



## **Appendix 4 – Consultation Plan**

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# NEW GRAFTON CORRECTIONAL CENTRE

Engagement and communication plan

May 2017

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# 1. INTRODUCTION

The New Grafton Correctional Centre (NGCC) received approval for the staged development and Stage 1 works on 14 March 2017.

As part of the Conditions of Consent, the proponent Northern Pathways (a consortium of Serco, John Holland, John Laing and Macquarie Capital) must develop a comprehensive Social Impact Assessment (SIA) for submission with the development application for Stage 2.

The SIA will require qualitative and quantitative research and must 'be supported by and informed by an extensive, inclusive and deliberative program of community engagement...'¹.

This SIA Consultation and Communication Plan provides details of how Northern Pathways has undertaken engagement to support the development of the SIA and what it proposes to do, in terms of engagement, during the exhibition period of the draft SIA.

One of the major constraints on this stage of the project has been the short timeframes between approval for concept design and the application for approval for Stage 2 works.

This has necessitated the development of an approach to engagement that both meets the needs of the Conditions of Consent but also reflects the complexities of consulting on concepts that are not immediately relatable or understandable to the general public. SIA's identify a range of potential impacts and mitigation measures that relate to how a community functions. These are not concepts that most of us consider in our everyday lives.

Because of this, we have suggested a two-staged approach to consultation. This will allow us to engage, meaningfully and appropriately, while working within the confines of the tight timeframes and still meeting the conditions of consent.

Phase one consultation will focus on the qualitative and quantitative research required to inform the SIA and working with the community to understand the values, aspirations and potential impacts (negative or otherwise) that they anticipate may arise from the NGCC. These activities will be documented and outcomes included in the Draft SIA which will, once assessed for adequacy, be placed on exhibition.

Phase two consultation will use the Draft SIA, once it is on exhibition, to work more broadly with the community in Grafton to understand:

- 👉 Are the impacts identified accurate?
- 👉 Are there any impacts missing?
- 👉 Will the proposed mitigation measures work?
- 👉 Are there suggestions or ideas for others that we should consider?

In particular, Phase two activities will include in-depth engagement with the hard to reach groups including Aboriginal and Torres Strait Islanders (ATSI) communities and young people. This plan includes details of:

- 👉 The stakeholders and communities to be consulted
- 👉 The purposes of the consultation
- 👉 Activities to reach each stakeholder group and community
- 👉 Phase one Action Plan
- 👉 Phase two Action Plan.

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¹ Condition B4 h), Conditions of Consent, NSW Department of Planning and Environment, March 2017

## 2. BACKGROUND

The NGCC is a major project of the NSW Government and will provide a maximum security and minimum security facility for male prisoners and a maximum-security facility for female prisoners on a site 12.5 kms south east of Grafton. Details of the NGCC have been documented in detail in other parts of the SIA so won't be duplicated here.

Of relevance to this SIA Engagement and Communication Plan is the demographic profile of Grafton. Grafton residents have lower levels of education, experience higher levels of unemployment and have a lower income than the state average.<sup>2</sup>

Grafton's economy is largely agricultural and it sufficiently removed from the coast of Northern NSW to not benefit from the rising popularity of this tourist destination.

In terms of communication and engagement, this means that:

- 👉 Communication needs to be clear, focussed and repetitive in order to 'cut through' and be effective
- 👉 Engagement activities will need a clear 'call to action' to motivate and inspire participation
- 👉 Issues that lack immediate relevancy - such as long-term impacts and esoteric concepts that are not well understood - will not be recognised as important without solid promotion and communications underpinning them.

In addition, Grafton has a relatively high population of people of ATSI and young people, and both these groups are often difficult to engage. This is usually because traditional engagement methods are not culturally appropriate and an approach which focusses on 'intercept' engagement - a flurry of activities and then silence - does not land well with groups who are naturally mistrustful of authority and established agencies and organisations.

The study team have therefore identified stakeholders in a number of ways in order to determine the best way to engage with them. Details of this can be found in Chapter 3 Stakeholder Analysis.

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<sup>2</sup>Draft Social Baseline Study, BBC Planning, Executive Summary

# 3. ENGAGEMENT PURPOSES

The Conditions for Consent, issued in March 2017, provide the first foundation for identifying purposes for the engagement for the development of the SIA. All conditions relevant to the SIA and consultation have been reproduced here in full, with conditions applying directly to this plan bolded and italicised:

B4. A comprehensive Social Impact Assessment must be prepared by a suitably qualified and experienced person and submitted with the development application for Stage 2. The Social Impact Assessment is to:

a) ***include a social baseline study, which must be directly informed by community engagement.*** The social baseline study must be submitted to the Secretary for approval prior to finalisation of the Social Impact Assessment and should meet the following objectives:

- i) ***identification of the directly-affected affected community and other stakeholders***, specifying in what way each might be affected
- ii) ***assistance for these people and groups in understanding the proposal***
- iii) ***completion of a qualitative community profile (including values and aspirations)*** as well as a quantitative baseline of key social aspects
- iv) ***identification of any diversity of views/concerns that might exist in the community***
- v) ***relevance of any previous, current, and anticipated relevant developments (eg Pacific Highway upgrade) and how these might shape community views*** and
- vi) ***detailed consideration of impacts (including perceptions) on directly-affected communities (near neighbours and landholders).***

b) ***identify potential impacts, considering the following impacts:***

- i) ***way of life***
- ii) ***culture***
- iii) ***community***
- iv) ***political systems***
- v) ***environment***
- vi) ***health and wellbeing***
- vii) ***personal and property rights and***
- viii) ***fears and aspirations.***

c) ***assess significance of each impact based on the following characteristics:***

- i) ***duration***
- ii) ***extent***
- iii) ***sensitivity (value that community members/groups place on the impact and capacity to adapt)***
- iv) ***severity and***
- v) ***level of community concern.***

d) ***discuss mitigation options for significant negative social impacts, and propose strategies to secure and maximise beneficial impacts***

e) propose methods for monitoring social impacts over time, and adaptively managing those impacts and any unanticipated impacts

f) outline mechanisms for publicly reporting social impact performance over time

**g) clearly explain and describe the process, evidence and all assumptions made to identify the community, and to assess impacts and their significance**

**h) be supported and informed by an extensive, inclusive and deliberative program of community engagement, actively seeking input from the affected community and other stakeholders, and demonstrating how that input has informed the proposal**

i) identify social impact indicators that would be monitored from the date of construction to five years after opening to inform government agency responses and provide a baseline to measure and manage future impacts and;

j) identify the qualifications and experience of the authors in social science methods

Given the highly-detailed requirements for engagement, the study team has taken the approach that this engagement plan must be modelled on current best practice and so the IAP2 Core Values and IAP2 Spectrum have both been used to provide an additional framework from which to identify purposes and develop an appropriate methodology from.

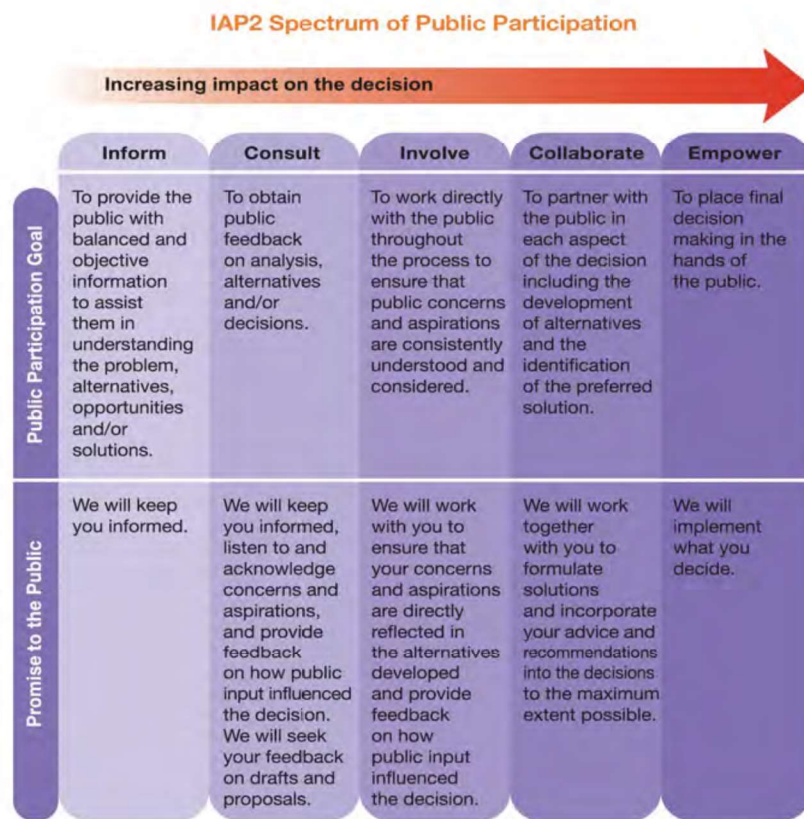


Figure 1 IAP2 spectrum of public participation





| IAP2 Core Values for the Practice of Community Engagement                                    |                                                                                                                                                                                                      |                                                                               |                                                                                                                          |                                                                                                                         |                                                                                                                                                                                        |
|----------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Core Value                                                                                   | Indicators                                                                                                                                                                                           | Level of Quality                                                              |                                                                                                                          |                                                                                                                         | Evidence                                                                                                                                                                               |
|                                                                                              |                                                                                                                                                                                                      | Rudimentary                                                                   | Emerging                                                                                                                 | Exemplary                                                                                                               |                                                                                                                                                                                        |
| 1. Those affected have a right to be involved                                                | <ul style="list-style-type: none"> <li>Clear problem statement</li> <li>Decision making process clearly communicated</li> <li>Affected stakeholders have been identified</li> </ul>                  | No effort made to identify decisions to be made.                              | Engagement process intention identified. Decision maker identified. Sample of those affected participating in engagement | Emerging + successful engagement of hard to reach groups. Regular review and evaluation of project process.             | <ul style="list-style-type: none"> <li>Decision making framework developed.</li> <li>Challenges and decisions to be made are published.</li> </ul>                                     |
| 2. A promise that the public's contribution will influence the decision.                     | <ul style="list-style-type: none"> <li>Appropriate level of engagement has been endorsed by decision maker.</li> <li>Level of stakeholder influence clearly communicated to stakeholders.</li> </ul> | No promise from project sponsor to participants                               | Commitment to the extent the outcome will be influenced by the engagement process.                                       | High level of participation with those stakeholders most affected by the potential decisions.                           | <ul style="list-style-type: none"> <li>Promise to participants. Level of engagement identified on IAP2 Spectrum. Sponsor aspirations clearly stated for engagement process.</li> </ul> |
| 3. Public participation promotes sustainable decisions.                                      | <ul style="list-style-type: none"> <li>Understanding of participants values and interests</li> <li>Engagement techniques identified to support interests and needs.</li> </ul>                       | No understanding of current concerns of participants                          | A range of techniques have been identified to encourage effective engagement                                             | Barriers to participation have been identified & efforts made to overcome them                                          | Techniques aligned to stakeholder interest and level of engagement.                                                                                                                    |
| 4. Public participation seeks out participation of those affected by a decision              | <ul style="list-style-type: none"> <li>Participation opportunities enable contribution</li> <li>Thorough stakeholder analysis completed</li> </ul>                                                   | Unrealistic expectation from the sponsor                                      | Existing resources and networks have been effectively utilized.                                                          | Stakeholder input sought for engagement methods. Project sponsor facilitated additional support resources               | Blocks to participation have been identified and overcome.                                                                                                                             |
| 5. Public participation seeks input from participants on how they participate.               | <ul style="list-style-type: none"> <li>Dialogue between representatives on the most suitable way of engaging participants.</li> </ul>                                                                | Assumptions on engagement techniques made without stakeholder dialogue.       | Reasonable efforts have been made to seek feedback on the potential engagement processes with all stakeholder groups.    | Project sponsor has enabled the participants to have a key role in determining the engagement processes and techniques. | Demonstrate how the stakeholders influenced the process for the project                                                                                                                |
| 6. Public participation provides participants with the information they need to participate. | <ul style="list-style-type: none"> <li>A balanced set of information has been provided.</li> <li>Communication tailored for audiences and channels appropriately identified</li> </ul>               | Limited information provided to participants prior to the engagement process. | Balanced information provided reflecting all sides of the argument relating to the decision to be made.                  | Expert, objective and independent content has been openly made available to all participants.                           | The range, quality, format and timing of materials that are made available to inform participants in advance of the engagement process.                                                |
| 7. Public participation communicates how their input affected the decision.                  | <ul style="list-style-type: none"> <li>Clearly demonstrate how participant input has influenced the process.</li> </ul>                                                                              | Little if no feedback is offered or promised to participants.                 | All feedback is collated and made freely available to the participants                                                   | Opportunities are provided to explore the feedback in depth, discuss its implications and determine the future steps.   | <ul style="list-style-type: none"> <li>Statement of feedback promised to all participants.</li> <li>Processes identified for feeding back the results to the stakeholders.</li> </ul>  |

Figure 2 IAP2 Core values for the practice of community engagement

Purposes for the engagement to support the development of the SIA are therefore to:

1. Meet the requirements of the Conditions of Consent of March 2017
2. Inform directly affected landowners and neighbours, key stakeholders and the general community that an SIA is being developed
3. Invite participation in a range of activities that make participation easy and meaningful
4. Identify and understand the values and aspirations of the community and stakeholders
5. Identify and understand the values that directly affected landowners and neighbours, key stakeholders and the general community hold for the site and the location where the NGCC will be built
6. Identify any potential impacts arising from the building or operations of the NGCC that directly affected landowners and neighbours, key stakeholders and the general community believe may occur and whether these are positive, negative or neutral
7. Identify any mitigation measures that directly affected landowners and neighbours, key stakeholders and the general community believe may offset or decrease any negative impacts
8. Explain the project, its staging, approvals, consultation and benefits, to directly affected landowners and neighbours, key stakeholders and the general community so they are able to participate in the engagement process
9. Develop relationships based on trust and respect through a professional, thoughtful and thorough approach to engagement planning, implementation and reporting.





## 3.1 How purposes have been applied

Engagement purposes allow a clear correlation to be made between the stakeholders the project needs to engage with and what activities would be appropriate for them. With this in mind, a comprehensive stakeholder analysis has been undertaken and activities identified that will provide all stakeholders with:

- 👤 Access to the information they need so they can provide informed comment
- 👤 Access to a number of different ways in which they can be engaged so they can select the activities that work for them
- 👤 Activities that are meaningful and fit for purpose so feedback can be demonstrated to have been heard and considered.

Stakeholder analysis is presented in the next section.



# 4. STAKEHOLDER ANALYSIS

## 4.1 How have stakeholders been identified?

There are multiple stakeholders for this project across two categories:

- 👉 Stakeholders with a direct interest in the project because of where they live or own land, what they do or who they represent and the broader community of Grafton
- 👉 Hard to reach groups who, because of the unique demographic profile of Grafton and the current socio-economic issues facing it, are important to engage with.

**Stakeholders** have therefore been identified in three discrete but inter-related groups identified by the diagram on the right side of this page

**Directly-affected landowners and neighbours (DALN)** are those people living or owning land in the direct vicinity of the site of the NGCC. These are identified on the map on the following page.

**Key stakeholders (KS)** include those agencies and organisations who have responsibility for services, facilities or community support programs that may be impacted by the NGCC. These include key community groups, Aboriginal Land Councils and advocacy groups in the area, as well as businesses, educational and other governmental facilities and services in the Grafton area.

The **general community (GC)** refers to the wider community living within the Clarence Valley LGA, demonstrated on the map below.

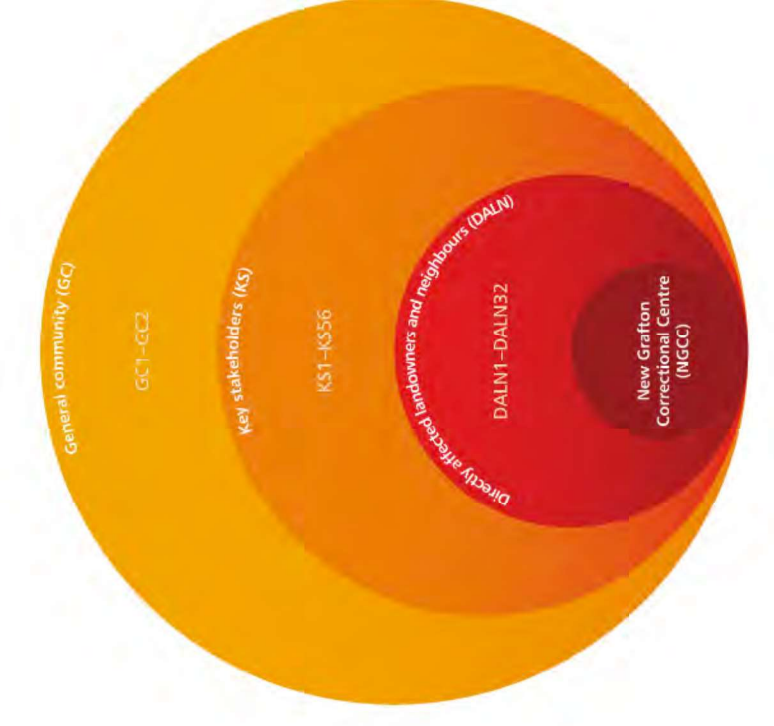


Figure 3 - Directly affected landowners

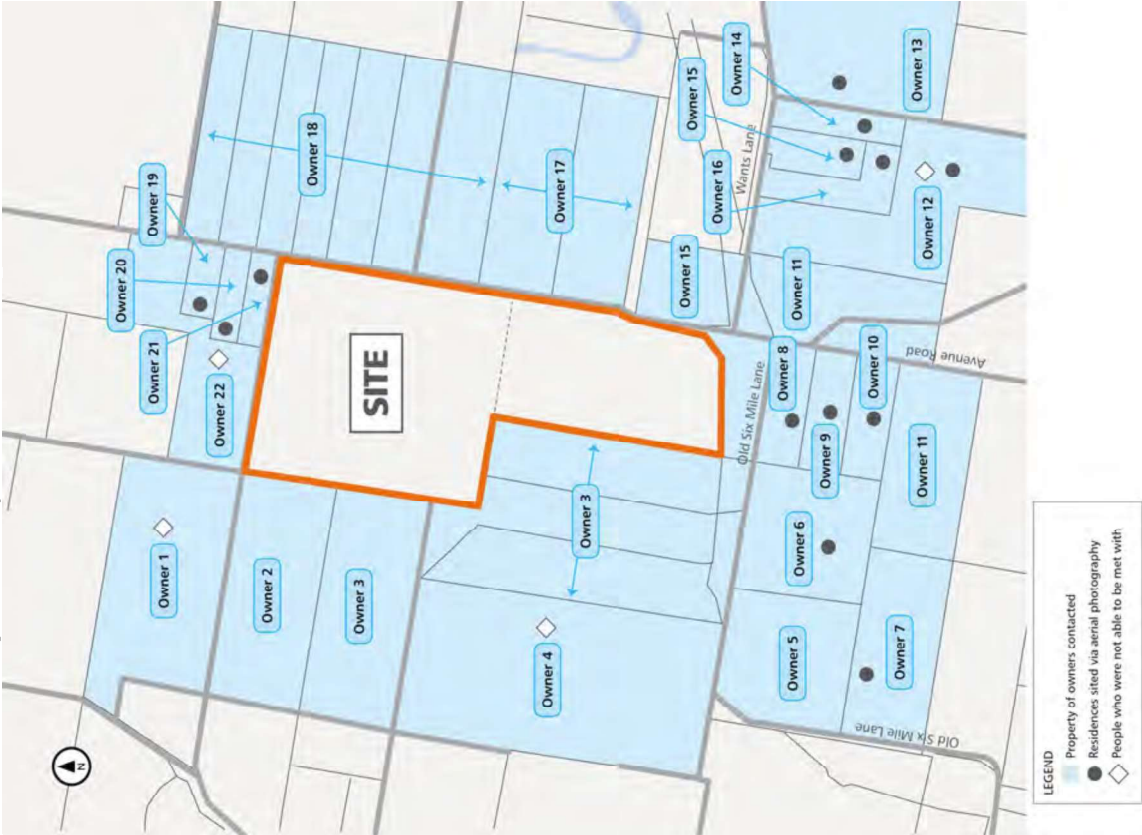


Figure 4 - The general community refers to those living within the Clarence Valley LGA



In addition, based on the characteristics that make up Grafton, three **hard to reach groups** have been identified:

- 👉 **Young people** are always difficult to engage with, but in Grafton and for this project in particular, their engagement is important. Grafton has significant social issues associated with young people, with high rate of unemployment and a pattern of young people 'leaving town' for work and skills. This is a source of frustration and sadness for the community.
- In addition, Grafton is experiencing high levels of issues associated with mental health, including a significant rate of youth suicide. This has led to a recognition that young people are vulnerable and in need of support. Engaging young people about the NGCC is an important priority.
- 👉 **Aboriginal and Torres Strait Islander** peoples live in Grafton in greater numbers than elsewhere, with over 7% of the population identifying as indigenous. Engaging with indigenous communities takes time, patience and authenticity and, given the over-representation of indigenous people in the criminal justice system, a priority for this project.
- 👉 Grafton has a significantly high rate of **socially and economically disadvantaged** residents. High rates of unemployment, low levels of education and a housing market under stress all contribute to distress and social dysfunction. Anti-social behaviour and drug related issues can all result in incarceration and so engaging with these communities has been identified as important.

#### 4.1.1 Detailed stakeholder analysis

Stakeholders have then been identified and analysed against the purposes identified above. This assists us with the design of activities that are fit for purpose:

| Stakeholder name                                   | Stakeholder type | Stakeholder diagram position | Engagement activities                                                                                                                                                                                                 |
|----------------------------------------------------|------------------|------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Directly affected landowners and neighbours (DALN) |                  |                              |                                                                                                                                                                                                                       |
| DP 1113608 1                                       | DALN             | DALN1                        | One on one meetings with project team<br>Resident group meetings<br>Workshops on specific impacts and mitigations<br>Emails and phone calls to provide advice on project and study progress<br>Letters<br>Newsletters |
| DP 7877 19                                         | DALN             | DALN2                        |                                                                                                                                                                                                                       |
| DP 127096 8                                        | DALN             | DALN3                        |                                                                                                                                                                                                                       |
| DP 810935 1176                                     | DALN             | DALN4                        |                                                                                                                                                                                                                       |
| DP 1180329 1                                       | DALN             | DALN5                        |                                                                                                                                                                                                                       |
| DP 1199613 1                                       | DALN             | DALN6                        |                                                                                                                                                                                                                       |
| DP 1199613 2                                       | DALN             | DALN7                        |                                                                                                                                                                                                                       |
| DP 1199613 3                                       | DALN             | DALN8                        |                                                                                                                                                                                                                       |
| DP 1190399 1                                       | DALN             | DALN9                        |                                                                                                                                                                                                                       |

|                                                                                                                            |      |        |  |
|----------------------------------------------------------------------------------------------------------------------------|------|--------|--|
| DP 1190399 2                                                                                                               | DALN | DALN10 |  |
| DP 793765 7                                                                                                                | DALN | DALN11 |  |
| DP 793765 6                                                                                                                | DALN | DALN12 |  |
| DP 793765 2                                                                                                                | DALN | DALN13 |  |
| DP 793765 8                                                                                                                | DALN | DALN14 |  |
| DP 793765 3                                                                                                                | DALN | DALN15 |  |
| DP 793765 5                                                                                                                | DALN | DALN16 |  |
| DP 793765 4                                                                                                                | DALN | DALN17 |  |
| DP 751376 24                                                                                                               | DALN | DALN18 |  |
| DP 751376 23                                                                                                               | DALN | DALN19 |  |
| DP 751376 22                                                                                                               | DALN | DALN20 |  |
| DP 751376 21                                                                                                               | DALN | DALN21 |  |
| DP 751376 20                                                                                                               | DALN | DALN22 |  |
| DP 751376 19                                                                                                               | DALN | DALN23 |  |
| DP 751376 30                                                                                                               | DALN | DALN24 |  |
| DP 366760 A                                                                                                                | DALN | DALN25 |  |
| DP 366760 B                                                                                                                | DALN | DALN26 |  |
| DP 1205749 10                                                                                                              | DALN | DALN27 |  |
| DP 705668 554                                                                                                              | DALN | DALN28 |  |
| DP 393766 2                                                                                                                | DALN | DALN29 |  |
| DP 739102                                                                                                                  | DALN | DALN30 |  |
| Other adjacent landowners and residents                                                                                    | DALN | DALN31 |  |
| Other landowners and residents in the local area around the project site including in the suburbs of Tucabia, Glenugie and | DALN | DALN32 |  |

|                                                                    |                  |                              |                                                                                                                                 |  |
|--------------------------------------------------------------------|------------------|------------------------------|---------------------------------------------------------------------------------------------------------------------------------|--|
| Ulmarra                                                            |                  |                              |                                                                                                                                 |  |
| Stakeholder name                                                   | Stakeholder type | Stakeholder diagram position | Engagement activities                                                                                                           |  |
| General community (GC)                                             |                  |                              |                                                                                                                                 |  |
| Landowners and residents of Grafton and the Clarence Valley Region | GC               | GC1                          | Newsletters<br>Website<br>Pop-ups and intercepts<br>Focus groups<br>Workshops<br>Advertisements<br>Display and Discuss Sessions |  |
| Community Consultative Committee                                   | GC               | GC2                          | As per Conditions of Consent requirements                                                                                       |  |

| Stakeholder name                                                                                                                             | Stakeholder type | Stakeholder diagram position | Engagement activities                                        |
|----------------------------------------------------------------------------------------------------------------------------------------------|------------------|------------------------------|--------------------------------------------------------------|
| Key stakeholders (KS)                                                                                                                        |                  |                              |                                                              |
| Interest groups                                                                                                                              |                  |                              |                                                              |
| Public Service Association of NSW                                                                                                            | KS               | KS1                          | Letter/email<br>Newsletter<br>Website                        |
| Clarence Valley Community Unions                                                                                                             | KS               | KS2                          | Letter/email                                                 |
| Justice Action                                                                                                                               | KS               | KS3                          | Letter/email<br>Meeting<br>Workshop<br>Newsletter<br>Website |
| Shine for Kids                                                                                                                               | KS               | KS4                          | Letter<br>Email<br>Website<br>Meeting                        |
| The Victims of Crime Assistance League Inc<br>NSW                                                                                            | KS               | KS5                          | Letter/email<br>Newsletter<br>Website                        |
| Enough is Enough                                                                                                                             | KS               | KS6                          | Letter<br>Email<br>Website                                   |
| Social housing organisations<br>Aboriginal Housing Office<br>Office of Community Housing<br>The Centre for Affordable Housing<br>Shelter NSW | KS               | KS7                          | Letter/email<br>Meeting<br>Workshop<br>Newsletter<br>Website |
| Clarence Valley Roundtable                                                                                                                   | KS               | KS8                          | Email<br>Meetings                                            |