

ARA POUTAMA AOTEAROA THE DEPARTMENT OF CORRECTIONS: SUBMISSION ON THE PROPOSED WAITOMO DISTRICT PLAN

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Ara Poutama Aotearoa the Department of Corrections (**Ara Poutama**) makes submissions on the Proposed Waitomo District Plan (**PDP**) in the **attached** document.

Ara Poutama confirms it could not gain an advantage in trade competition through this submission.

Ara Poutama would like to be heard in support of its submission. If other submitters make a similar submission, Ara Poutama will consider presenting a joint case with them at a hearing.

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Andrea Millar - Manager, Resource Management and Land Management

For and behalf of Ara Poutama Aotearoa the Department of Corrections

Dated this 21st day of December 2022

Introduction

Ara Poutama is responsible under the Corrections Act 2004 for enforcing sentences and orders of the criminal court and the New Zealand parole board. In meeting this responsibility, Ara Poutama establishes and operates custodial and non-custodial corrections facilities, monitors people in the care of the Ara Poutama serving their sentences in the community, and provides supported and transitional accommodation to assist people to reintegrate back into the community.

Custodial Corrections Facilities

Custodial corrections facilities include prisons and detention facilities and may also include non-custodial transitional accommodation (i.e. on a custodial facility site) for people with high and complex needs, who have completed a prison sentence and are being supported and prepared for reintegration and transition back into the community. Non-custodial rehabilitation activities and programmes may also occur on-site.

Ara Poutama does not operate any custodial corrections facilities within the Waitomo District.

Non-Custodial Community Corrections Sites

Non-custodial community corrections sites include service centres and community work facilities and are essential social infrastructure. Non-custodial services and their associated infrastructure play a valuable role in reducing reoffending. Community work helps offenders learn vital skills and to give back to their community, and in return the community benefits from improved amenities. Ara Poutama considers that its services enable people and communities to provide for their social and cultural well-being and for their health and safety, and therefore those activities and services contribute to the sustainable management purpose of the Resource Management Act 1991 (**RMA**).

The service centres provide for probation, rehabilitation, and reintegration services. Offenders report to probation officers as required by the courts or as conditions of parole. Ara Poutama's staff use service centres to undertake assessments and compile reports for the courts, police and probation officers. Service centres may also be used as administrative bases for staff involved in community-based activities or used as a place for therapeutic services (e.g. psychological assessments). The overall activity is effectively one of an office where the generic activities involved are meetings and workshop type sessions, activities which are common in other office environments.

In addition to these service centres, Ara Poutama operates community work facilities. Community work is a sentence where offenders are required to undertake unpaid work for non-profit organisations and community projects. Offenders will report to a community work facility where they subsequently travel to their community work project under the supervision of a Community Work Supervisor. The community work facilities can be large sites with yard-based activities and large equipment and/or vehicle storage.

Service centres and community work facilities may also be co-located on the same site.

Community corrections sites support offenders living in that community. Ara Poutama therefore looks to locate its sites in areas accessible to offenders, and near other supporting government agencies. Commonly, sites are therefore located in commercial or business areas, but may also be located in industrial areas, where large lots and accessibility suit the yard-based nature of some operations. As community corrections facilities are not sensitive to the effects of an industrial environment (e.g. noise, high traffic movements, etc), they are not prone to reverse sensitivity.

Ara Poutama currently operates one non-custodial community corrections site in the Waitomo District, located at 9 Queen Street, Te Kuiti. This site, known as 'Te Kuiti Community Corrections', is a service centre and community work facility. It is located within the Residential Zone in the PDP.

Ara Poutama currently operates one non-custodial community corrections site in the Waitomo District, located at 9 Queen Street, Te Kuiti. This site, known as 'Te Kuiti Community Corrections', is a service centre

and community work facility. It is located within the Residential Zone in the PDP. An aerial photograph of the site is provided in Figure 1 below.

Under the PDP (*Part 3 – Area Specific Matters – Designations*) the site is shown as being designated for "Corrections purposes" to the Minister of Corrections under designation reference "MCOR01". Under the Operative Waitomo District Plan (*Part Three / 23-Designated Works*) the site is designated for "correction purposes" to the Department of Corrections under designation reference number 31.



Figure 1: Aerial photograph of the Te Kuiti Community Corrections site (source: Waitomo District Council GIS, Proposed District Plan module)

Demand for community corrections services exist nationally, including within the Waitomo district. It is important that provision is made to enable non-custodial community corrections sites to establish, operate and redevelop, within appropriate areas.

Residential Activities

Ara Poutama operates residential housing in the community throughout New Zealand, providing support for some people in its care to assist with their transition and/or integration in the community. There is a range of rehabilitation, reintegration and support provided in these houses, depending on the needs of the residents. Housing and associated support services may be for people following their release from prison, or may be used to accommodate those on bail or community-based sentences (such as home detention).

Residential accommodation (with support) provides necessary facilities, such as sleeping, cooking, bathing and toilet facilities, which encompass a typical household living scenario; and a typical residential dwelling, within a residential setting, is utilised for such purposes. People living in this residential environment are not detained on-site, the same as anyone else living in the community, except that some people may be electronically monitored and/or supervised. In some instances, supervisory staff are present on-site to provide a level of care (being a range of rehabilitation, re-integration and support services) appropriate to meet the needs of the individual(s) residing at the site. It is noted that these support staff do not reside on-

site and have an alternative residential address. In other instances, supervisory staff will provide support on a part-time basis.

The Courts may sentence an offender to home detention as an alternative to imprisonment. Individuals on home detention serve a home-based sentence at a suitable and approved residence and are electronically monitored 24 hours a day, seven days a week. The purpose of electronic monitoring is to deter the offender from breaching conditions that relate to his or her whereabouts and monitor compliance with those conditions.¹ Home detention and electronic monitoring allow individuals to seek or maintain employment, complete a sentence of community work if imposed, access programmes to address their offending, be involved in prosocial activities, and maintain their family relationships. It is an increasingly common sentence for many individuals in our care who otherwise would have received a short prison sentence for their offending (they can be sentenced to home detention from 14 days to one year). People on a home detention sentence are generally required to remain at a typical residential dwelling.

Ara Poutama is responsible for a range of residential accommodation (with support), which vary in nature and scale, of all which fall within the ambit of a residential activity.

Demand for these services exist nationally, including within the Waitomo district. It is important that provision is made to enable residential accommodation activities (with support) to establish, operate and redevelop, within appropriate areas.

Ara Poutama's Submission on the Proposed Waitomo District Plan

Ara Poutama has an interest in the implications that the PDP will have on the establishment and operation of non-custodial facilities and residential accommodation (with support), in the Waitomo district.

Ara Poutama's specific submissions on the PDP are outlined in the following table.

¹ Sentencing Act 2002, section 80E.

Submissions

PDP Provision	Submission	Relief Sought (additions shown in <u>underline</u> , deletions shown in strikethrough)
Part 1 – Introduction and General Provisions – Interpretation – Definitions "community corrections activity"	Support Ara Poutama requests that the definition of "community corrections activity" is retained. The definition is consistent with the wording provided for in the National Planning Standards. Community corrections activities are essential social infrastructure and play a valuable role in reducing reoffending. They enable people and communities to provide for their social and cultural well-being and for their health and safety.	1. Retain the definition of "community corrections activity".
Part 1 – Introduction and General Provisions – Interpretation – Definitions "household"	 Oppose The National Planning Standards includes definitions for "residential activity" and "residential unit" that must be used when a local authority includes a definition for such in its plan. The PDP includes both of these definitions, which is supported. However, the definition of "residential unit" refers to a "household" which is not defined in the PDP. Ara Poutama seeks that a new definition be added, to clarify that a household is not necessarily limited to a family unit or a flatting arrangement (which are more commonly perceived household situations). Further, references to "household" and "households" are included throughout the PDP. 	 Insert a definition of "household" as follows: <u>household</u> <u>means a person or group of people who live together as a unit</u> <u>whether or not:</u> (a) any or all of them are members of the same family; or (b) one or more members of the group receives care, support and/or <u>supervision (whether or not that care, support and/or supervision</u> <u>is provided by someone paid to do so).</u>
Part 1 – Introduction and General Provisions – Interpretation – Definitions "managed care facilities"	Neutral Ara Poutama's position is that the definition of "residential activity" entirely captures supported and transitional accommodation activities, such as those provided for by Ara Poutama; i.e. people living in a residential situation, who are subject to support and/or supervision by Ara Poutama. That is, supported and transitional accommodation activities use "land and building(s) for people's living accommodation" (as per the definition of "residential activity"). As such, there is no need for a separate and standalone definition of "managed care facilities" and the associated provisions applying to such throughout the PDP. However, should Council see it as being absolutely necessary to implement the separate definition of "managed care facilities", and the associated provisions throughout the PDP, then the wording of the definition should be retained as notified.	 Remove the definition of "managed care facilities", and the associated provisions applying to such throughout the PDP; but If Council are to retain the "managed care facilities" definition and the associated PDP provisions, then the wording of the definition should be retained as notified.

PDP Provision	Submission	Relief Sought (additions shown in <u>underline</u> , deletions shown in strikethrough)
Part 1 – Introduction and General Provisions –	Support	1. Retain the definition of "residential activity".
Interpretation – Definitions	Ara Poutama requests that the definition of "residential activity" is retained.	
"residential activity"	The definition is consistent with the wording provided for in the National Planning Standards.	
	This definition applies to supported and transitional accommodation activities, such as those provided for by Ara Poutama; i.e. people living in a residential situation, who are subject to support and/or supervision by Ara Poutama. Providing reintegration and rehabilitation support is an important component of the reintegration process for people under Ara Poutama's supervision. It enables people and communities to provide for their social and cultural well-being and for their health and safety.	
Part 1 – Introduction and General Provisions –	Support	1. Retain the definition of "residential unit".
Interpretation – Definitions	Ara Poutama requests that the definition of "residential unit" is retained.	
"residential unit"	The definition is consistent with the wording provided for in the National Planning Standards.	
	This definition applies to units used for supported and transitional accommodation activities, such as those provided for by Ara Poutama; i.e. people living in a residential situation within a unit, who are subject to support and/or supervision by Ara Poutama. Providing reintegration and rehabilitation support is an important component of the reintegration process for people under Ara Poutama's supervision. It enables people and communities to provide for their social and cultural well-being and for their health and safety.	
Part 2 – District-Wide Matters – Strategic	Support	1. Retain Strategic Objective SD-O25.
Direction – Strategic	Ara Poutama requests that Strategic Objective SD-O25 is retained.	
Direction, Urban Form and Development	This objective enables a variety of housing types for a "diverse range of households", which includes supported and transitional accommodation	
Objective SD-O25	activities such as those provided for by Ara Poutama; i.e. people living in a residential situation, who are subject to support and/or supervision by Ara Poutama. Providing strategic policy direction to enable reintegration and rehabilitation support is important, as it provides high-level support for Ara Poutama to implement its reintegration responsibilities under the PDP.	
Part 3 – Area Specific Matters – Residential Zone	Support	2. Retain Strategic Objective RESZ-O2.
Objective RESZ-O2	Ara Poutama requests that Residential Zone Objective RESZ-O2 is retained.	
	This objective enables a variety of housing options for a "diverse range of	

PDP Provision	Submission	Relief Sought (additions shown in <u>underline</u> , deletions shown in strikethrough)
	households" to be implemented in the Residential Zone, which includes supported and transitional accommodation activities such as those provided for by Ara Poutama; i.e. people living in a residential situation, who are subject to support and/or supervision by Ara Poutama. Providing policy direction within the predominant residential zone type to enable reintegration and rehabilitation support is important, as it provides high- level support for Ara Poutama to implement its reintegration responsibilities under the PDP.	
Part 3 – Area Specific Matters – Residential Zone Rules for "residential units"	Support Ara Poutama requests that the permitted activity rules applying to residential units in the Residential Zone, including the Railway Cottage Cluster Precinct (PREC1) and Te Kumi Commercial Precinct (PREC2), are retained. The permitted activity status is appropriate in the context of the establishment and operation of supported and transitional accommodation activities, such as those provided for by Ara Poutama; i.e. people living in a residential situation within a unit, who are subject to support and/or supervision by Ara Poutama.	 Retain the permitted activity rules applying to "residential units" in the Residential Zone. These include: RESZ-R1 PREC1-R4 PREC2-R1
Part 3 – Area Specific Matters – Residential Zone Rules for "managed care facilities"	Neutral Ara Poutama's position is that the definition of "residential activity" entirely captures supported and transitional accommodation activities, such as those provided for by Ara Poutama; i.e. people living in a residential situation, who are subject to support and/or supervision by Ara Poutama, and therefore a separate definition of "managed care facilities" is unnecessary. However, should Council see it as being absolutely necessary to implement the separate definition of "managed care facilities", then Ara Poutama requests that the permitted rules applying to managed care facilities in the Residential Zone are retained as notified, with the exception of Rule PREC1-R10. Rule PREC1-R10 specifies that managed care facilities are a non- complying activity in the Railway Cottage Cluster Precinct (PREC1). This is inappropriate, where the level of potential effects is the same as per a residential activity. Further, the effects associated with managed care facilities are not consistent with those of a retirement village or boarding house, which are the other activities captured by Rule PREC1-R10. A permitted activity status is thus sought. The permitted activity status is appropriate in the context of the establishment and operation of supported and transitional accommodation	 Remove the rules relating to "managed care facilities" from the Residential Zone, which includes: RESZ-R4 PREC1-R10 PREC2-R9 BUT If Council are to retain the "managed care facilities" definition, then retain as notified the permitted activity rules applying to "managed care facilities" in the Residential Zone and Te Kumi Commercial Precinct, which includes: RESZ-R4 PREC2-R9 AND Delete the non-complying activity rule applying to "managed care facilities", and amend an associated permitted activity rule, to provide a permitted status for "managed care facilities" in the Railway Cottage Cluster Precinct, as follows:

PDP Provision	Submission	Relief Sought	(additions shown in <u>u</u> strikethrou	<u>nderline</u> , deletions shown in igh)
	activities. Such activities are an important component of the rehabilitation and reintegration process for people under Ara Poutama's supervision.	PREC1-R4.	Residential units, mi	nor residential units, <u>managed</u> ruction of new buildings
	They enable people and communities to provide for their social and cultural well-being and for their health and safety.	in RESZ – T with; and 2. The new bu between the the road; ar 3. The maximu building is r maximum h railway cotta Note: For reloc	: PER erformance standards Table 2 are complied iilding is not located e railway cottage and nd um height of the new no greater than the neight of the existing age on that site. cated buildings see buildings chapter.	Activity status where compliance is not achieved: NC
Part 3 – Area Specific Matters – Commercial Zone Rules for "residential units" Part 3 – Area Specific	Support Ara Poutama requests that the permitted activity rules applying to residential units in the Commercial Zone, including Te Kuiti CBD Precinct (PREC5), are retained. The permitted activity status is appropriate in the context of the establishment and operation of supported and transitional accommodation activities, such as those provided for by Ara Poutama; i.e. people living in a residential situation within a unit, who are subject to support and/or supervision by Ara Poutama.	Commercial Zc COMZ-R10 COMZ-R11 PREC5-R8 Remove the re	ferences relating to "n	N/A oplying to "residential units" in the managed care facilities" from the
Matters – Commercial Zone Rules for "managed care facilities"	Ara Poutama's position is that the definition of "residential activity" entirely captures supported and transitional accommodation activities, such as those provided for by Ara Poutama; i.e. people living in a residential situation, who are subject to support and/or supervision by Ara Poutama,		n the Commercial Zo)	

PDP Provision	Submission		Relief Sough	t (additions shown in <u>u</u> strikethrou	underline, deletions shown in
	and therefore a separate definition of "managed care facilities" is unnecessary. However, should Council see it as being absolutely necessary to implement the separate definition of "managed care facilities", then Ara Poutama requests that managed care facilities are specified as permitted in the Commercial Zone.	2.	delete the rest applying to "m permitted activ	to retain the "manage ricted discretionary ar anaged care facilities' vity rules, to provide a in the Commercial Zo	d care facilities" definition, then nd non-complying activity rules ", and amend the associated permitted status for "managed
	Rule COMZ-R20 specifies that managed care facilities are a restricted discretionary activity in the Commercial Zone, and Rule PREC-R19 specifies that managed care facilities are a non-complying activity in Te Kuiti CBD Precinct (PREC5). This is inappropriate in both instances, where the level of potential effects is the same as per a residential activity. Further, the effects associated with managed care facilities are not consistent with those of a retirement village or boarding house, which are the other activities captured by Rules COMZ-R20 and PREC5-R19. A permitted activity status is thus sought. The permitted activity status is appropriate in the context of the establishment and operation of supported and transitional accommodation activities. Such activities are an important component of the rehabilitation and reintegration process for people under Ara Poutama's supervision. They enable people and communities to provide for their social and cultural well-being and for their health and safety.		 Activity status Where: 1. All of the p in COMZ - with. Note: Where t in SCHED1 - 1	ground floor level s: PER erformance standards - Table 2 are complied he building is listed Heritage Buildings s, also see the	Activity status where compliance is not achieved with COMZ-R28 to COMZ-R30: RDIS Activity status where compliance is not achieved with COMZ-R31 to COMZ-R37: DIS Where the activity is RDIS, the matters over which discretion is restricted are: (a) The matters of discretion associated with any performance standard which cannot be complied with in COMZ -Table 2.
			dwellings a proposed t commercia 3. Compact h	l units, minor units and duplex at ground level to locate in the Piopio al zone; or nousing developments to locate in the Piopio al zone.	Activity status where compliance is not achieved: N/A and, boarding house s and ies

PDP Provision	Submission	Relief Sought	additions shown in <u>u</u> strikethrou	<u>nderline</u> , deletions shown in ah)
		Activity status	: RDIS	<u> </u>
		Where:		
		1. The activity	is not located in the Pio	pio commercial zone.
		Where the act restricted a		rs over which discretion is
		(a) The size, d	esign, location, construct	tion and materials used; and
		(b) Effects on t	he streetscape and ame	nity of the area; and
			^f on-site amenity, landsc residents; and	aping and outdoor living space
			ort network, giving partic	t and effective operation of the cular consideration to pedestrian
		(e) Parking, ma provision of generation;	sufficient off-street park	safety and efficiency, including the ing and the effects of traffic
		(f) Considerati	on of reverse sensitivity	effects; and
		(g) The extent have been	 (g) The extent to which the key moves in the relevant Town Concept Plan have been considered and provided for. Activity status when compliance is not achieved: NC 	
		Activity status		
		PREC5-R8.	Residential units <u>, ma</u> residential based vis ground floor level 	anaged care facilities and itor accommodation above
		Activity status	: PER	Activity status where
		Where: with COMZ-R28 to 1. All of the performance standards in COMZ – Table 2 are complied with. with COMZ-R28 to Note: Where the building is listed in SCHED1 – Heritage Buildings and Structures, also see the with COMZ-R28 to Where: With COMZ-R28 to Where: With COMZ-R28 to With: Note: Where the building is listed in SCHED1 – Heritage Buildings and Structures, also see the Where the activity		compliance is not achieved with COMZ-R28 to COMZ-R30: RDIS
				Activity status where compliance is not achieved with COMZ-R31 to COMZ-R37: DIS
				Where the activity is RDIS, the matters over which discretion
				(a) The matters of discretion associated with any

PDP Provision	Submission		Relief Sough	t (additions shown in <u>u</u> strikethrou	i <u>nderline</u> , deletions shown in igh)
					performance standard which cannot be complied with in COMZ -Table 2.
			PREC5-R19.	Retirement villages <u>a</u> managed care facilit	and, boarding houses and ies
			Activity status	S: NC	Activity status where compliance is not achieved: N/A
Part 3 – Area Specific Matters – Commercial Zone Rule for "community corrections activities"	Support Ara Poutama requests that the permitted activity rule applying to community corrections activities in the Commercial Zone is retained. The permitted activity status is appropriate in the context of the establishment and operation of community corrections activities within the zone.	1.		mitted activity rule ap e Commercial Zone –	plying to "community corrections Rule COMZ-R3.
Part 3 – Area Specific Matters – Industrial Zone Rule for "community corrections activities"	Oppose Ara Poutama requests that the activity rules applying to community corrections activities in the Industrial Zone are amended. The zone rules do not enable community corrections activities, and provides non-complying activity status for these activities in the zone, in accordance with the default "activities not otherwise listed in INZ - Table 1" rule (INZ-R19).	1.	Insert a new permitted activity rule is activities in the Industrial Zone, as f INZ-R1. Industrial activities INZ-R13. Community correct		ollows:
	Community corrections activities are essential social infrastructure and play a valuable role in reducing reoffending. They enable people and communities to provide for their social and cultural well-being and for their health and safety. It is important that provision is made to enable non- custodial community corrections sites to establish, operate and redevelop, within appropriate areas, as the demand for these services is likely to increase as a result of urban intensification. Industrial areas provide suitable sites for community corrections activities; in particular community work components often require large sites for yard- based activities and large equipment and/or vehicle storage. Community corrections activities are a compatible and appropriate activity in industrial zones. They are consistent with the character and amenity of such zones. Furthermore, as community corrections facilities are not sensitive to the effects of commercial and industrial environments (e.g. noise, high traffic movements, etc), they are not prone to reverse		in INZ – Ťa with. Note: Where t in SCHED1 – I	erformance standards able 2 are complied he building is listed Heritage Buildings s, also see the	Activity status where compliance is not achieved with INZ-R21 to INZ-R28: RDIS Activity status where compliance is not achieved with INZ-R29: NC Where the activity is RDIS, the matters over which discretion is restricted are: (a) The matters of discretion associated with any performance standard which cannot be complied with in INZ -Table 2.

PDP Provision	Submission	Relief Sought (additions shown in <u>underline</u> , deletions shown in strikethrough)
	sensitivity.	
Part 3 – Area-Specific	Support	1. Retain designation MCOR01.
Matters – Designations / MCOR – Minister of Corrections	Ara Poutama requests that the designation within the PDP where the Minister of Corrections is the Requiring Authority is retained (Community Corrections Centre at 9 Queen Street, Te Kuiti (MCOR01).	
Designation MCOR01	This designation has been rolled over from the Operative District Plan, and is an appropriate planning mechanism for managing this facility.	