion of the programme).

##### i. Eligibility

To be eligible for participation in the programme an individual will have to:

- Be male;
- Be 18 or older;
- Have a high need for rehabilitation;
- Have a RoC\*RoI score over 0.7 or be assessed as at high risk of reoffending using objective psychological measures of risk;
- Be serving a sentence of home detention for a minimum of four months or intensive supervision for a minimum of six months; and
- It is aimed at men who are at high-risk of violent offending and have multiple treatment needs related to violent and non-violent offending.

##### ii. Exclusions – those **not** eligible for the programme

- Men with significant untreated mental health issues;
- Men with any current or historical convictions of child or adult sex offences; and
- Men with primary addiction issues that require these needs to be treated first, such as drug and alcohol addiction.

All residents are subject to drug testing whilst in attendance (this is random or targeted testing).

#### 4.1.4 Referral and assessment process

Generally, referrals and assessments are completed post-conviction and pre-sentencing the exception is referrals for applicants who have been convicted to sentences of imprisonment of under two years duration but have “leave to apply” for a substitution of their imprisonment sentence with Home Detention.

Referrals are accepted from:

- The Probation Officer working with the applicant in the process of preparing their pre-sentence reports;
- The lawyer acting on behalf of the applicant;
- The Case Manager working in custody with the applicant to plan their sentence;
- The Judge seeking an assessment of the applicant’s suitability for the programme; and
- A self-referral – usually in the form of a letter – directly from the applicant.

The referral is managed by a Case Management team consisting of the Programme Manager, Liaison Probation Officer, and Manager Psychological Services. The application is reviewed and the applicant is provisionally accepted, they then undergo a psychological assessment to determine suitability for the programme. The assessor will meet with the applicant and prepare a report on their suitability for the programme (this can take up to 6 weeks). This will include information about their background and offending, risk assessment, motivation for the programme, any potential strengths of the applicant, barriers to his participation in the programme, and the applicant’s agreement with programme requirements and responsibilities. In addition, the following are taken into consideration:

- Ability of the applicant to work within the framework of the programme including the focus on Māori protocols;
- Location of applicant (preference for local/within region but other referrals are considered)
- Substance abuse (this must be controlled)<sup>4</sup>;
- Mental health, physical health, and cognitive capability (capability to participate in programme); and
- Willingness for group participation.

If accepted there are also recommendations put forward on the conditions of home detention (and post-release from the programme) to support compliance with the programme and maintain behaviours that will support the development of pro-social behaviours (for example, this may include requirements for no alcohol or drug use, no threatening or violent behaviour, compliance with Kawa of programme and similar).

#### 4.1.5 Programme

The programme is around 16 weeks in duration (though it can be up to 22 weeks long) and (at Tai Aroha) caters for a maximum of 10 residents at any one time (noting residents are on a rolling admission programme). There is a rolling admission which means men can join when approved to do so at ‘any time’ (rather than cohort by cohort entry). It is understood that this is how the residential programme has been working since the 2012 review and that those further along in the programme can provide role modelling for those initiating or commencing their programme.

The programme is largely made up of a therapeutic programme, this includes clinical treatment (individual and group therapy), conducted during the weekdays. This is combined with cultural activities and a series of

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<sup>4</sup> Men with high treatment needs relating to alcohol and drug use will first be referred for treatment to address their addiction issues prior to being considered for the programme. This is proposed to minimise the risks posed by men who are addicted and engage in drug seeking behaviour. The programme facilitates alcohol and drug therapy sessions as part of the wider therapeutic approach. Residents are not be permitted to drink alcohol and will be required to undertake drug testing while living at the property.

activities and tasks designed to transition residents back into the community. The reintegration programme will be co-ordinated by a reintegration coordinator and will include a variety of programme tasks such as preparing CV's, facilitating access to social services, addressing health needs, obtaining or renewing drivers licenses, attending the gym and obtaining suitable long-term accommodation and employment. In addition to the programme, participants contribute to the running of the house, including undertaking residential activities such as cleaning, cooking, property maintenance and grocery shopping. Depending on the stage a person is at within the programme, they are involved in activities outside the residence, are able to have weekend visitors and access to a cell-phone (noting that these are restricted during the first ten weeks whilst a participant settle into the programme and are assessed on a daily/weekly basis through the duration of the rest of the programme). Visitors are screened by staff before being accepted to be able to visit. Approved visitors must also be welcomed onto the site and visit during allocated visiting hours which are on the weekend (it is understood that visitors deemed by staff to be "pro social contacts" are given approval to visit).

In addition to the above, overall appropriateness to attend the programme and assessment of risk while in the programme, is assessed by Ara Poutama Aotearoa staff on a daily basis. If this review concludes that there are high risks of either non-compliance or the person is not motivated or benefiting from the programme, they will be discharged from the programme – from there they will either go back to prison or Court for re-sentencing.

## 4.2 Existing environment

Tai Aroha is located in a quiet, no exit residential street. The street has a mix of older established homes and infill housing (flats and townhouses), see Figure 2 below.



Figure 2: Tai Aroha (Left - residence, right - street location)

The built form of the neighbourhood is a mix of larger old established homes to newer high density housing (which includes private and social housing), see Figure 3.



Figure 3: Examples of built form within the neighbourhood.

It is located within a inner city neighbourhood south west of Hamilton City Centre. Activities in the immediate surrounding area are primarily residential and home businesses (i.e. lawyers, chiropractor and B&B), then transitions into more retail and larger community services and retail towards the city edge (i.e. birthing centre, mobility centre, parentline, church and community centre, family counselling, police station and supermarket).

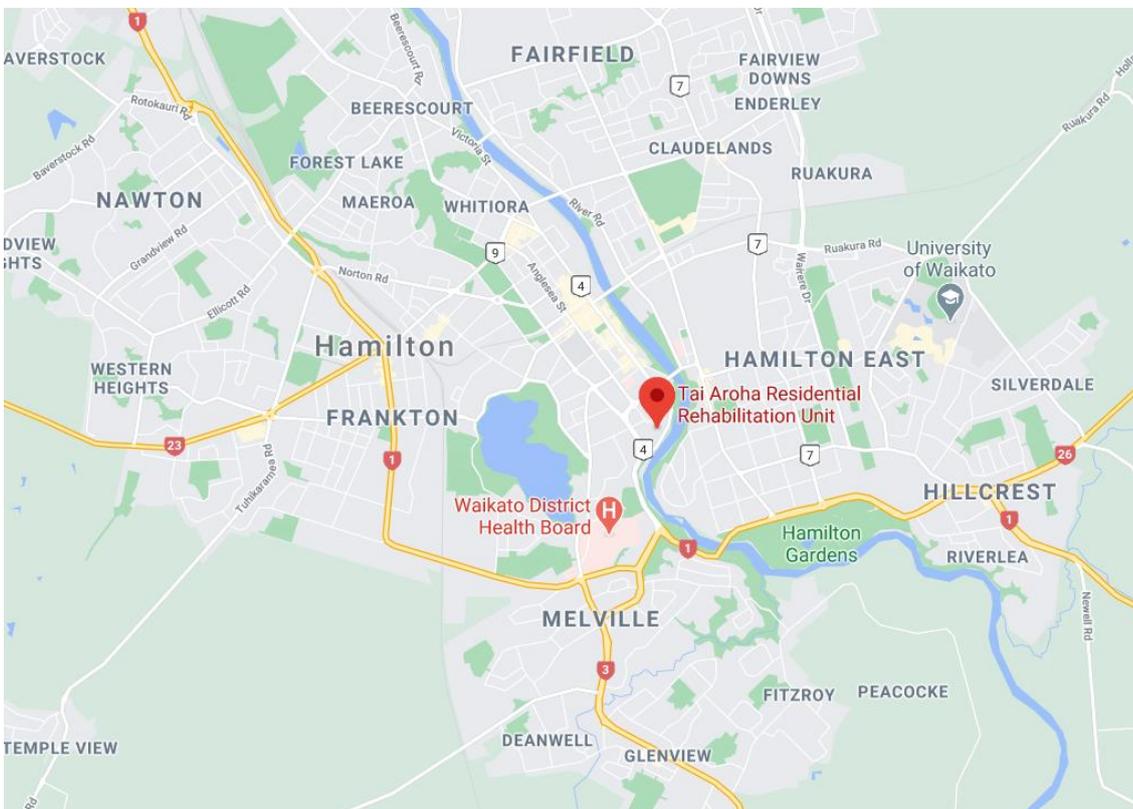


Figure 4: Location of Tai Aroha within Hamilton

There is schooling (childcare, primary school, and high school) within 1km of the residence with the closest being Hamilton West Primary School (including Mackenzie Centre which is an early childhood intervention and support for children aged from birth to school age who have a developmental delay or disability) which is approximately 500m away. Opposite the residence is supported accommodation and a retirement village less than 1km away. The residence is within walking distance of supermarket, library, health care and other community and retail goods and services. Other social infrastructure in close proximity includes mobility centre, church community centre, social housing, and a birthing centre.

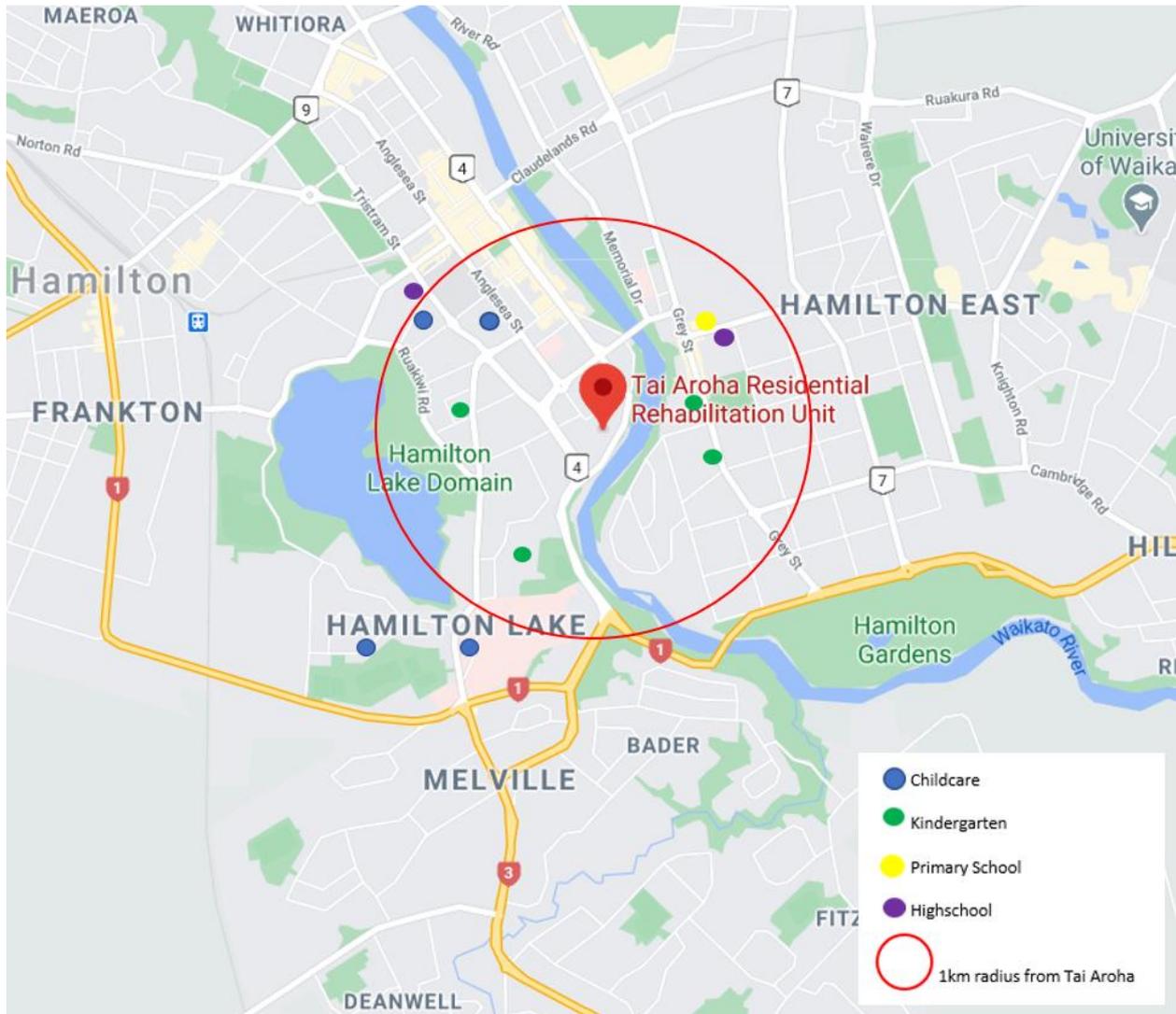


Figure 5 Location of education services within 1km radius of Tai Aroha

The community survey identifies that proximity to the city, amenities, hospital, and other services are amongst what people valued about living in this area, this includes walking access to these services. The neighbourhood is also valued as being quiet and being close to the river and other recreation opportunities such as the lake.

While these attributes of proximity to the CBD were cited as ‘attractors’ they are also likely to be a factor in some of the features or concerns that residents surveyed had about the area, which included increased occurrence of homelessness, limitations on parking and increasing traffic in the area.

The local neighbourhood fits within the Hamilton West Statistical Area, 2018 Census and for more discrete data of the local neighbourhood (as per survey area) 2013 mesh block data has been analysed. Hamilton West has a median age of 32 which is the same as Hamilton City, but appears to have a higher percentage

of new (lived overseas 1 year ago) and recent (5-9 years since arrival) migrants. Hamilton West has a smaller percentage of Māori and Pacific Island residents and a higher portion of residents from Asia, when compared to the City overall.

The employment rate of Hamilton West is the same as Hamilton and the unemployment rate is 1% lower. It has a slightly higher (1%) proportion not in the labour force (people 15 years and over who are not employed or unemployed). The local neighbourhood has a significantly higher employment rate (51% compared to Hamilton 38% as of 2013). At this same time 2% of Hamilton households earned Hamilton West has an above average percentage of professionals (32% in Hamilton West compared to 26% in Hamilton overall). The median income in Hamilton West was \$28,500 and 14% earned over \$70,000, this is comparable to Hamilton (\$30,200 median income, 15% income over \$70,000). The median income as of 2013 in the local neighbourhood was \$66,680 comparable to \$40,300 in Hamilton at the time. Anecdotally, from our site visit, there is a mix of high-end housing (house price estimate 1.5 million+) and blocks of high-density flats (house price estimate less than \$500,000k.).

Some residents surveyed noted that infill housing including low-cost medium density housing (particularly with insufficient parking for residents) was a negative detractor of the area. It was also noted by some, that there was the prospect of increasing commercialisation of the area and that the area is zoned for higher density residential activity. These comments were generally made by those expressing concern that further infill high-density housing may impact on the quiet nature of the area and the natural environment.

Analysis of police data shows that in this neighbourhood there has been an increase in the overall crime rate in the area<sup>5</sup> over the last 4 years (apart from 2019-2020 which saw a 3% decrease). However, rates are similar to other suburbs in Hamilton outside the central city as are changes in crime rates over time. A street by street crime map from 2014 to 2017 showed the street where Tai Aroha was located to have very low incidents of crime, while the area of the neighbourhood closer to the city and police station/courts showed a slight increase.

## 5 Results

### 5.1 Way of life

It is noted that the site on which Tai Aroha is currently located has been used for prisoner rehabilitation and/or transition housing since 1987, although this has been provided through different programmes and providers. This history was reflected by comments from both external stakeholders and residents within the street. For example, some noted that *“it has always been there”* and that it is an accepted part of the area. There was a general acceptance of the residential programme as part of the community (noting this is limited to those aware of it at all).

In general residents reported that the existence of Tai Aroha had no impact on their or their families way of life, living in this area. A survey respondent noted that social services located in the area (included department of corrections) had positive impacts; *“...we have a community of people here who we regularly see from all the facilities above - some I've interacted with and some I've not. It's easy to say hello. I always feel comfortable and safe”*. Others including those with children and young women reported that they did not make any changes to the way they carried out their daily lives and although they were aware of the residential programme (although it is noted that some were vague on its precise function – and generally just aware that it was a facility ‘for offenders’ and ‘run by Ara Poutama Aotearoa’). The majority of respondents in our survey who were aware of the residential programme indicated that they did not have much or any

<sup>5</sup> This ‘Area’ includes Hamilton Lake which includes Waikato Hospital and Hamilton Central Police Station and is not limited to the local neighbourhood of Tai Aroha.

interaction with it beyond occasionally seeing residents and staff walking to and from the supermarket or similar. One resident was more aware of the residential programme (this appeared to be largely due to proximity as an immediate neighbour) and although they indicated that nothing happening at the residential programme required them to change how they lived, they indicated that the residential programme did mean that they were hypervigilant about their family's safety and privacy and that they did take additional precautions because of the residence as their neighbour. It was noted by this respondent that nothing that 'had happened' at the residential programme necessitated this. Our assessment is that the respondents behaviour was not caused by things happening at Tai Aroha, but rather it was behaviour due to the potential that things could happen there.

Staff spoke about a conscientious effort to be a "good neighbour" by seeking to minimise any potential impact on the way of life for others in the neighbourhood. Examples identified included managing noise, maintaining good upkeep of the residential programme, high levels of supervision of the residents, familiarising themselves with local store operators and staff where residents frequented to explain the programme and group visits to the store, establishing relationships with specific social service providers, finding a gym and allocated session times (managed interactions with other gym members at the discretion of the operator). They also indicated that they provided direct lines of communication back into Tai Aroha for feedback / action from neighbours and stakeholders. For example, they provided the contact number of the manager to receive and respond to queries and concerns (it was noted that some people in the community interacted regularly with the manager). Other initiatives included initially nominating a neighbourhood representative, nominating a police liaison officer and staff interacting with neighbours (informally) and with external stakeholders (more formally) about the residential programme. Being a "good neighbour" was also reflected in comments from the community with regards to responsiveness and accessibility of staff to neighbourhood queries, maintenance of the residence and general good management of behaviour including visitors. It was noted that the residence kept a very low profile within the community and therefore did not impinge on daily lives and were trusted to manage the service and residence responsibly.

From our interviews and surveys with both external stakeholders and those living further away from the residence (not on the same street), there was even less awareness of the residential programme in the area beyond the street. There was also no identified or cited impacts on people's way of life.

In terms of ex-residents (who have successfully completed the programme) and their families / communities Tai Aroha was, in some cases considered to have high positive impacts on those people's way of life, assisting with entry into employment, stable living environments, changes in behaviours (addictions, offending behaviours, violent behaviours and the way they interact with others) that positively impacts the way of life for others around them. An ex-resident of Tai Aroha reported that everything about their way of life had changed from who they associated with, how they occupied their time (in a positive manner), abstinence from drugs, positive interactions with other people and goals for future employment as a result of the programme provided. These are often members of the wider community prior to arrest and return to be members of the community. However, it is noted that this is a complex population set who have high risk of reoffending. Initial studies show (Kilgour and Ryan, 2015) that there are still occurrences of recidivism following completion of the programme, though there was evidence of positive changes to the severity of the nature of that reoffending.

In summary both from observation, interviews and survey results it appears that the operation does not impact on residents of the local neighbourhoods way of life and in some cases has a minor to high positive impact on the wider community for which an ex-resident returns to particularly their immediate friends and family.

## 5.2 Sense of place and character

Residents in the local neighbourhood reported that they enjoyed this community due to its proximity to town and services, natural environment (including the river, gullies, and other natural features), quietness and walkability. Some noted a change over time with infill housing increasing the population and housing density which changed some of the character. There were reports of concern when newer high-density housing was not well-maintained changing the character of the neighbourhood. Also due to its proximity to town (and possible the river) it was noted that there had been an increased prevalence of homeless people and some associated nuisance behaviour.

Tai Aroha was either seen as being part of the community and that people were either ambivalent about this, proud of, or alternately people were not aware it existed. In general, it was reported that residents kept a low-profile and neither contributed or detracted from social cohesion or the character of the community. The residence is an old building in character with many others on the street and it was noted by residents that it was well-maintained therefore contributed to the aesthetic character of the street. However, it was noted that the paint colour could be more harmonious with the character of the street.

It was noted by an ex-resident of Tai Aroha that being part of well-functioning community was an important component of the programme. As part of street Anzac Day celebrations during lockdown due to Covid 19, residents of Tai Aroha were asked by members of the street to perform the haka. This was noted as a source of pride and belonging for both the residents of Tai Aroha, staff, and neighbours. Neighbours (and staff and former residents) reported other occasional brief positive interactions including saying hello when passing by and attending a yearly Christmas Dinner at the residence.

In terms of impacts on reputation and desirability of the neighbourhood the literature review identifies that there is some concern and in the minority of cases some legitimacy that these types of residences will impact on the character and amenity of a neighbourhood and therefore impact on property values. Whilst this study does not test property values it has explored desirability, reputation, and transience of the neighbourhood as indicators of impacts. Both local reports and local real-estate ads note the desirability of this neighbourhood, one ad describing it as one of Hamilton's most desirable locations, citing amenities of proximity to town, views of the river and character and significance of some of the housing. It is noted that amongst the established housing (as opposed to the newer high density flats/many of which are rentals) there is low turnover, many interviewed/surveyed had lived their long term and one in close proximity commented on being frequently approached to sell with real-estate agents quoting how desirable it was due to the location and view. High investment in the area has continued and some of the highest property values in the neighbourhood are in close proximity to the residence. Many were quoted as feeling lucky to be living in this neighbourhood due to the amenities it provided. There was no reference to concerns with regard to property values however it was raised that there was concern should the residence stop operating and that a change of use of the land may impact on the character of the neighbourhood.

These findings are congruent with studies reviewed in that residences can have a neutral to positive impact on the community but this can be dependent on how they are run and in particular how the property is maintained and what efforts are made to become part of or contribute to the community character and sense of place. Overall it is considered that Tai Aroha has no negative impact on the character or sense of place of both the immediate and wider neighbourhood.

## 5.3 Community resources

Establishment of larger facilities has garnered concern in the past in relation to overloading social service providers both in terms of providing for residents whilst part of the programme and the residence resulting in and influx of family members and ex-residents moving to the local area. From the social service providers interviewed, the numbers generated from Tai Aroha did not impact operations. The programme has

established relationships with service providers such as GP, dentist, Work and Income to ensure both the health needs of residents is well provided for (this is often neglected in the offender population particularly in terms of them accessing help themselves) and staff providing the service establish good relationships with staff and get the support required and develop an efficient delivery of service.

It was noted by staff that due to the support ex-residents of Tai Aroha get following completing the programme and that some graduates of the programme choose not to return to anti-social or detrimental living environments some do choose to settle in Hamilton when this was not their previous place of residence. Due to the relatively short-term nature of the programme and limited visiting opportunities, it is less likely that family will move to the area unless this is part of the residents long-term plan and those family members are part of establishing the new pro social life. There is no evidence of clustering to a particular area within Hamilton and certainly not in close proximity to the residence – rather it is relative to the location of available and affordable housing the transition officer helps the locate. Due to the size of Hamilton and rather small number of residents graduating the programme each year and even smaller number relocating, this has not been identified as a potential impact on social service providers within Hamilton.

Overall it is considered that there are no negative impacts on community services.

## 5.4 Environment – physical safety

As Tai Aroha is a programme and home for 10 residents and is already constructed, the areas of relevance to environment is primarily physical safety. Briefly any noise disturbance from within the residence is what could be experienced from any neighbour, it is noted that whilst noise generated is a within permitted limits of residential functions, Tai Aroha are aware that 10 residents and staff can generate a lot of noise particularly when performing haka and waiata and out of courtesy are responsive to noise sensitive neighbours and try restrict these type of activities to day time and respond to concerns when raised.

No community members interviewed reported feeling unsafe as a result of the residence or having their physical safety compromised. The review of the incident register notes that in total over the first 10 years of operation there has been eleven incidents that had potential harm to the community. All bar one have occurred since 2015 when programme changes were made similar to current operations. In 2012, prior to the first review of the pilot programme, a resident left the property and entered a neighbouring dwelling through an open door. The resident then left the property after being encountered by the neighbour. He was arrested around an hour later in the central city area. The resident had untreated alcohol and drug addiction and mental health needs that were either not identified or addressed by staff, and these were contributors to his behaviour. It is noted that in all these incidents no physical harm occurred to a member of public and screening procedures and GPS home detention tracking devices have advanced since this incident. Staff also reported historical incidents of unwanted visitors (no incident occurred as a result of this) but changes to procedures, particularly locking of the front gate at night has addressed this issue.

Conversely it was reported by a few neighbours in the street that they feel they have increased safety of their properties and cars due the surveillance (regular evening boundary checks) and presence of Tai Aroha staff. It was noted anecdotally by staff that many police working at the nearby station park their private vehicles within the street as the Tai Aroha staff presence increases safety. Those living closer to the residence noted that feeling safe was down to the trust they had in the operators (Ara Poutama Aotearoa) to run the service safely, this has built up over a long period through maintaining the communities safety, contributing positively to improving it and being responsive to issues. There were reports that if Ara Poutama Aotearoa ever left the site it may be used for other social service provisions and they would be more anxious as they knew and trusted the current providers. They noted this would be difficult to establish from scratch somewhere else and the trust between the providers (Ara Poutama Aotearoa) and the community could only be built up with time and through proactive communication and responsiveness.

Our review of crime statistics do not note any variation to other comparable areas and residents noted other issues as compromising safety unrelated to Tai Aroha. Police presence is minimal and when approached for our research, they stated that they felt unable to comment due to minimal interactions with the residence (this was the former Tai Aroha Police liaison officer) and did not note any patterns of crime attributed to the residence.

Overall, there is neutral to minor positive impacts on safety. However it is noted that although this is not a secure residence, residents of Tai Aroha are breaching conditions if they leave (although cannot be physically prevented by staff) and there is always a risk of offending due to the complex risk history of these residents. It is noted that this is the same risk should they be on home detention elsewhere and breach conditions or post-release from prison. In addition, the residence provides additional support and supervision that is not provided in the other scenarios and have procedures to respond to these abscondences.

## 5.5 Health and wellbeing

There was no evidence of the residence being directly responsible for the change to neighbours physical, mental, social, and spiritual wellbeing (physical safety risks being noted in the previous section). Obviously, the programme aims to improve the wellbeing of participants of the programme. Only one resident noted increased stress due to the residents but this was due to sensitivity to operations within Tai Aroha house that are a potential experience of any neighbour (i.e. language and occasional loud voices) and therefore are not considered an impact within the bounds of testing this hypothesis (i.e. Tai Aroha should not be expected to have further restrictions of general neighbour behaviour than any other potential resident in a residential setting). As noted in the previous section for some the residence alleviated stress by contributing to street safety.

Of note, this programme is tikanga Māori and in part is aimed at Māori men. The local iwi representative interviewed noted that this programme was important for the wellbeing of Māori men and that they are overrepresented in prison and are often not appropriately catered for. For this reason, in some cases, it is considered to positively impact on the wellbeing of the young man himself and his whānau particularly where cycles of violence have decreased. He noted that it was important for this programme to be located in the community to allow men to connect back to positive role models within their iwi but also attend to their mahi without negative influences of other inmates (as is the case when this programme is run in prison).

## 6 Conclusion

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Overall the study concludes that there was no substantial evidence to support the hypothesis that establishing a corrections residential rehabilitation unit in a residential neighbourhood may cause negative social impacts to the local community. It is acknowledged that this may at least in part, be due to how the residential programme is run. In several incidences there were evidence of positive impacts particularly around well-being and sense of safety for neighbouring residents. It is evident that familiarity with residence fades with increasing distance and the longstanding presence of Tai Aroha has helped the community to become accustomed to the residence. Evidence consistently shows that communities fear negative impacts when these types of facilities are proposed, however this research demonstrates that these fears are not necessarily realised by operation.

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# A

## Appendix A – Community Resident Survey

## Community Facilities Resident Survey (online and door to door survey)

1. How long have you lived in the neighbourhood?
  - a. Less than a year
  - b. 1-5 years
  - c. 6-10 years
  - d. More than 10 years
  - e. My entire life
2. Do you rent or own your property?
  - a. Rent
  - b. Own
3. What do you like about living in this neighbourhood?
4. What concerns (if any) do you have about living in this neighbourhood?
5. Do you think your neighbourhood has changed in any way over the last 3-5 years?
  - a. Yes
  - b. No
6. What change(s) have you noticed?
7. Is there anything you would like to see change in your neighbourhood? If so, please state what this is.
8. Are you aware of any community facilities or services (such as boarding houses, police or corrections services, rehabilitation facilities) in your neighbourhood?
  - a. Yes
  - b. No
9. Please select which of these facilities/activities you think are present in the neighbourhood shown in the map above
  - a. Skills and Training Centre
  - b. Family Services Centre
  - c. Health Services Centre
  - d. Legal Services Centre
  - e. Residential Rehabilitation Unit
  - f. Supported Care and Housing for physically disabled individuals
  - g. Drug Rehabilitation Unit
  - h. Mental Health Unit or supported accommodation
  - i. Department of Corrections Services
  - j. NZ Police Services
  - k. NZ Fire Services
  - l. Boarding House
10. Do you consider that any of these facilities have a negative or positive impact on living in this neighbourhood?
  - a. Yes – negative impact
  - b. Yes – positive impact
  - c. No – neutral or no real impact
11. For any of the facilities that you think have either a negative or positive impact, please state what the facility is and how it impacts your community/neighbourhood.

# B

## Appendix B – Local Neighbourhood Household Survey

## Local Neighbourhood Online Resident Survey Summary: 14 Bristol Street – Social Impact Assessment

An online survey was conducted with residents within the local neighbourhood. A letter was hand delivered on the 4<sup>th</sup> December 2020 to 136 households (4 were unoccupied) inviting residents to participate (one representative per household). Responders could either use the link or QR code provided in the letter, or phone Beca staff to conduct the survey over the phone. The survey was open from 4 December 2020 and closed on 18 December 2020.

Figure 1 identifies the local neighbourhood area, including the locations in which they survey letter was delivered. These addresses were the same addresses which had previously received a visit or letter from Ara Poutama. These addresses included:

- 7-29 Bristol Street and 2-38a Bristol Street
- Pickering Court 1-24
- Berry Street 2-54 and 11-57b
- Rehua Lane 1-15

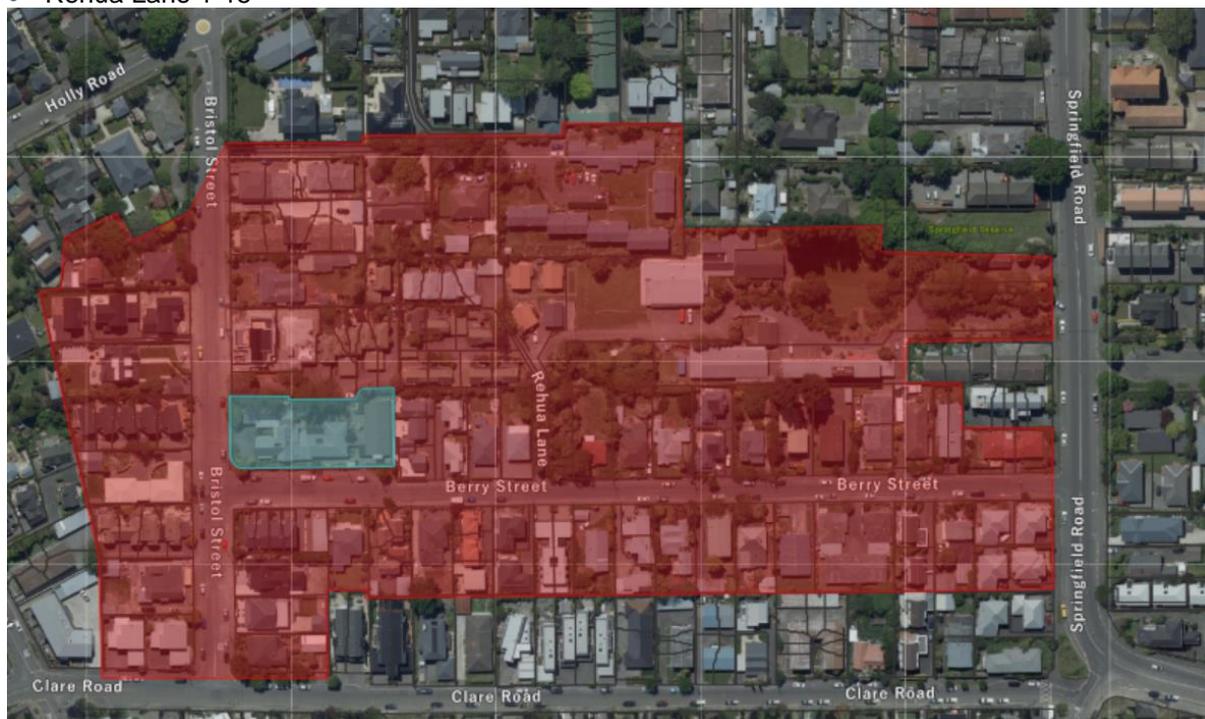


Figure 1: Local neighbourhood area (identified in red), 14 Bristol Street identified in blue (Source: Canterbury Maps)

### Results

#### Survey

The letter informing residents about the survey was delivered to 136 households, although it is likely that the link was also shared within online community groups. In total, 26 responses were received, which is approximately a 19% response rate.

The survey consisted of 21 questions, which included general questions about households (how many people live there, ages etc), the St Albans area in general (including activities undertaken in the area) and specific questions about the proposed programme.

The final question of the survey allowed for participants to leave their name and number, if they were willing to partake in a follow up phone call regarding specific parts of their response. Ten people were called to discuss their responses and gather additional data.

### General Household Questions

As identified in Figure 2, the household make up of those surveyed were predominately families and those living alone. A small number lived with a partner or spouse, while none identified as being a 'flat' situation. Those who selected 'other' identified as being landlords of properties in the area.

#### Describe your household unit

[More Details](#)

● Family	11
● Living with partner or spouse	3
● Living alone	10
● Living with flatmates	0
● Other	2



Figure 2: Household units

Of those who live in these households, 20 were between the ages for 30 and 64 years; eight were under 15 years; seven were between 15 and 29 years, and six were over 65.

Almost three quarters of the respondents owned their homes (73%), compared to 27% who rented. Figure 3 identifies how long people have been living at this address for.

#### How long have you lived at this address?

[More Details](#)

● Less than one year	5
● 1 to 5 years	7
● 5 to 10 Years	2
● More than 10 years	12



Figure 3: Time lived at address

### St Albans Community

The second part of the survey looked at the St Albans community and neighbourhood, and what people do and how they feel about the area. Figure 4 shows the types of activities that people participate in the wider St Albans Suburb.

Thinking about the St Albans community, what activities do the people in your household do in this area?

[More Details](#)

● Education	12
● Work	11
● Recreation - informal (walks, p...	26
● Recreation - formal (clubs, gy...	9
● Health services (GP, dentist etc)	12
● Grocery shopping	18
● Socialising (meeting with frien...	21

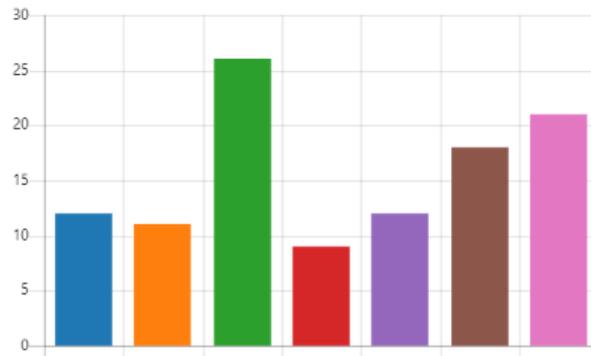


Figure 4: Activities undertaken within Community

The values of this area that the people identified were:

- Proximity to the city centre and walking distance to various places (Merivale, Haley Park, Victoria Street etc);
- The community who live there, including a diverse demographic and mix of ages and occupations
- It is an easy commute to the city, and to other suburbs;
- Safe and friendly neighbourhood;
- Close to schools and safe for children, is family friendly; and
- General environment of the area including the large trees and parks.

The majority of people surveyed observed that the community had changed over the last five years, or within the time that they have lived there. 50% thought it had changed a little, while 15% thought it had changed somewhat and 8% thought it had changed a lot. 12% don't thought it had changed at all, while 15% were unsure.

68% of respondents agreed that the community had improved, while 32% thought it had just changed, neither for better or worse.

In terms of the changes that have been recognised and whether respondents thought these things will continue to occur in the future, there were a number of different responses. Key themes are listed below:

Housing	Parking	Construction	People
<ul style="list-style-type: none"> <li>- Increase in new housings/higher density living</li> <li>- Increased infill housing</li> <li>- More renters/rental housing</li> </ul>	<ul style="list-style-type: none"> <li>- More pressure on side street parking</li> <li>- It is busier than before and there is more street congestion</li> </ul>	<ul style="list-style-type: none"> <li>- New houses have increase construction work</li> <li>- More construction since the earthquakes</li> <li>- Streets have been fixed/upgraded</li> </ul>	<ul style="list-style-type: none"> <li>- People now have a renewed pride in living in the area</li> <li>- There is a renewed sense of stability, happiness and a re-emergence of a village feeling</li> <li>- New families and younger people in the area</li> </ul>

Additionally, people had noticed new shops and pubs starting up in the area, and in a sense noted that Merivale had crept towards the east. Some reflected on the general toll that the earthquakes and other traumatic events, such as the 2019 terror attack, have taken on people within the community, and had noticed a change in the community recently, noting “The coming together of the impact that this facility will have on our community”.

### ***Thoughts on the project***

92% of respondents had heard about the proposed programme, with 22 identifying that it would have a mild to strong negative impact, one with no impact, one with moderately positive and two who did not know.

In terms of negative impacts, there were general concerns about safety, especially for children, women, and those who lived alone, as well as other vulnerable people in the community. Some respondents noted their own situations as reasons why they would be adversely affected. Some respondents identified themselves as landlords and considered that there could be an adverse effect on renting out the property. Alternatively those who are homeowners considered there could be adverse effects on re sale value.

Many anticipated their daily lives would change as they would no longer be able to live their lives as they currently do such as walking around the area, due to having to avoid the area in order to feel safe. Some were concerned about person property being damaged as a result of the facility.

Alternatively, some noted that they wouldn't change anything in their daily lives although it is noted that this view is the minority.

In terms of wider community changes, many anticipated that if the programme goes ahead, people will leave the community in order to protect themselves and their families, including the more vulnerable people. Respondents anticipated that less people will walk around the area as a safety measure. It is noted that some people do not thought there will be any changes (positive or negative) and some are unsure or do not know.

If the programme does go ahead, respondents had some suggestions as to how any negative effects can be minimised or positive effects enhanced. These included:

- Open communication between residents of the area and Corrections including direct contact;
- Impeccable management ;
- Installation of security systems;
- Involving the residents (of the programme) in community events and allowing them to participate in various community service type things; and
- Fewer participants and more staff.