



Social Infrastructure Planning Framework for Waitakere City

May 2007

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Structure and content of the Framework

The Framework has been developed for Waitakere City Council, focusing on the actions it can take to improve planning for social infrastructure in the city. This version of the Framework is based on a revision of the Draft Social Infrastructure Planning Framework dated 2006.

The Framework is in eight sections:

1. Introduction / background

This section sets out the background to the Framework, its purpose and how it was developed

2. The nature of social infrastructure planning

This section discusses how social infrastructure is different from other forms of infrastructure

3. Growth planning processes

This section outlines the City's growth plans, and the various processes involved

4. Key actions in social infrastructure planning

This section covers the range of actions and information that needs to be collected to help plan for social infrastructure

5. Facilitating social infrastructure planning processes

This section covers processes that need to be put in place to ensure better, more integrated planning occurs at local and regional levels

6. Co-ordination and collaboration

A range of actions are set out to ensure the on-going co-ordination of planning and delivery

7. Social infrastructure planning sheets

These sheets provide more detail on the particular characteristics of various forms of social infrastructure

8. Next Steps.

The Framework has been prepared by Hill Young Cooper Ltd and Synchro Consulting, in conjunction with the Waitakere City Council. A range of other people and organisations have also had input into the Framework, and their assistance is acknowledged.

How to use the Framework

The Framework is a working document that is intended to be used in a variety of ways by a variety of people to help plan social infrastructure. Whilst we would encourage reading the whole framework, it is not necessary to read the Framework from cover-to-cover if you are seeking a specific area:

If you want an **overview** of social infrastructure, then refer to Section 1.0 and 2.0.

For a **regional and city-wide** perspective of suggested planning processes, refer to Section 3.0 to 6.0.

If you are looking at particular **types** of infrastructure and their needs, then refer to Section 7.0.



Section One – Introduction and Background

This section of the Framework covers the purpose of the Framework and how it was developed. The section also provides a background to social infrastructure – what it is, and the range of issues that are involved in its delivery.

1.1 Introduction

Traditionally, the provision of social infrastructure has lagged behind growth. Such a lag is no longer acceptable.

Waitakere City Council has primarily developed this social infrastructure planning Framework to assist with the delivery of social infrastructure in areas subject to growth in an integrated and co-ordinated manner.

The Framework has been developed through discussions with a range of social infrastructure providers including Council staff, central government and community providers and a review of relevant policies, plans and literature. A draft of the Framework was used to assist with the planning of social infrastructure in the Northern Growth Area of Waitakere City and the lessons learnt from this exercise have been incorporated into this version of the Framework (see Appendix Five for a summary of the lessons learnt).

The Framework presented in this document is based on what knowledge, ideas and experience currently exists in relation to social infrastructure planning. What is very clear is that this current knowledge-base needs to be expanded and improved upon, and the capacity of organisations to participate in integrated planning significantly improved. This Framework will therefore need to be regularly updated and refined as experience grows; it is far from the final answer.

1.2 The Framework—what is it?

The Framework sets out a range of principles, processes and tools to help the Council (and other infrastructure providers) to plan for the social infrastructure needs of growth areas. The Framework is focused on both facilities (such as halls and meeting spaces) as well as community-based processes like networking and events. In section 1.3 below social infrastructure is grouped into various clusters, with these clusters associated with typical social, economic and environmental outcomes for communities. In reality, social infrastructure cannot be easily placed into different categories – a recurrent theme of investigations into social infrastructure is the extent of over lap that exists in terms of the functions of infrastructure: One facility usually meets a wide range of needs.

Social infrastructure may be provided by the Council, Iwi, central government, private sector or by community-based organisations. This Framework is primarily aimed at the Council and what actions it can take to better integrate the planning and delivery of infrastructure which it is responsible for (parks, libraries, leisure and community facilities), as well as the steps it could take to assist with infrastructure that is provided by other agencies.

The Framework will help the Council to:

- Anticipate likely needs, both at a high level, and on a local basis
- Build these needs into the planning for growth areas so that infrastructure needs are considered alongside other issues
- Help match local needs and aspirations with available resources
- Ensure better delivery of infrastructure through coordinated

Facilities including:

- * Education facilities and services - schools, early childhood centres,
- * Police facilities and services - including community policing stations, victim support
- * Health services and facilities - GPs, Plunket clinics, specialists
- * Justice services and facilities - courts, community probation centres, restorative justice services
- * Social services and facilities – for example Department of Work Income offices, Housing NZ
- * Emergency services - fire, ambulance.
- * 'Formal' community meeting spaces and places - centres, halls, marae, churches
- * 'Informal' public meeting spaces – parks, open space, cafes etc.
- * Active leisure facilities - swimming pools, recreation centres, sportsfields etc
- * Parks and playgrounds
- * Learning and information centres - libraries, CABx

Community Processes including:

- * Sense of place, identity, safety and cultural expression
- * Community connectedness and interaction
- * Networks of people (such as friends, neighbours etc) and organisations who support each other at the local level and are involved in local affairs
- * Events, celebrations and programmes designed to promote local interaction
- * Community building, brokering and development programmes and programme leaders

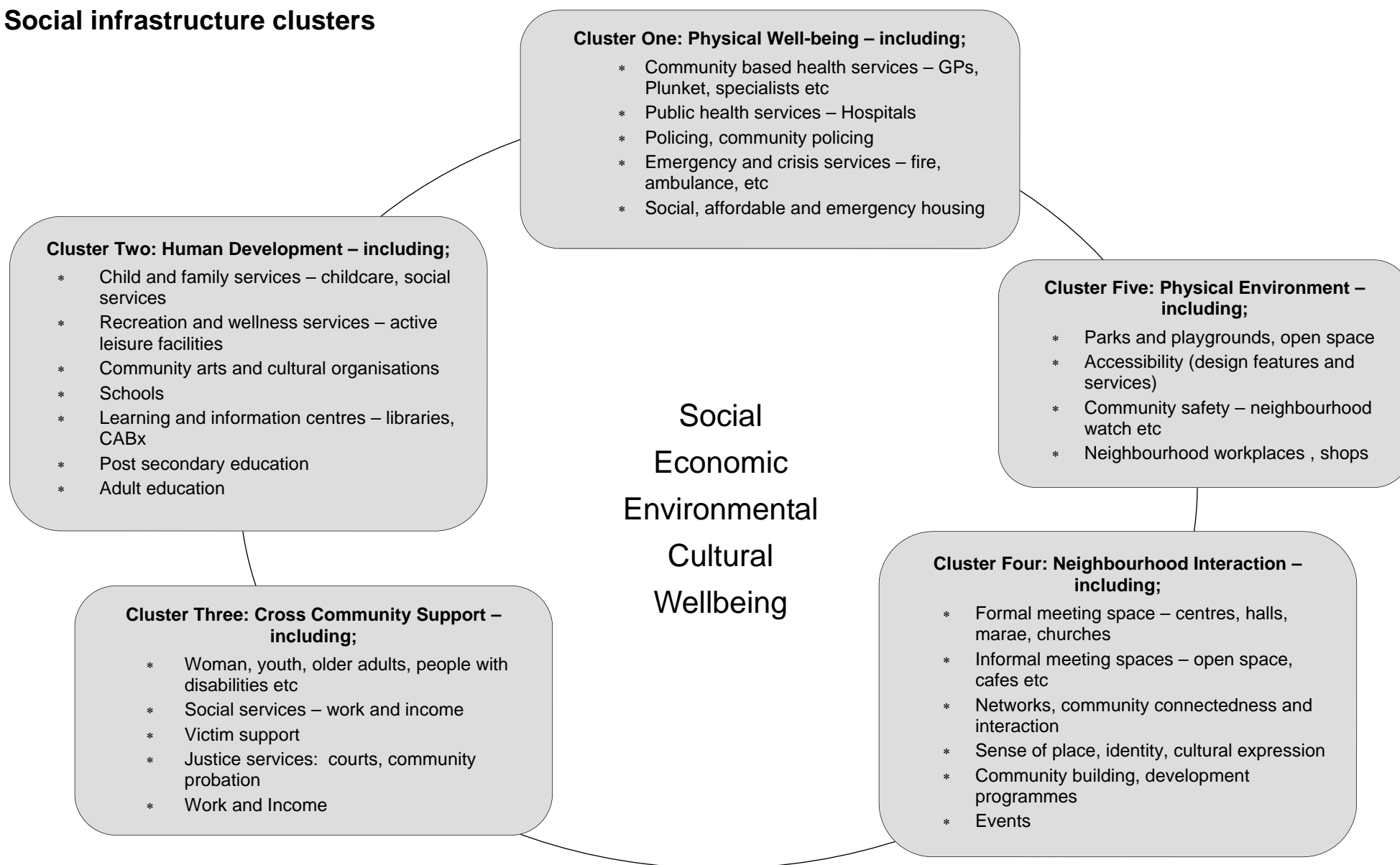
The Framework is not:

- A shopping or wish list of desired infrastructure for centres
- A rigid prescription about the way that infrastructure should be delivered on-the-ground, in growth areas.

1.3 Social infrastructure – what is it?

The term “social infrastructure” covers a wide range of facilities and services that are provided by council, government and community groups to support and sustain the wellbeing of communities. The following diagram organises social infrastructure into a number of clusters. These clusters help to understand the wide ranging nature of social infrastructure, but the clusters are not necessarily the way that social infrastructure is planned for and delivered.

Social infrastructure clusters



1.4 Why plan for social infrastructure - policy context

Local and international studies all identify the important role that social infrastructure plays in the creation of strong, healthy and sustainable communities. Sustainable communities require good schools, good health services, good parks, transport choices, flourishing businesses as well as a range of housing types. Communities need to be actively involved in the planning of services and facilities and a strategic approach has to be taken to the planning and provision of infrastructure.

The focused consideration of social infrastructure when planning for new and existing communities is gaining momentum internationally. Over the time that this Framework has been developed similar frameworks have become available from Canada, Australia and the UK. A summary of this experience is set out in section 2.6, while further detail is contained in Appendix Three.

The following material briefly outlines the policy base as to why planning agencies need to consider social infrastructure at all stages of the growth planning process.

National policy

The Government's social vision is for "an inclusive New Zealand where all people enjoy the opportunity to fulfil their potential, prosper and participate in the social, economic, political and cultural life of their communities and nation."

The Ministry of Social Development promotes this goal through tackling barriers to better social outcomes by treating the symptoms through social protection and tackling the root causes through social investment:

- Social Protection is about providing a safety net for people facing difficulties - supporting people with services and income assistance when they need help and are unable to support themselves.
- Social investment is about strengthening the ability of individuals, families and communities to improve their own situation over time. It provides the foundation for positive outcomes in the future.

Joint action across government agencies and other organisations is seen to be an important tool in delivering this approach, helping to set priorities and goals, develop action plans, and co-ordinate actions effectively at national, regional and local levels. To this end, the government seeks to work in partnership with local authorities, with the community and voluntary sector and with the private sector to develop joined-up local services.

Ministry for the Environment and Ministry of Health initiatives also support the early consideration of social infrastructure. The benefits of good urban design and planning are recognised in various documents published by the Ministry for the Environment, while the New Zealand Health Strategy emphasises improving population health outcomes and reducing inequalities in health, including ensuring access to appropriate child health care services and family health care, increased level of physical activity and reduced violence in communities.

Regional-Level

At the regional-level, the draft Long Term Sustainability Framework (START), as well as regional planning documents like the Regional Growth Strategy, support planning for social infrastructure.

The START process recognises the long term demographic shifts that the region will experience over the next 50 years, as well as changing economic and environmental conditions. The social environment is seen to be as important as the economic and physical environment to the long term prospects of the region. New forms of infrastructure (more decentralised, community-based energy, waste, transport and social networks, for example) are anticipated to be needed to support future patterns of living and working.

The Regional Growth Strategy acknowledges the need to re-look at the way social infrastructure is planned for and delivered, particularly in areas subject to redevelopment and more intense development. In these areas the quality of the environment and the range of services to be provided will be critical to attracting businesses and people.

Regional planning policy under the Resource Management Act requires that consideration be given to social infrastructure at the time that growth plans are prepared.

Under the Local Government (Auckland) Amendment Act the Auckland Regional Policy Statement is being amended so that the growth of the region:

- *supports a compact sustainable urban form and sustainable urban land use intensification (including location, timing and sequencing issues, and associated quality, character, and values of urban form and design); and*

- *integrates transport and land use policies to reinforce metropolitan urban and rural objectives, the development of a competitive and efficient economy and a high quality of life, underpinned by a quality environment and amenity.*

Section 2.6.2.2 of the Regional Policy Statement (as amended by Proposed Plan Change 6) sets out a range of issues that need to be considered when proposals are put forward to amend the Metropolitan Urban Limit line. Among these provisions, sub section (iv) states:

It can be demonstrated that infrastructure and services, including utility services, roading and public transportation facilities and services, and community and health services, such as schools, libraries, public open spaces can be provided.

Also relevant at the regional level, Appendix A to the Regional Policy Statement sets out requirements for structure plans to be prepared for any areas that are subject development (both greenfields and areas of redevelopment). Among the issues which structure plans need to address is:

Key infrastructure requirements including roads, schools, open spaces including reserves and land required for public access and other community utilities and facilities and the timing of their availability.

Other regional agencies, like the Auckland Regional Public Health Service, have also issued guidance about regional planning. For example, the Public Health Service note that urban development can have positive and negative impacts on the health and well being of communities and that much of the balance hinges on the planning and design of

urban environments. They advocate for territorial authorities to work collaboratively to improve health and wellbeing including improvements to social infrastructure so that social and recreational facilities are accessible on attractive walking and cycling routes, consider the needs of children, as well as inclusion of design features in urban planning and resource consent processes that have the potential to improve health outcomes.

City-level

At the local (city) level, as part of the requirements of the Local Government Act, the Council has established community outcomes. These outcomes include strong communities and a strong economy. Working together is also seen as an important outcome.

In recent times, the Council has undertaken a variety of roles to advance its social goals – primarily in the areas of facilitation, advocacy, monitoring and provision of services such as playgrounds, community houses and libraries. Council has also established a number of key partnerships with a range of government and community partners. Many of these strategic relationships in the social area are brought together via the Wellbeing Collaboration Project.

The Waitakere Wellbeing Collaboration project has been in existence since 2001. It is an initiative to facilitate government and community agencies and Waitakere City Council to identify collaborative focus areas and projects, and facilitate joint action and planning. Urban growth and intensification have been identified as key priorities at recent City Summits. As a result, Waitakere Wellbeing Collaboration partners

have had significant input into the development of the city's Social Infrastructure Framework and are committed to being involved in ongoing implementation programmes and processes to ensure that the Framework is able to deliver on the services, facilities and infrastructure that future communities will require.

At the level of city planning, the Waitakere District Plan (prepared under the Resource Management Act) is starting to incorporate criteria that state that new developments need to consider social infrastructure at the planning stage. Currently, Plan Changes proposed for the city's northern growth area set out a range of issues which development plans must address. Infrastructure is one such matter. There are criteria relating to the impact of development on open spaces and community facilities. It was noted in the work on the northern growth area that was undertaken as part of the development of this Framework that appropriate criteria should be developed to ensure proper consideration of social infrastructure in future developments. That is, the extent to which future development will enable social wellbeing and provide opportunities for the on-going provision of social infrastructure.



1.5 The benefits of the Framework for communities

Better planning for social infrastructure will help to support the development of more sustainable communities. Social infrastructure (places, facilities and processes) are vital to supporting wider sustainable development objectives. Social capital is a concept that describes the resources available within a community that are used to support wider wellbeing goals. Social and economic development goes hand-in-hand. As well as being desirable in themselves, better social outcomes improve economic growth. A good example of this is improved education leading to more productive employees. Healthier and more socially connected workers are more productive than those who are not.

Good planning of urban development and redevelopment is therefore not just about finding appropriate locations for social facilities. It is also about providing an environment within which communities can sustain themselves, allowing them to build up social capital. Poor urban planning has been associated with:

- More time traveling from home to work, shops and other services and activities, reducing the time available to spend with family, friends or local community groups, gradually eroding the social capital in an area
- Less walking within a community, as people get in their cars to travel to regional destinations for leisure and recreation, lessening the number of casual interactions which help to sustain a local community, further weakening the ability to foster social capital
- A sense of isolation for some groups, such as elderly, if most people leave a neighbourhood during the day, and marginalisation of other sectors of society, creating barriers for them to participate more fully in the community and the economy

- A lack of a sense of place, or “boundedness”. Residents of neighbourhoods that are well defined – for example they have a hub and are not cut in half by larger roads - are more likely to be involved in local affairs, and hence build up social capital.

Urban planning that:

- Promotes a mix of land use activities, and in particular a mix of households;
- Provides a connected street system that offers lots of choices as to how people can move about a community safely;
- Accentuates natural features; and
- Promotes neighbourhood hubs, where services and facilities are conveniently available

is more likely to support communities with high social capital, which in turn will help to support economic and environmental wellbeing.



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1.6 Benefits of the Framework for social infrastructure providers

There are a range of social, economic and environmental benefits for social infrastructure providers that will flow from better planning for social infrastructure. These include:

- Opportunities for integrated delivery of services (shared spaces and facilities), resulting in cost savings to the agencies involved
- Reduced capital costs (especially land) when needs are identified early and land is secured ahead of development pressures, and transitional uses of the land are identified and provided for
- Workforce / service delivery planning associated with service providers better understanding future demands on their services
- In existing communities subject to growth plans, the community is likely to be more accepting of growth if social infrastructure is explicitly planned for
- Having a social infrastructure framework increases the ability to undertake integrated planning, with reduced double up of planning effort
- Funding implications should be able to be identified earlier in the process
- Facilities should be better sized for the future, and more able to meet changing needs.

While there are many benefits from integrated planning, there are also risks associated for the parties involved, such as increased transaction costs. The Framework needs to minimise these risks by being clear about:

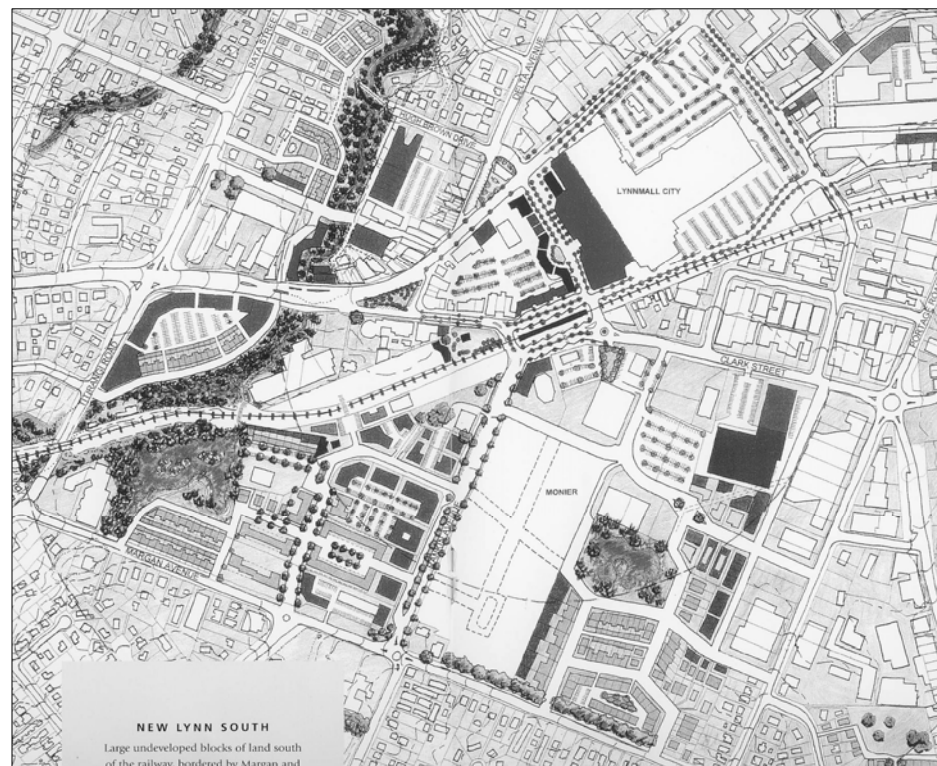
- Processes
- Roles and responsibilities
- Areas of uncertainty / lack of knowledge
- Reviewing and refining the Framework.

1.7 Developing the Framework

The Framework has been developed through a process which has involved:

- Reviewing international and local experience
- Drawing on previous work related to growth planning and social infrastructure, particular work associated with the 1999 Auckland Regional Growth Strategy
- Consulting stakeholders, including central government, council and community agencies
- Developing a draft Framework
- Applying the Framework on the Northern Growth area of Waitakere City.

Appendix Five lists the lessons learnt to date from the application of the Framework, and provides a guide as to the way that the Framework is structured.





Section Two – The nature of social infrastructure planning

This section of the Framework provides a discussion of social infrastructure, and how it differs from other forms of infrastructure.

2.1 Context

Social infrastructure is different from other forms of infrastructure (like roads or waste water pipes). It is multi-layered(one facility may meet three or four different needs), it is delivered by a wide range of agencies and to be effective, it has to be tailored to the individual needs of each community. As a result of these characteristics, there are no hard and fast rules or even yard sticks that can be applied to say: “This sized community needs this amount and type of social infrastructure”.

Another distinguishing factor is that social infrastructure often follows development, and there are good reasons why this is so. Often social infrastructure providers have to wait until they see the shape of the community in an area, before determining what services to provide. It is not just about the numbers of people, but also their incomes, age, work status and ethnic make up that determines what services need to be provided. This creates a difficulty for the growth planning process: At the early stages of the planning process when decisions are being made about how much land or area should be identified for different types of land uses it is usually very difficult to determine how much land needs to be provided for social infrastructure.

The ability of communities to fund and operate their own infrastructure also varies. Many community-based infrastructure providers cannot afford commercial rates when leasing premises to run their activities. They need access to more affordable places. In the past a range of spaces like church halls and club rooms were available to meet these needs. Increasingly the public sector will have to provide these spaces.

All these factors means that social infrastructure planning must focus on the systems and processes that are involved in the delivery of social infrastructure and look at how it can influence the wide range of decisions that are made by the diverse range of organizations and agencies involved. Critical to influencing outcomes (improving the range and effectiveness of social infrastructure that is provided) are:

- Good information – social infrastructure providers need a good understanding of future growth plans, the make up of the community, and where its needs may lie, so that they can plan ahead themselves, rather than react to growth as it occurs
- There needs to be a process (or a “place”) created whereby social infrastructure providers can be brought together to discuss and agree an overall approach to areas that are growing. In particular is a process to help identify potential joint delivery of infrastructure
- Finally, the Council needs to take on a co-coordinating role, especially in relation to how the social infrastructure may be delivered. To get social infrastructure into a community early will require a pro-active approach from the Council.

This Framework is built around these core themes.

2.2 Social infrastructure characteristics

Growth planning needs to distinguish between social infrastructure that is purpose built to meet specific requirements (e.g. schools, hospitals, libraries etc) and social services that must respond rapidly to changing community needs (e.g. emergency housing, migrant support services).

The former often has site specific requirements and needs to be planned well in advance. Often these types of infrastructure are land hungry and difficult, if not impossible, to retrofit into existing communities.

Some infrastructure, if provided early enough, is likely to help shape the growth of a community, providing focal points and helping to establish community identity and belonging. Getting such infrastructure into a community early in the development process is likely to have to involve some form of public action (e.g. provision of space).

Flexibility over the choice of spaces for social infrastructure is important for services that tend to follow growth, such as local offices of government departments, for example DWI, community constables, and some health services. To do this, it may be necessary to ensure provision of some generic office or retail “space” in a centre, the ownership of which is not important, as well as some facilities where community groups can operate from.

The Framework also needs to acknowledge that new forms of social infrastructure are likely to emerge in the future as lifestyles and technology change.

The following table lists different types of social infrastructure.

Type	Example	Characteristic
Land Hungry	<ul style="list-style-type: none"> Schools / educational Open space / parks 	<ul style="list-style-type: none"> Flat, open areas Potential for more shared facilities / co- local
Shaper	<ul style="list-style-type: none"> Shops Community / activity space Meeting space Community development coordination 	<ul style="list-style-type: none"> Design important Hub role Multi-use
Follower	<ul style="list-style-type: none"> Government services Primary healthcare services Pre-school Local events 	<ul style="list-style-type: none"> Close to other commercial activities Transport links

2.3 How big is the issue?

The table on the right sets out some of the infrastructure that is likely to be needed over the next 20 years in Waitakere City. The figures should not be seen as absolute, but are a guide only to likely demand. They are based on current levels of provision, with some allowance for under provision where this is evident.

Appendix One sets out the detailed information which underpins these figures.

The figures are presented to help stimulate thinking about how to creatively deal with the challenge ahead of delivering this level of infrastructure in a way that helps to maximise choice and well being, while minimising costs of planning and delivery.

Critical issues include:

- Are there likely to be demands for new forms of social infrastructure? What will be the demands of the growing number of fit, active retirees looking for spaces and places to undertake locally based activities, for example?
- How should these services be delivered? Delivery may be by way of new facilities, improvements to current facilities, or by a completely new way of doing things. These types of approaches have to be worked through in each case to determine the best way to deliver infrastructure in each area.

Possible infrastructure Developments: 2021 Additional facilities, spaces needed	Lower	Upper
Libraries / community facilities (floor area)	5,500	7,000
Local Meeting Spaces (number)	12	17
Space for welfare agencies (floor area)	5,500	8,000
GP Practices (number)	30	40
Other medical facilities (number)	50	80
Residential care (facilities)	40	50
Police, justice, emergency services (floor area)	4,000	6,500
Central and local government services (floor area)	8,000	12,000
Pre-school facilities	30	40
Primary / Intermediate (number of classrooms)	90	120
Secondary school (class rooms)	30	50
Corner Shops (number)	15	25
Local centres (number)	10	15

2.4 Role of Council

The Council has a wide range of responsibilities in relation to social infrastructure. These roles span from funder and deliverer, to advocate and planner. The table below lists out the main roles.

Planner	A critical role of the Council is its planning functions. Determining where future growth is to be located is a prime driver of social infrastructure planning, and being more certain about the nature, location and rate of growth patterns in growth areas will help to improve social infrastructure planning. At the level of a new neighbourhood or the revitalisation of an existing centre, the Council can also influence decisions about social infrastructure provision through design proposals for new streets, places or clusters of retail and residential activities.
Funder	The Council directly funds a variety of social infrastructure from rates and development contributions. The Council is developing a range of funding and management strategies for other infrastructure. It may provide land upon which other providers can locate facilities. It is also common for Council to part fund facilities for clubs and agencies, provided that such spaces are designed for multiple uses. The ability of Council to collect funds for social infrastructure is currently constrained by legislation.
Service Delivery	The Council directly operates social infrastructure like libraries and recreation and community centres. These spaces are also available for community groups to run events and activities from, but demand is ahead of availability.
Partner	Increasingly the Council may partner with other organisations to help deliver social infrastructure, such as shared facilities provided alongside schools (community learning centres and halls, sports fields, aquatic facilities).
Monitor / Advocate	The Council monitors social conditions in the city and advocates to other agencies if social infrastructure needs to be upgraded or new services provided. The Council's Intersector Group and Wellbeing Collaboration project is one example of forums aimed at improving shared understanding of needs.
Regulator	Through the district plan and other regulatory tools, the Council and the community can make it harder or easier for specific social infrastructure facilities to be built in an area.

2.5 Current practice

Social infrastructure needs are considered as part of current growth planning practices, but approaches are not consistent or necessarily comprehensive. Current growth centre planning processes often involve:

- Issues identification at the community consultation stage which may highlight concerns about infrastructure capacity and availability
- Sometimes more formal needs analysis are undertaken prior to, or after, design-based exercises
- There may be strategies or policies in place for particular assets which give guidance on the needs of a particular centre or area
- Key social infrastructure may be part of the concept plan / structure plan for the growth area (such as new libraries or community centres creating the centre piece of a new civic space)

More often than not, the delivery of social infrastructure is ad hoc and fragmented. Discussions with Council staff and other providers have identified a variety of barriers to more effective integration of social infrastructure planning with growth centre planning. These include:

- Some Council plans / strategies have defined levels of service for different types of growth centres and areas, others are more project focused and lack spatial reference
- For many providers (especially non-Council), there is uncertainty about the nature, rate and timing of development in growth areas

- Many infrastructure providers need to first understand the make up of the new community, before they decide on what level of service should be provided
- Funding / affordability are big issues, and are often the major constraint on delivery. For example, Council project funding is usually dependent on Annual Plan / LTCCP processes. These usually have no direct connection with the RMA-based processes involving zoning and development proposals associated with growth areas
- A lack of shared understanding between providers of the opportunities to collaboratively plan and deliver social infrastructure.



2.6 National and international experience

A review of growth planning processes and documents for other regions in the country, as well as internationally (see Appendix Three) reveals a similar story. All communities see the need to provide social infrastructure at the same time as the population of areas increase, but there is an acknowledged lack of specific processes and guidelines to assist with this. There is a growing consensus that:

- Social infrastructure should be an integral part of spatial planning, not a consequence of it
- Infrastructure delivery plans (physical and social) need to sit alongside the land use plans and concepts that deliver growth management plans and strategies
- Social infrastructure planning needs to balance the bottom up needs and desires of a local community with the often “top down” planning systems of infrastructure providers. Of necessity, many social infrastructure providers have to plan long in advance and balance local needs across a region

Planning authorities are tackling these issues through a range of ideas and proposals. Some of the various actions that are being taken include:

- Inserting policies into growth management strategies, stating that social infrastructure needs have to be addressed before development commences, such as growth plans for South East Queensland
- Setting up structures that allow for integrated planning to occur, such as specific social infrastructure planning forums associated with major growth planning exercises

- Appointing agencies to take on a lead role in social infrastructure planning, such as the Healthy Urban Living unit of the National Health Service and its role in planning associated with the Thames Gateway in the UK
- Developing benchmarks and trigger points that enable future needs to be anticipated at early stages in the development process
- Looking at the ways that local land use planning authorities can take on more of an implementation role in terms of social infrastructure, such as having wider powers in terms of land banking to hold sites for social infrastructure, and being able to fund some forms of infrastructure through the development process, especially spaces and facilities that may be used by the many not-for-profit, community-based organisations and agencies.



Section Three – Growth Planning Processes

This section sets out Waitakere City's growth plans, and the processes used to manage growth. Social infrastructure planning needs to be fully integrated with these processes.

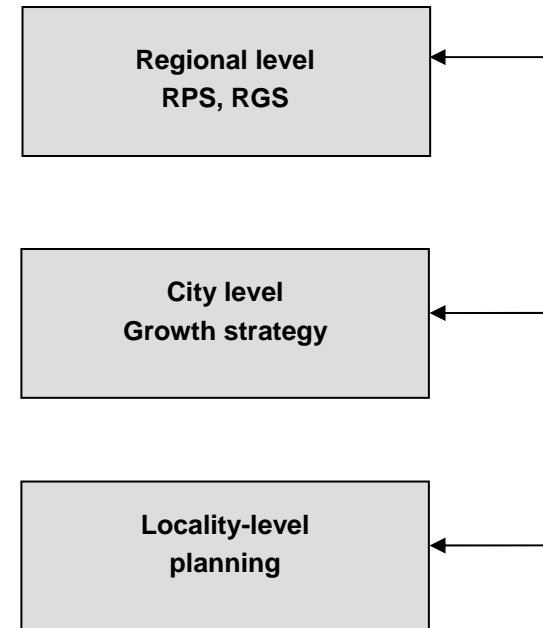
3.1 Overview of growth processes

Growth planning in the Auckland region has three main levels to it, as described in the diagram to the right. While most social infrastructure is delivered at the local level, and it is very important to tailor infrastructure to the particular needs of the relevant communities, integrated planning also needs to occur at city wide and regional levels.

At the regional level, general growth policy is negotiated and set and rudimentary processes exist to try to co-ordinate infrastructure with growth planning. These processes are most advanced in terms of transport planning (Regional Land Transport Strategy). There are also existing regional strategies related to business land needs, open space and affordable housing. However no such mechanisms exist to help co-ordinate social infrastructure.

The ARC is entering into an MoU with the Ministry of Education related to the planning of new schools – their transport implications and location relative to regional planning objectives. These types of mechanisms should be extended into the social infrastructure field. The need to plan regionally is increasingly being acknowledged, with processes to strengthen this currently being reviewed through the START process, and there is the likelihood of regional infrastructure plan.

At a city and locality level, the Council undertakes a range of actions aimed at integrated planning, including the preparation of the Long Term Council Community Plan (LTCCP) and concepts for individual growth areas.

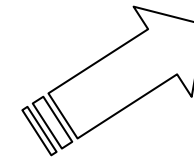
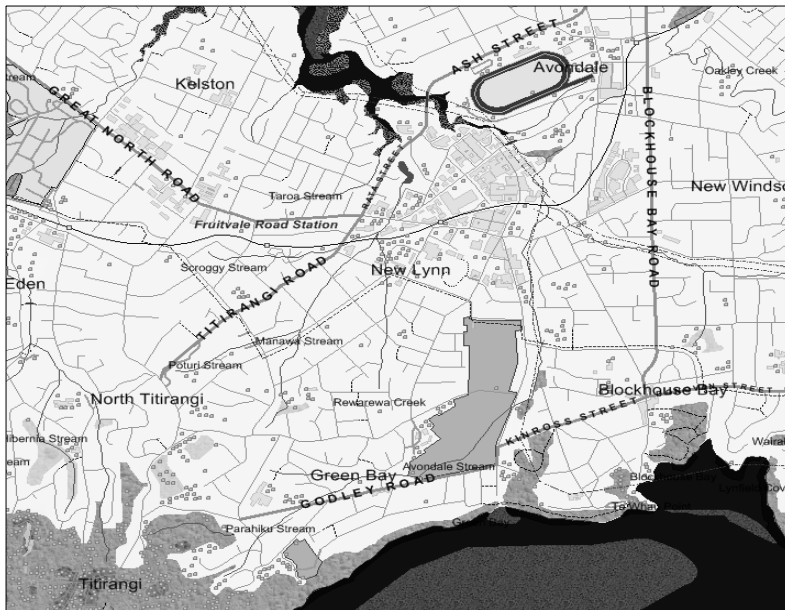


Social infrastructure planning is essential at all levels

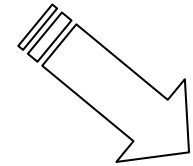
3.2 Timelines and processes for local level growth planning

It is important to recognise that at the local level, the urban development process can take 7 to 10 years, from conception to delivery, and generally it never stops. It is cyclical in nature.

During this time, the planning process goes through various phases, generally from the broader picture through to the more detailed, site-by-site development. Social infrastructure planning has to integrate with all these different steps, and at each step in the process, a different combination of information, processes and co-ordination is involved.

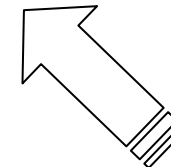


Visioning /
structure
planning

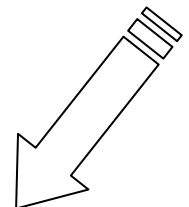


On-going development,
upkeep and redevelop-
ment stage

Flagship /
catalyst facility



Larger scale
developments



The following table lists out some typical steps in the development process for a growth area using as an example the redevelopment of a town centre.

Stage in the development process	Visioning / structure planning	Flagship facility / project level planning	Development stage (e.g. resource consent)	On-going development, maintenance / renewal
Typical issues	<p>The redevelopment of a town centre is proposed and the council may take 1 to 2 years to develop up plans with the community. Changes to land use zones may be needed, and take a further 3 to 5 years to put in place</p> <p>Critical issues usually involve how much land to set aside for future social and community needs and developing appropriate criteria and policy</p>	<p>Various high profile “catalyst” projects to help promote re-development may be identified, and these may include new or improved social infrastructure.</p> <p>It may take 1 to 2 years to undertake the detailed planning and design work, to prepare budgets and funding and get approval</p>	<p>Once new zones are in place, and public investment is underway, private development may be proposed. Through the Resource Management Process, the council and the community have only a short time within which to ensure social infrastructure needs are identified and incorporated into large developments</p>	<p>Many small improvements and upgrades of existing infrastructure will occur, and once new facilities are built by the Council, private development or the community groups, then there is a need to maintain and support these facilities and services.</p>

3.3 Growth planning in Waitakere City

In 2005 Statistics NZ anticipated that the city will grow by a further 72,000 people between 2006 and 2026, based on a high growth projections. The 2006 census confirms that Waitakere City is growing quickly, and growth projections will need to be updated once the full census results are in.

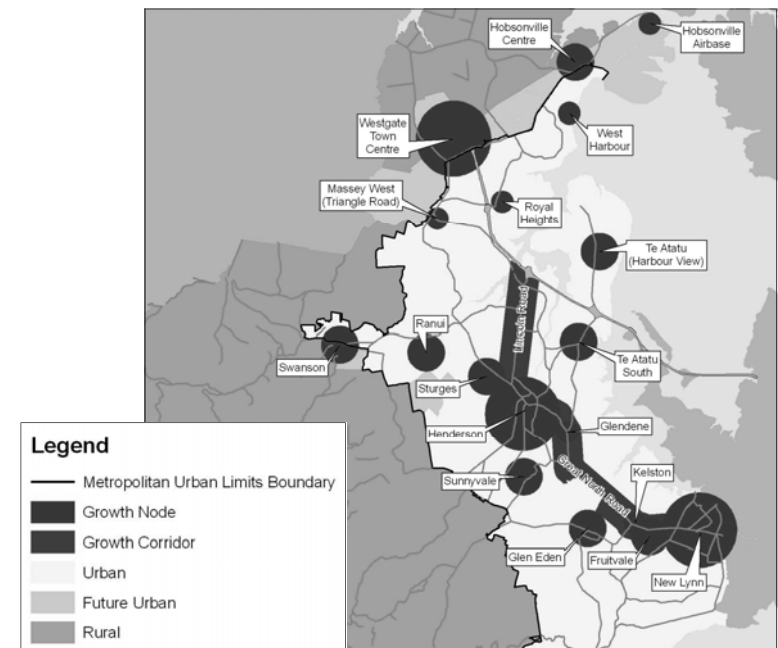
Equally important as the number of people is the make up of the population. The composition of the population will change: The number of older adults will grow from under 10% of the population to over 15%, while the number of school aged children (15 – 18 years) will drop from around 23% of the population to under 20% by 2026. Employment in the city also needs to grow to keep pace with this population growth; up to another 40,000 jobs may be needed.

To accommodate the projected increase in the population and jobs, as well as changing lifestyles, Council's growth management strategy (which is based on higher level planning such as the Regional Growth Strategy and the Northern and Western Sector Agreements) signals that growth will be accommodated in a number of selected areas:

- A major focus of new “greenfields” growth is the northern corridor (Massey North to Hobsonville). Up to 15,000 people will live there, as well as being the location of many more jobs.
- Existing centres like Henderson and New Lynn will grow by upwards of 10,000 people each, with most of this growth near the centre. Other centres like Te Atatu South, Ranui and Glen Eden will see 3,000 to 4,000 more people within a 5 or 10 minute walk of the centre. New centres are also likely to develop around train stations like Sunnyvale and Sturges.

- Corridors of growth (linear areas of growth) are proposed for Great North Rd between New Lynn and Henderson, and Lincoln Rd.
- Other areas (including rural areas and coastal villages) will also see some change, but at a much slower rate.
- Employment growth will occur around the main centres, as well as in new business areas to the north around Massey / Westgate and Hobsonville.

An implication of this approach is that the city will develop a more complex pattern of centres and sub centres. Main centres like Henderson and New Lynn will be a lot busier, more built up places. A range of new, smaller centres will also develop in suburban areas. Other areas will experience on-going growth, but not at the same rate as centres identified as growth centres.



3.4 Evolving spatial patterns

Some social infrastructure is delivered at a neighbourhood level (such as schools, local shops and day care). Other social infrastructure is located in centres, where it serves a number of neighbourhoods. Finally, there are city-wide facilities like hospitals and cemeteries. The Framework is therefore built around four different spatial scales, taking the New Lynn area as an example:

The smallest scale is the neighbourhood – perhaps 2000 to 3,000 people. Usually there is a small local shopping centre, a school and facilities like a GP and maybe a hall for community activities. These are called **local centres**, such as Green Bay shops on Godley Road. Local centres may be suburban in nature, while around major centres, they may be more urban in nature.

The next scale of centre is the **town centre**, covering centres like Glen Eden and Titirangi. These centres serve a catchment made up of a number of local centres. It may have a mix of residential and commercial development, and social infrastructure that serves 15,000 to 25,000 people. Here there may be a medical centre, a larger community facility and a range of local shops and services.

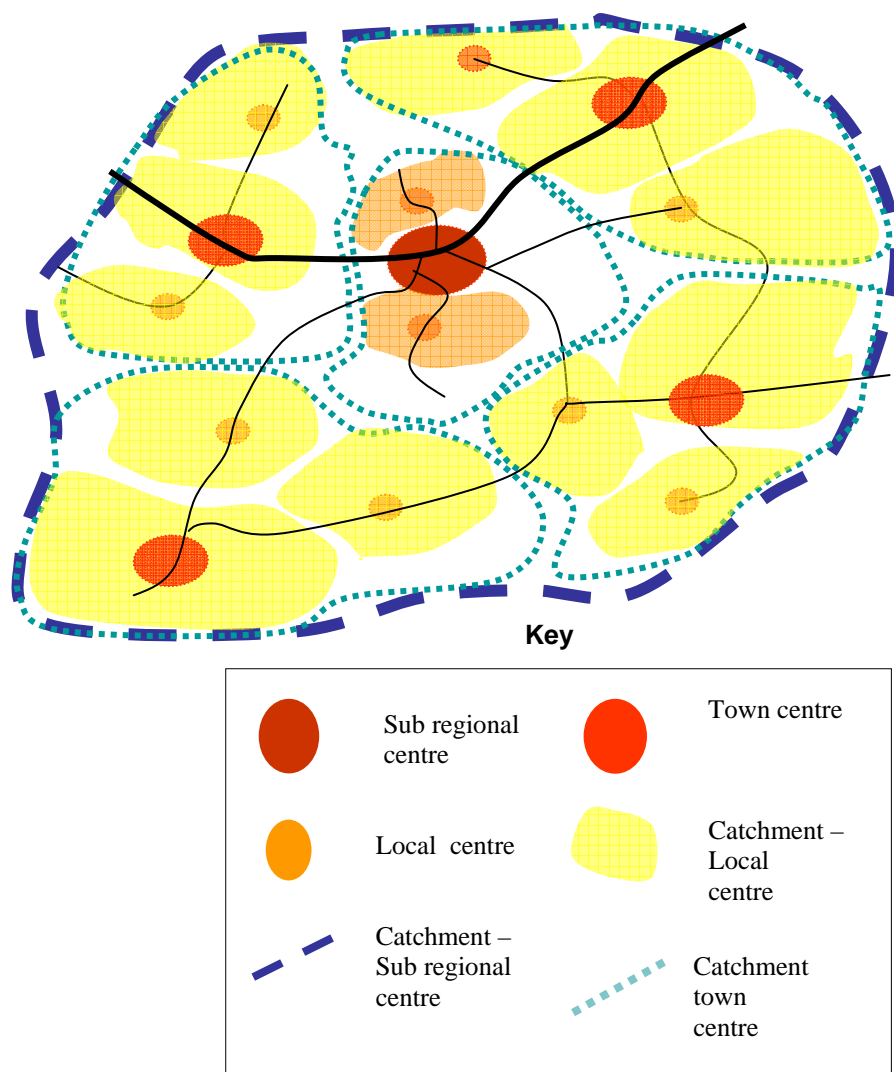
The largest scale of centre is the **city centre**, which covers New Lynn, (and Henderson and Westgate). It provides sub-regional level services to a number of town centres and their associated more densely developed local centres. A city centre is also likely to have a number of local areas close to it to which it provides town centre-level services. In the larger centres will be grouped government services and key community facilities like the main libraries.

Finally, there is the city-wide level. A range of infrastructure is associated with this level, including the Hospital, Stadium and Central Po-

The diagram on the next page is based on the New Lynn area (but not exactly). It shows the three different types of centres in a diagrammatic way, highlighting how different catchments and roles overlap. New Lynn town centres acts a sub-regional centre to much of southern Waitakere, as well as parts of Auckland City (like Avondale).

It is also the town centre for a number of communities that are close to the centre. Other neighbourhoods are clustered around centres like Titirangi and Glen Eden. New Lynn is also an example of a catchment that extends across city boundaries into Auckland City. Westgate will fulfill a similar role in the north, serving people who live in Rodney district.

The picture also indicates, in a diagrammatic way, that new local centres are likely to develop as the population builds up over time, and that while some local areas will remain suburban in character, others areas closer to main centres, will get more built up.



Diagrammatic representation of New Lynn, showing three different types of centres - which highlight how different catchments and roles overlap.

3.5 Growth Centres in Waitakere

The table below lists the main centres in Waitakere City and the role that they play in terms of delivering social infrastructure (see Section 2.0 for further details of the types of social infrastructure typically found in these types of centres). Some of these centres are identified as growth centres under the Council's growth strategy, while others will see general, on-going growth. In the areas subject to on-going growth, development can proceed in accordance with the provisions of the District Plan (and any future amendments). In areas identified for growth, changes to the District Plan to allow for more growth are likely.

Clearly there is a need to focus on the social infrastructure needs of areas identified for growth. In other areas there will also be a number of social infrastructure issues to address. Where resources are scarce, the Council will need to focus its efforts on the growth areas.

Type of Centre	Significant growth planned	On-going growth allowed
City Centre	Massey North / Westgate Henderson New Lynn	
Town Centre	Te Atatu Peninsula Ranui Glen Eden Hobsonville	Titirangi
Local Centre	Te Atatu South Swanson Sturges Fruitvale Glendene Kelston Sunnyvale Royal Heights Massey West West Harbour	Green Bay Laingholm Rural and coastal villages like Waitakere, Whenuapai, Piha

3.6 Social infrastructure in intensively developed areas

A particular challenge that social infrastructure providers will face is the rapid growth of the population living in and around town and city centres identified for growth. An acknowledged consequence of this process of intensification is rising land values and intense competition amongst a variety of activities for space in the centres.

In existing centres, many existing public facilities may be old and need replacing and expanded to meet the needs of the new residents. There may also be a range of privately provided services that may find it hard to continue to operate in a more densely developed area with a new community, with pressure on them to sell their assets to realise the increased land values, but leaving a need for their services. Other providers may struggle to afford rising commercial rents and instead ask the Council to fund more space to run their services from. In this environment, social infrastructure outcomes could easily be compromised.

In responding to these issues, social infrastructure providers will need to:

- Anticipate growth trends, not react to them. Failure to plan ahead will see increased costs for later delivery of services, especially for land hungry facilities. This will require them to increase the resourcing of their planning functions, and a commitment to land bank where needed.

- Develop different levels of provision for growth areas, compared to lower density, suburban areas. For example, schools are likely to have to be multi-storey, perhaps sharing playing fields with a Council owned reserve near by. Quality of design will be increasingly important.
- Look at the joint delivery of services through shared facilities and spaces to help reduce capital and operating costs. This may be with other social providers, as well as with the commercial sector.
- For example, community spaces within large private sector developments (such as retail malls), as part of school sites, or new publicly funded community hubs (spaces that are used by a wide range of agencies).
- Consider how people can access their facilities by a range of modes. Car parking is likely to become harder to find and costlier to use, while facilities may need to be on the second or third floor of buildings, for example.

The Council will also need to upgrade its planning capacity. Providers need good information about the shape of future growth in centres – including the composition of the future population and the staging and timing of growth. Zoning provisions need to provide more flexibility over the location of spaces for social infrastructure, such as zoning and designations for schools allowing for community use of school facilities. Communities in areas subject to growth proposals need to be informed and engaged in the process of delivering infrastructure in different ways.

3.7 Considering social infrastructure at all stages of the process

Growth planning processes are typically led by planning and urban design professionals who may work within councils, or for landowners and developers. Generally, at the start of the process, planners involved in developing policies and strategies take the lead role; as projects proceed towards implementation, then development control planners and project managers take a more significant role.

These lead people have a very important role in determining social infrastructure outcomes. The processes that they set in place help to shape how social infrastructure is addressed and delivered.

In setting up and running processes, the following points need to be kept in mind by growth planners. In many cases, growth planners will need to call upon specialist input (and subsequent sections of this Framework provide pointers as to what issues need to be considered) at the various stages. Their main role is to insure that the right inputs are identified, and that at each stage of the process social infrastructure issues are addressed in a way that does not foreclose future opportunities, or make the delivery of social infrastructure much harder in the future.

It is very important for growth planners to understand that there are no hard and fast rules about how much social infrastructure needs to be provided for in different communities. However, reference to the Framework and the engagement of the right stakeholders will help to define needs and the steps that need to be taken to deliver infrastructure over the long-term.



Stage in the development process	Visioning / structure planning	Flagship facility / project level planning	Development stage (e.g. resource consent)	On-going development, maintenance / renewal
Policy planner	<p>Identify need to consider social infrastructure in brief / proposal</p> <p>Involve key social infrastructure planners / agencies in setting up process</p> <p>Ensure appropriate criteria / principles / spaces is identified through design process relating to future social infrastructure</p>	<p>Provide coherent context / future picture within which to consider individual projects</p> <p>Identify inter-relationships between different social infrastructure</p> <p>Update timelines / forecasts of population and employment</p>	<p>Ensure that there is a link policy and rules so that the reasons between particular provisions are not lost sight off.</p> <p>Help to co-ordinate inputs if there are multiple parties involved</p>	<p>Ensure funding is in place for public facilities and services</p> <p>Review outcomes of the work to date, and the processes used to inform next phase of redevelopment</p>
Consent planner; project manager	<p>Relay needs identified by current development proposals into visioning exercise</p> <p>Identify current development trends / activity</p> <p>Identify gaps with current planning frameworks</p>	<p>Identify consenting issues relating to specific proposals</p>	<p>Flag need to consider social infrastructure early in the consenting process</p> <p>Ensure appropriate information is provided with consents relating to impacts on social infrastructure</p>	<p>Monitor conditions of consent</p> <p>Provide feedback into next round of visioning of what has, and hasn't worked</p>



Section Four – Key Options in the Social Infrastructure Planning Process

Having looked at the characteristics of social infrastructure, and the overall growth planning process, this part of the Framework looks at the key actions that the Council can take in the planning process to facilitate the provision of social infrastructure.

4.1 Overview of key processes

The Framework is built around the fact that Council can only partly direct what social infrastructure should go into an area. This recognizes that social infrastructure is diverse and involves multiple agencies who each follow their own planning processes.

To facilitate the enhanced provision of social infrastructure, the Council can:

- Provide good information about local needs
- Support integrated planning, at both the regional and local level
- Help build relationships between the different providers involved
- Monitor outcomes and adjust and update policy

As outlined in section 3.2, the urban development process can easily take 10 to 15 years from start to finish. The length and complexity of the processes involved means that there are many barriers to effective planning and delivery of social infrastructure.

At each stage of the urban development process, different actions need to be taken to ensure that social infrastructure issues are addressed. The following table lists the four main stages in the development process, and then lists the type of actions that social infrastructure planners need to take.



Stage in the development process	Visioning / structure planning	Flagship facility / project level planning	Development stage (e.g. resource consent)	On-going development, maintenance / renewal
Information	<p>Long term outlook for population in the area, number of people, age, household composition, ethnic make up etc.</p> <p>An overview of future needs in terms of space that needs to be set aside for social infrastructure</p>	<p>More detail demand and supply forecasts for particular facilities and services will need to be prepared.</p> <p>A particular issue will be the extent to which there is an existing under or overprovision of services</p>	<p>Hard data on future social infrastructure needs will be required to help influence development</p>	<p>Updating social infrastructure providers on growth rates and changes in the composition of the community is important so that they can monitor their services and facilities</p>
Processes	<p>Ensure that new zones allow for social infrastructure, and that appropriate criteria are in place to assess subsequent development proposals</p> <p>Identify costs, budgets and funding options</p>	<p>Ensure that design processes consider social infrastructure needs</p>	<p>Social infrastructure requirements and opportunities should be flagged early so that developers can respond to these needs as they begin to design their developments, not after it.</p>	<p>Keep up to date information on social infrastructure needs</p>
Co-ordination	<p>Ensure participation in the visioning exercises from a wide range of social infrastructure providers</p>	<p>Bring together the main groups involved in the flagship projects so that partnerships can form, and joint delivery of services and facilities considered</p>	<p>Social infrastructure planners will need to review larger consents and offer definitive advice on what should be incorporated, to a level that can withstand scrutiny in a public environment.</p> <p>Resource consent planners need to be able to access expert advice quickly</p>	<p>Mechanisms are in place to ensure that where joint delivery of services and facilities occur, then maintenance and upgrading issues are covered</p>

4.2 Principles

The following principles have been developed to give guidance to both the Council and other providers in the consideration of social infrastructure needs in the growth planning process:

- To promote socially mixed and cohesive communities that integrate new and existing neighbourhoods
- To ensure that social infrastructure needs are identified concurrently with other needs in the planning process
- To ensure that social infrastructure is equitably provided across the city and within growth areas
- To strengthen relationships and collaboration between the different agencies involved in social infrastructure provision
- To maintain relationships, and where possible, develop integrated planning and infrastructure delivery processes
- To highlight opportunities for cost effective and integrated approaches to service delivery and facility provisions
- To ensure social infrastructure needs are defined within a consistent framework whilst allowing for specific needs of a locality / community
- To ensure the flexibility to respond to changing needs over time
- To reflect communities of interest / not jurisdictional boundaries
- To ensure communities and community agencies are involved in locally based social infrastructure planning processes
- A broad range of services should be delivered from locations close to the point of need, in particular through co-location or joint working
- High quality design and specific siting of new facilities should maximize the attractiveness and potential usage of facilities whilst being in accessible and visible location.
- To reflect communities of interest/not jurisdictional boundaries
- To ensure communities and community agencies are involved in locally based social infrastructure planning process.

4.3 Providing Good Information

The section sets out the types of information that social infrastructure providers need to be able to undertake and participate in social infrastructure planning exercises that are related to growth planning.

4.3.1 Existing location of social infrastructure

Finding out what social infrastructure exists in a locality so as to understand existing needs (including under and over provision) is not straight forward. There is no one database where all types of social infrastructure is recorded. Sources of data include:

- Council's GIS databases, web sites and directories of community infrastructure like libraries, halls and community centres
- Ministry of Education website, which lists schools and school rolls
- Street maps, which show churches local shopping areas, halls and similar features

On the ground surveys are usually needed to help identify and confirm all existing social infrastructure.

4.3.2 Forecasting changing needs

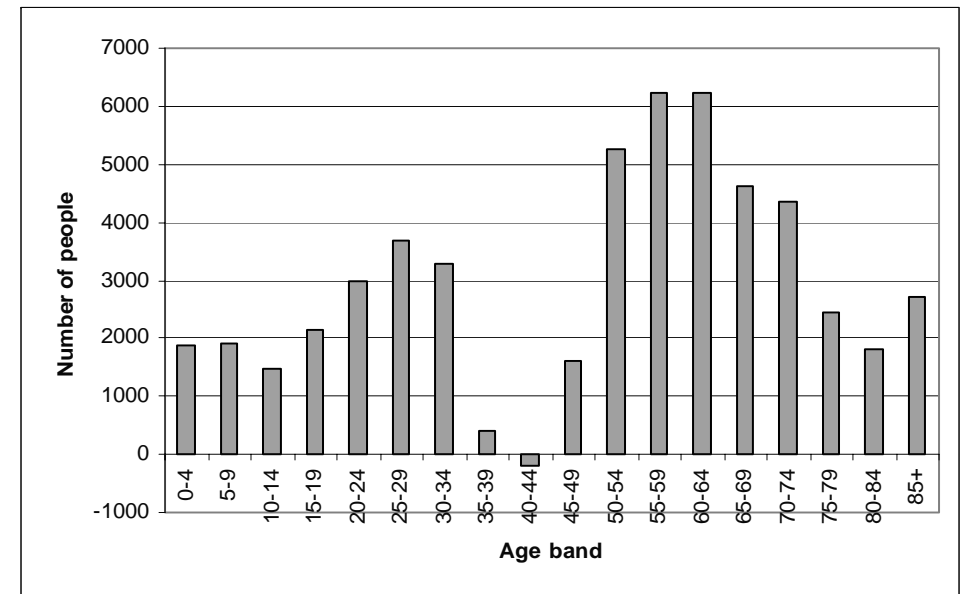
Understanding the future infrastructure needs of the city's growing population is a critical task: needs change over time, different communities need different things and some areas may already be underprovided with essential infrastructure, while others may be overprovided.

A consistent issue raised by social infrastructure providers that needs to be addressed is projections of population growth that are out of date or inconsistent. One of the most useful steps the council can take is to ensure that it has well prepared forecasts of future population numbers.

While age and socioeconomic characteristics fluctuate between areas, as well as over time, some general trends are evident that are common across different growth areas. The graph on the right shows the expected change in the number of people in different age bands between 2006 and 2021, in the city.

While the number of children will increase (with 2,000 more pre-schoolers and an equal number of children of primary school age over the next fifteen years), the big demographic shifts are those associated with the baby boomers entering their late middle ages and early retirement age (50 – 60s), and a significant group of younger adults finishing their education and entering the labour force and housing markets.

The social infrastructure needs of these groups are not well known. The younger adults coming through may well be looking for a lot more choice and variety in the community-based activities that they are likely to undertake, with less structure to them, compared to previous generations. For the numerically larger, late middle aged group, there is likely to be a big increase in services associated with fit, active and healthy lifestyles, continuing education and volunteering.



Based on Statistics New Zealand projections, 2005.



4.3.3 Understanding future catchment sizes

The ongoing concentration of people around the main centres of the city will mean that there will be a lot of growth in the immediate catchments of the centres. The Council's growth strategies signal this at a high level. For the larger city centres, their wider catchments will grow by 30 to 40%, while their immediate catchments will grow by 200 to 300%.

Within the same land area, many more services will need to be delivered. Development will mostly be in the form of apartments and other mid rise commercial developments in a mixed use environment. The District Plan rules and policies are in the process of being revised in many areas to facilitate higher levels of intensification. However, the community and many infrastructure providers are unaware of the potential significant changes to the built environment that these projections suggest. There is a degree of skepticism that such change will occur.

Social infrastructure providers need more certainty about the nature and timing of the growth set out in the Council's strategies. More regular updates and reporting is needed on market trends. To this end, the Council needs to better understand the market drivers for growth areas, and the barriers and opportunities related to redevelopment in and around centres, and proactively compile and communicate more catchment based information and analysis.

2006-2026	City Centre	Town Centre	Local Centre
Wider catchment Growth 2001 – 2026 (additional people)	20,000 – 35,000	5,000 to 10,000	1,000 to 2,000
Immediate catchment Growth (within 1km to 800m)	Up to 10,000	Up to 3,000	Up to 1,000
Development types – core	4 – 6 storey	2 – 3 storey	1 – 2 storey
Development types - edge	2 – 3 storey	Some new hous- ing	Limited change



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4.3.4 Catchment socio economic characteristics

There is also a clear need to better understand the likely composition of the future population in the areas subject to growth. However current dynamics are not well understood.

For example the main growth centres are likely to see an increasing share of households occupied by singles, couples and other non-family households.

In these centres, the proportion of the population under 10 may well drop, but growth overall will still mean around 2,000 more children and particularly teenagers in New Lynn and Henderson, and perhaps 500 to 750 children and teenagers in and around other town centres. Further work is needed to analyse and better understand these dynamics.

The economic circumstances of the population will also change. The Deprivation index (Appendix Five) provides one commonly agreed measure of relative economic circumstances. The forthcoming results from the 2006 census will see this index updated.

Large changes in the ethnic make up of the city are also likely, as new immigrants arrive, while the Maori and Pacific Island population is growing at a faster rate than the European population.

	Year	Within 1 km of city centres	Within 500m of town centres	Typical suburban area
Estimate % of single person and couple only households and households of unrelated people	2001	55%	45%	40%
	2026	65%	50%	45%
Estimated % of the population under 20	2001	28%	33%	35%
	2026	20%	25%	30 +%

The Deprivation Index is a measure of relative disadvantage, based on a range of factors like household incomes, circumstances and access to services like cars and telecommunications. Areas of higher disadvantage maybe associated with greater calls on social infrastructure than other areas.

The Index of Deprivation map (Appendix Four) shows only part of the city, and is based on data from 2001 (the last comprehensive census).

The map shows a scattering of pockets of high disadvantage across the city, but no large concentrations. There are larger areas of moderate disadvantage associated with communities in New Lynn, Kelston, McLaren Park and Ranui and Massey. These are the suburbs that feed into the main centres of New Lynn, Henderson and increasingly Massey / Westgate in the future.

While there will be a range of social infrastructure needs in these local communities, many services are likely to be delivered through the main centres, especially multi-use spaces that can be used by a range of community-based organisations. Therefore transport options from the suburbs into the main centres will become very important.

4.3.5 Types of centres and range of social infrastructure

The current range of infrastructure in different sized centres provides a guide as to what future infrastructure may be needed as centres grow and develop. The table on the following page lists infrastructure that is typically delivered through different types of centres.

Some infrastructure is citywide in nature, such as the hospital, sports stadium and cemeteries and not tied to any particular spatial catchment. Other infrastructure like marae are located near to relevant communities.

Most social infrastructure is catchment-based. While there is often a desire from communities for all infrastructure to be close at hand, funding constraints and operational considerations mean that in reality, much social infrastructure has to be grouped into centres where it can serve a number of smaller catchments. Increasingly, more social infrastructure services will need to be grouped together so that many smaller agencies and services can share the same facilities.

Guidelines do need to be developed that can help determine the right scale of facilities for the different types of centres. The table on the following page lists typical infrastructure, but it is not complete, nor representative of provision currently existing across all types of centres. For the future, it would be desirable to undertake a comprehensive audit of social infrastructure in the different centres in the city, and possibly the region so as to gain some understanding of what needs to be planned for as centres “step up” in the hierarchy of centres.

City Centre	Town Centre	Local Centre / Area
<ul style="list-style-type: none"> Community centre / leisure centre Hub Library Central / local govt offices Police Station Justice (court / probation) Medical (specialist) Retirement / aged care Child care CABx Day care Transit / bus interchange Civic space / plaza Events space(s) A & E clinics Arts facility / centre Multi-use space for community-based organisations 	<ul style="list-style-type: none"> Community / recreation centre Community library Community constable RSA / senior citizens Bus / rail stop Health – GP and specialists like dentist, physio, Plunket Church / hall Recreation area (may be sportsfield) Supermarket 	<ul style="list-style-type: none"> Primary school Early childhood / day care Day-to-day shops Hall / community space / community house Primary healthcare (GP) Mobile library Bus stop, walkways Local park and playground

4.3.6 Types of centres and space demands / opportunities

A crucial question in the early stages of planning a centre is the amount of land that should be devoted to different types of activities (including housing, retail, business etc). There are no national standards or guidelines related to the amount of land needed for a lot of social infrastructure. Examination of existing centres suggest the following figures, but they reflect current circumstances, not necessarily desired patterns:

Element	City Centre	Town Centre	Local Centre
Typical commercial area (ha)	35 to 40ha	2 to 3 ha	Less 1 hectare
Typical employment in centre, given planned intensification policies	3,000 to 5,000 (2001)9,000 to 15,000 (2026)	300 to 500 (2001)600 to 1,000 (2026)	Less than 100
% of centre employment in social / community services (and therefore floor area)	15%	25%	Less than 10%
Amount of space devoted to open space / schools, facilities, etc.	10 to 12% of land within 1km radius	15 to 17% of land within 500m radius of centre	Varies – 5 to 7% within 500m radius of centre

4.3.7 Triggers / thresholds

Establishing thresholds when new facilities may be needed or current ones expanded are useful planning tools. They help highlight when demand is likely to grow to a point when additional services are needed. However they are not hard and fixed. Neither do they mean that a new service has to be provided. It may be that current services can be altered or upgraded to meet the future needs.

There is more certainty around the trigger points associated with local infrastructure than there is with infrastructure that is delivered at a city-wide or city centre level. This is because there is more infrastructure units at the local level, and so it is possible to develop average levels of provision by looking at city and regional patterns of provision. As infrastructure units get bigger (serve a larger population), levels of provision become a lot more variable.

The thresholds below are based on a broad analysis of existing levels of provision in the city (+/- 20%):

- Primary school – 4,000 to 5,000 people
- Pre-school / child care (public or private) - 1,500 to 2,000 people
- Corner store - 2,000 people
- Local shops – 5,000 people
- GP - 2,000 people
- Shared community space (house/hall) – 4,000 people

The above trigger points are based on current ratios of people to infrastructure services. It is likely that these trigger points will change over time. However, they do provide a starting point to help determine future needs. See Appendix One for further details on how these thresholds and trigger points were derived.

4.3.8 Accessibility indicators

As well as ensuring that the services people need are provided, they also need to be accessible, preferably by a range of modes (walk, cycle, bus, train). The guidelines below are based on average speeds of different modes (see table). The distances are the maximum distance most homes in urban areas should be from the listed infrastructure. In more densely built up areas, some services may need to be closer, such as open spaces. These figures need to be tested and adapted to suit the local area. They are not fixed guides.

Primary school	1km to 1.5km
Child care	800m to 1km
GP	1km
Local store	400m to 800m
Open space	400m to 800m
Sports field	2 to 3km
Green corridor	1 to 2km
Local shopping centre	2 to 3km
Community centre / library	2 to 3km
Multi-use community space	2 to 3km

Mode	5 Minute journey	10 Minute journey
Walk (5 km/hr)	400 to 500m	800m to 1 km
Cycle (17 km/hr)	1.5 km	2 to 3 km
Bus (25 km/hr)	2 to 2.5km	4 to 5 km
Car (35 km/hr)	3 to 5 km	6 to 8 km



Section Five – Facilitating social infrastructure planning processes

To help guide Council's planning efforts this section set out in more detail the processes that need to be followed at a regional, city and locality level in relation to social infrastructure. The three levels reflect the main levels of growth planning outlined in Section 3.0.

For each level, there is a suggested set of processes. The most complex level is the locality level. A general process to help identify social infrastructure needs is presented, but this needs to be tailored to each specific case.

5.1 Processes – Regional Level

Co-ordination at the regional level is important. This is because some social infrastructure providers will prefer to interact at the regional level – dealing with Territorial Authorities (TAs) together in a combined forum. In other cases, it is the strategic-level spatial planning that is important, with high level infrastructure providers needing a clear picture of future timing and size of growth across all TAs in the region. Once they have that, then they can respond to growth as it occurs in different areas.

Another reason to push for greater regional discussion would be to help ensure common use of planning tools, stronger relationships between all TAs and providers in relation to social infrastructure, and greater strengthening on the ground with best practice as it develops.

Given that communities do not necessarily recognise TA boundaries, a cross-boundary approach to social infrastructure planning is also important. This will allow resources to be shared, duplicates to be avoided, and wider viewpoints of catchments and communities of interest to be obtained. City centres serve populations beyond the TA concerned, for example; Westgate for Rodney, and New Lynn for Auckland City.

The Box lists a range of proposals which could strengthen current planning processes to provide a better climate for coordinated social infrastructure planning and implementation.

Regional Level Actions

- Ensure that social infrastructure needs are recognised in the development of LTF / ARGS / ARPS.
- Develop policy to require integrated social; infrastructure and growth planning, e.g. structure plans / concept plans should demonstrate that social infrastructure needs have been considered and addressed.
- Ensure social infrastructure demands more fully integrated into strategic spatial planning in the forthcoming review of the ARGS.
- Provide a regional co-ordination / oversight structure for social infrastructure providers.
- Discuss and agree common approaches to infrastructure planning, such as MSDs Local Services Mapping, Community Resource Access.
- Develop a central “home” for research tools, techniques, evaluation and discussion.

5.2 Processes: city-wide

At the level of the Council's growth strategy and individual locality plans, rather than replicate processes or design new ones, current processes should be expanded so that social infrastructure is more fully considered.

To do this, it will be important for the Council to:

- Continually improve its demographic information base related to development patterns, future forecasts and the likely timing and nature of growth in the identified growth areas, for example; a more fine grained smaller area, monitoring.
- Improve its understanding of future infrastructure needs, with levels of provision reflecting the proposed density of development in the growth areas and the restricted delivery options. Ensure there are sufficient staff involved in the centre-planning process who can link with infrastructure providers, while participating in the design process.

There are a range of current tools and processes that could be used to contribute to the assessment of social infrastructure needs, including the Local Services Mapping programme run by MSD. It will be important that these processes work alongside the growth processes, not at odds to them. Every effort should be made to link forward planning to all major social infrastructure providers, for example; DHB, MSD, Police, Council.

Growth management strategy actions:

- Provide more certainty about growth targets for centres, and the timing and nature of growth
- Provide more regular updates of development trends, e.g. six-monthly or annual
- Develop more consistent approach to Levels of Service for infrastructure, related to types of centres
- Further research and investigate levels of provision relevant to more dense areas
- Set out broad processes to be followed at the centre level, the stakeholders to be involved and the investigations required
- Develop accessibility criteria – using such tools as Local Services Mapping etc
- Audit / database of social infrastructure across the city
- Collaboration forum / Plan for the City

Centre-based planning actions:

- Encourage agencies to be resourced to participate in design processes
- Require more formal analysis of needs, demands and capacities of infrastructure at the start of projects, of Council and other participants
- Ensure longer lead in times to design exercises so all parties can prepare and participate
- Develop joint delivery plans, not just design concepts which are monitored and reported on annually .

5.3 Processes Locality-level - Incorporating city centres, town centres and local centres at the visioning / Structure plan level

Processes at the local level need to be able to identify the range of needs present, and then reconcile these with the capacity of existing infrastructure and the ability of the relevant organisations to afford to fund new or upgrade existing infrastructure. Affordability will remain a critical issue for all social infrastructure providers, including the Council. Hence, managing community expectations will continue to be a critical issue.

Growth planning processes are generally built around interactive design-based sessions like charettes. These can be concentrated into a 3 to 5 day period and are often intensive exercises (Appendix Two provides more detail on these processes). To fully participate in these exercises, social infrastructure providers need advance warning. Background work needed to assist growth planning processes is often complex, and it may take 3 to 6 months to complete sufficient investigations to be in a position to say whether new infrastructure is needed in an area and how it might be provided. To do this, agencies need good information on the likely nature and timing of growth in an area, and some analysis of what infrastructure is critical, and what infrastructure may be able to follow growth.

The Council needs to undertake preliminary exercises to help set the planning context for more detailed work by providers, such as scoping likely growth patterns and possible social infrastructure needs. From this, a prioritised draft list of infrastructure needs can be developed for providers to review and if need be undertake their own assessments in time for design exercises and shared discussion.



The process set out in the following table , needs to be tailored to the particular centre, as well as the range of infrastructure involved.

Step	Actions / Information
<p>Step One: Scoping</p> <p>The Council develops projections of future population characteristics. Identify data gaps and cross boundary issues, at least six months ahead of design exercises.</p>	<ul style="list-style-type: none"> • Detailed demographic forecasting – needs to be sophisticated and include socio-economic characteristics where possible • Scan of existing strategies (e.g. leisure strategy/parks strategy) to see what needs have been forecast • Scan of existing surveys/consultation (e.g. household satisfaction surveys; community outcomes consultation; LTCCP submissions etc to identify any particular needs / issues)
<p>Step Two: Demand and Supply-Side Analysis</p> <p>Apply “generic” social Infrastructure tools to obtain high level picture of existing provision, needs and gaps. Conduct interviews with stakeholders to identify other needs</p>	<ul style="list-style-type: none"> • Identify existing services and facilities and ground check • Analyse existing provision against current policy objectives and identify the extent to which current provision is meeting needs • Review typical infrastructure provision associated with different centres • Establish the capacity of existing infrastructure in nearby centres (and existing centre if not greenfields) • Facility mapping – locate existing infrastructure and test against triggers/thresholds and accessibility criteria • Stakeholder interviews, e.g. centre managers, community social service providers, schools to understand pressures / opportunities • Targeted community surveys (e.g. focus groups) where there are information gaps.
<p>Step Three: Confirm needs identification</p> <p>Approach key providers and request that they provide comments. Specific providers may undertake more detailed needs assessment for local centre/community relating to key gaps.</p>	<ul style="list-style-type: none"> • Identify priorities – what infrastructure should be classified as land hungry, and what is considered a “shaper” • Review affordability and timing of when infrastructure is needed • Prepare a briefing document on needs and gaps and seek feedback from providers • Hold detailed briefing sessions if needed with specific providers

Step	Actions/Information
<p>Step Four: Design based exercises</p> <p>Invite key providers to design based workshop to discuss local priorities, delivery options and opportunities.</p>	<ul style="list-style-type: none"> • Provide advance notice of design workshops • Appoint a member of the design team to have particular responsibility for social infrastructure co-ordination • Hold a session specifically for social infrastructure providers • Provide draft outcomes of the design exercises and seek feedback from providers
<p>Step Five: Check Outcomes</p> <p>Integrate the outcomes of the work into the visioning workshop / structure plan process, preferably concurrently with the development of the structure plan, thinking about:</p> <ul style="list-style-type: none"> • How much space needs to be identified for community / social infrastructure needs, now as well as in the future • What are the best locations, relative to transport routes / other activities • What actions need to be taken to secure room for future activities, such as zoning, land banking, criteria that will apply to future development. 	<ul style="list-style-type: none"> • Prepare an initial development plan, setting out how needed infrastructure is to be delivered • Seek comments and agreement to the development plan from involved parties

5.4 Processes: Project Level

The Council has a range of tools it can use to help social infrastructure providers (both within Council and externally) deliver the social infrastructure that is identified through regional and local planning initiatives.

A key initiative proposed in this Framework is the preparation of Development Plans for the areas of change in the city. These Development Plans would sit alongside the land use plans prepared for areas of change, and set out, based on the processes and tools in this Framework, the infrastructure needs for the relevant growth areas.

The Development Plans are proposed to fill a gap in the implementation of growth area concepts. As explained in Section 1.4, and also in Appendix One, current growth planning is focused on land use issues. There is no tool to identify infrastructure needs to serve the future population and employment growth identified in the land use plans, certainly no tool specifically related to social infrastructure.

Based on initial needs assessment and the land use plans and concepts the Development Plans need to identify:

- The range and scale of infrastructure required
- Who is responsible for planning and delivery
- An assessment of timing and priority
- Actions that Council can take to facilitate delivery
- On going monitoring and co-ordination.

Based on the application of the Framework to the city's Northern Growth area, it is apparent that the preparation of a Development Plan will require a significant level of input and co-ordination from the range of parties involved, and the Plan itself is likely to be only developed in an iterative way. That is, the Development Plan is likely to be built up over a period time as social infrastructure agencies are in a position to contribute. In the early stages of the growth planning process, many agencies will not be able to commit to the delivery of services and facilities, as they have their own planning processes that they need to follow.

The Council's role in delivering social infrastructure varies between the different types of social infrastructure. The table below lists out possible actions, based on the type of infrastructure, and this table can help highlight the agencies that the council needs to engage with first to help start preparing the Development Plans.



Type of infrastructure	Example	Actions
Land hungry – infrastructure that is hard to retrofit	Schools / educational Open spaces Sports fields	<ul style="list-style-type: none"> • Council-led acquisition and land banking where identified need / gap • Utilise designation procedures under RMA where appropriate for new, larger reserves in redevelopment areas • Encourage shared facilities through MoUs and other similar instruments • Enable transitional use to help recover holding cost (District Plans and designations)
Leaders – infrastructure that helps shape growth	Libraries, Community recreation facilities, Meeting spaces, spaces for community-based events / activities Local shops	<ul style="list-style-type: none"> • Provide good quality information to providers on growth trends • Identify needs and delivery options in design concepts • Ensure zoning allows for required infrastructure • Change zoning rule to require provision of space within larger commercial developments for key community service providers so that they are not excluded • Investigate an enhanced role for Council property arm (WPL) in terms of helping to deliver spaces for community activities through redevelopment projects and in managing property/ land in transitional phases • Develop a brokering role / mechanisms – linking up providers to share facilities
Followers – infrastructure that follows growth	Government services Community-based providers Health and welfare agencies	<ul style="list-style-type: none"> • Ensure that centres can expand overtime, providing a range of spaces for these types of services • Provide active support for community groups / community involvement in local areas – stream care groups, walking school buses, residents and ratepayer associations • Provide local multi-use spaces for activities and events where none available, either Council provided or through funding for other providers either Council provided or through funding for other providers



Section Six – Co-ordination and Collaboration

This part of the Framework looks at the steps that the Council should take to promote co-ordination and collaboration between agencies.

6.1 Level of engagement

Not all social infrastructure providers need to be engaged in all steps of the planning process. The level of engagement of providers in the growth planning process can be determined by the type of infrastructure, and whether the infrastructure is land hungry, a shaper or a follower, determined within the context of the specific centre:

- Land hungry infrastructure – the need for these types of infrastructure should be determined early on in the process, before general zoning and urban structure issues are addressed, and providers should be fully engaged.
- Shaper – the early scanning process needs to identify infrastructure that is particularly relevant to the community in question. Providers of desired services need good information on growth plans so that they can prepare their own infrastructure plans for an area ahead of detailed design planning. They need to be involved in the design process, both to make sure that their needs are identified, as well as options for joint delivery are identified early.
- Followers – it may be that engagement with this group of providers can occur after initial design parameters have been set, and it is more a matter of informing them of what opportunities exist for them to provide their services in the future.

6.2 Collaboration forums

Collaboration involving important stakeholders has to be on-going and regular if it is to build up the relationships that will help to deliver integrated social infrastructure. Regular forums are needed to:

- Review and update providers on growth plans and processes
- Make providers aware of possible infrastructure projects so that they are aware of possible joint delivery options.

To run well, people and agencies attending the forums needs good information and briefing material. There is a particular need to foster and maintain partnerships and relationships that will endure changes in staff, personnel and policy due to the length of urban development processes.

Community engagement is important, particularly in areas subject to redevelopment. New and upgraded social infrastructure has to meet the needs of existing residents, as well as future residents.

The approach to community engagement needs to be tailored to the community and the issues present. Consideration needs to be given to:

- Ensuring that the community understand that social infrastructure planning cannot be an “open cheque book exercise”
- Social infrastructure providers have to work within certain parameters and principles
- Showing how the community can help to shape how services are run and delivered in their area.

6.3 Delivery vehicles

An important benefit of the Framework is the integrated delivery of services and facilities. However for this to happen, there needs to be protocols and models that will assist with the joint funding and running of services and facilities.

Joint funding and delivery will require consideration of:

- Leadership of joint projects
- Stakeholder agreements and similar devices to formalise arrangements
- Resolution of ownership / governance issues
- Being clear about the risks and rewards to the parties involved.

The advantages and disadvantages of different partnership models need to be investigated, and this will need to be a major focus of work as the Framework is further developed.





Section Seven – Social Infrastructure Planning sheets

The following pages provide more details on the planning issues associated with different types of infrastructure. The sheets are organised under the social infrastructure clusters set out on page 10.

For each infrastructure type, where information is available, there is a short description of:

- | | | |
|-------------------|---|---|
| Current state | – | how is the infrastructure currently provided in the city |
| Drivers | – | what are the main influences in future levels of provision |
| Implications | – | what are the implications for future growth centres |
| Planning response | – | how should growth planning respond to the identified issues |

The figures presented are based on current levels of provision and it is acknowledged that in many cases current rates of provision may not be satisfactory. Equally needs will change over time. The worksheets are a baseline tool that should be updated and expanded as the social infrastructure framework is discussed, trialed and implemented.

7.1 Cluster One: physical well being

Infrastructure Type	Current State	Drivers	Planning Implications	Planning Response
GPs/ Primary Health Care	<p>Business directory records 94 facilities in 2005, or 1 per 2069 people for WCC.</p> <p>Regional average is 1 per 1173 in 2005. WCC rate for 2001 was 1 facility per 1900 people.</p> <p>2003 Quality of Life report states that WCC has 61 GPs per 100,000, compared to six city average of 87 GPs per 100,000 people.</p>	<p>WDHB seeking to set up 2 to 4 more PHOs in region.</p> <p>PHOs to be more proactive in terms of prevention/ front line roles, offer greater range of services.</p>	<p>Larger groups of GPs – bigger spaces / buildings needed.</p> <p>More visible in the community, easier to get to - maybe on arterials, not in centres.</p> <p>More demands on them, therefore likely to more PHOs.</p> <p>Collaboration with other health providers, eg Plunket, social workers, District nurses.</p>	<p>Most are located outside city and town centres (over 60%) in local centres or along main roads.</p> <p>Dispersal pattern may increase as practices seek larger spaces with more parking.</p> <p>Services should be accessible, e.g. on bus route, close to peoples homes.</p>
Specialist medical (e.g. dental, physio)	<p>2005 Business directory records 144 providers, or 1 per 1,351 people.</p> <p>Regional average is 1 provider per 1,000 people.</p>	<p>Largely demand driven.</p> <p>Many people are likely to go outside city to use specialist facilities.</p>	<p>Clustering typical pattern (e.g.: specialists around Henderson / Lincoln Road associated with hospital).</p>	<p>Business Directory figures indicate that around 40% are located in City and Town centres, the rest across the city.</p>
Hospitals, A&M	<p>Hospital at Lincoln Road – services will be expanded.</p> <p>White pages records two A& M clinics for WCC (1 per 99,000 people); with the New Lynn served by an A & M in Avondale. Region has 19 (1 per 70,000 people).</p>	<p>DHB supportive of commercially run A&Ms.</p>	<p>Typically A& M type clinics locate near major activity areas in prominent sites.</p>	<p>Likely to demand for further clinics in Massey, possibly more clinics in New Lynn and Henderson.</p>
Healthy active cities	<p>No city specific indicators available, although Quality of Life (2002) indicators suggest that 75% of Waitakere City's population consider they lead a healthy or a very healthy lifestyle.</p>	<p>Push for healthy lifestyles to prevent illness – better fitness, nutrition.</p>	<p>Demand for walking, cycling, unstructured activities.</p>	<p>More connected street patterns, safer public spaces and places.</p>

Infrastructure Type	Current State	Drivers	Planning Implications	Planning Response
Social housing; e.g. Housing New Zealand (HNZC).	Long waiting list for HNZC properties. There are currently 4690 HNZC housing units in Waitakere City, with a waiting list of 1417. Of this waiting list, 41% of applications are considered to be in severe or significant need of HNZC managed housing.	Increase in HNZC stock. Push for community-based providers to provide affordable housing (e.g. Housing Trusts).	HNZC units being clustered too much. Housing Trusts facing high consenting and development costs.	Look at Inclusionary zoning provisions (requiring large new residential developments to provide a certain % of affordable homes in their development), but within a mix. Set limits as to how much public housing can go into one area to avoid concentration
Market-based affordable housing (i.e. housing that people on average wages can afford to buy and/or rent).	No reliable statistics on affordability, but up to 20% to 30% of households may struggle to buy a house.	Dramatic increases in housing costs in past 10 years. More intensive development helps to reduce land costs.	Danger of reduced quality if affordability issues are tackled through reducing the costs of development and construction (poorer quality).	Improved standards of urban design for more intensive developments. Promote housing in accessible locations where other household costs are reduced.
Assisted Residential Care – covers a range of public, community and private providers.	2005 Business directory records 86 facilities in the city, up from 73 in 2001. Equals 1 per 2000 people. Currently, 22% of facilities are in city or town centres.	Aging population. Community-based care for mentally and physically disabled.	Retirement type homes often near activity areas. Other facilities mixed with residential areas. Some facilities can face resistance from residents concerned about safety and property values.	Provide for increasing demand for centre-based facilities for older adults, e.g. retirement complexes like Henderson Gardens. Ensure zoning allows for assisted care facilities in residential areas (within limits).
Policing	2005 Business Directory records 400 employees involved in policing, other emergency services and related administration. Equals 2.1 employees per 1000 residents. Regional average is 4.1 people per 1000. Main police headquarters located in Henderson. Community Policing Stations in New Lynn, Massey. Community Constables in Glen Eden, Ranui, Te Atatu Peninsula and Henderson.	Largely demand and population driven. Major increase in national police numbers due in 2006/ 2007.	Need for expanded facilities. Push for more local services and facilities (e.g. community policing stations).	Include in design consideration for larger centres. Likely expansion of services in the Massey / Westgate area.

7.2 Cluster Two: human development: education

Infrastructure Type	Current State	Drivers	Planning Implications	Planning Response
Early Childhood Education (ECE)	<p>Ministry of Education website records 146 early childhood providers with a roll of 7,200 children (44% of under 5s).</p> <p>Business directory records 135 providers, or 1 per 1,400 residents. Regional average is 1 per 1,500 people.</p> <p>2003 Quality of Life report states that WCC participation rate in ECE was 54%, while national average was 64%.</p> <p>MoE policy is that all new schools will have an ECE co-located on the site.</p>	<p>Increased government funding for early childhood education.</p> <p>Focus on social development – PI language nests, Kohanga Reo.</p> <p>Many children may be cared for outside of city boundaries; e.g. close to caregivers' employment.</p> <p>Community-based models (like Kindergarten / playcentre) shifting to all day model to allow for greater flexibility for working parents.</p>	<p>Planning complex because of large numbers of early childhood providers, especially in the private sector.</p> <p>Demand for community-based providers likely to increase – these providers usually look for Council support, such as land upon which to site facilities.</p> <p>Possible joint ventures with commercial sector in the future in terms of casual day care.</p>	<p>Identify appropriate public land to support community-based providers (e.g. parks strategy).</p> <p>Continue to provide flexibility in zoning provisions for all types of child care facilities.</p> <p>Maybe more demand for facilities in town centres.</p>
Primary and Intermediate Schools.	<p>Ministry of Education website records 48 Primary Schools (full and contributing), with an average size of 390 pupils.</p> <p>Equals 1 primary school per 4,000 people.</p> <p>There are 5 Intermediate schools.</p>	<p>% of the population between 5 and 12 will drop from 12 to 11% between 2006 and 2026.</p> <p>Ministry of Education has no specific planning guidelines. In general will seek to meet 50% of future demand through better use of existing educational facilities.</p> <p>New schools will need minimum roll and sustained roll growth – look for around 500 pupils in green fields areas.</p> <p>Accessibility – walking school buses, public transport, cycling.</p> <p>3 to 5 year lead time to establish a new school.</p>	<p>In existing areas, demand likely to be met through a mix of actions. New schools only likely to be contemplated where sustained growth is forecast and existing schools are under pressure. Need good population forecasts and rate and type of growth.</p> <p>In greenfields areas, need understanding of structure plan process.</p>	<p>Trigger point for new school in existing area likely to be substantially higher than in greenfields (eg double).</p> <p>Need to be:</p> <p>On edge of main centres</p> <p>Located in areas with good transport links (at least two road frontages),</p> <p>Possibly multi-storey with more shared facilities.</p> <p>Associated with local retail centres (similar sized catchments).</p> <p>Co-location of early childhood facilities.</p>

Infrastructure Type	Current State	Drivers	Planning Implications	Planning Response
Secondary Schools	<p>Ministry of Education website lists 8 secondary school, with a roll of 10,000.</p> <p>Participation rate is around 65% (with many pupils attending school outside city).</p>	<p>Many pupils go to school outside city.</p> <p>May be increased demand if schools within city get more popular.</p> <p>There are fears from existing schools that new schools will have significant impact on their roles.</p> <p>Intensive areas may have more demand at this level, compared to primary school age.</p>	<p>Apart from greenfields area (where new school proposed) unlikely to be demand for additional schools, rather use existing capacity</p>	Monitor.
Tertiary/ Community facilities	<p>Unitec established in Henderson.</p> <p>Range of private education providers in Waitakere City, e.g. BEST Training, Enterprise Waitakere.</p> <p>Significant growth in demand, with 2001 census data indicating further participation in community education programmes.</p>	<p>Push to reduce number of community education providers and improve quality.</p>	<p>Providers can either build in centres or lease space from commercial sector.</p> <p>Joint venture options in terms of services like library</p>	Monitor.
Adult education.	<p>2003 Quality of Life Report says that 6.6% of adults participate in further education, compared to 5.6% nationally.</p>	<p>Likely to be increased demand for education as population ages.</p>	<p>Need more spaces for providers, some will be associated with existing educational institutes, others will be community-driven and not be able to afford to.</p>	Need more low cost spaces for hire, accessible and close to other related activities.
Libraries / CAB	<p>Library Association of New Zealand rate of provision is 70sqm per 1000 people</p> <p>WCC does not and cannot meet this level for financial reasons.</p>	<p>Changing role of libraries – information, meeting place etc.</p> <p>Shared facilities</p> <p>Icon role.</p>	<p>New configurations likely; e.g. partnerships with schools.</p>	Need to provide for expansion and adaptation of services.

7.3 Cluster Three: cross-community support

Infrastructure Type	Current State	Drivers	Planning Implications	Planning Response
Marae	There are two community-based marae in the city, offering a range of services and activities to the community (Maori and non Maori). Schools also have Marae.	There are proposals for two further marae. One on the West Coast (an Iwi-based marae), the other a further urban marae on the Te Atatu Peninsula.	Need for land to place marae on.	Identify locational needs.
Other cultural activities	Limited facilities aimed specifically at the needs of other ethnic groups (e.g. Polynesian, Indian, and Asian).	As population gets more diverse, demands will grow for.	Survey likely needs.	Include in needs analysis.
Religious institutions	No reliable numbers exist of the number of facilities and future demands.	Facilities are getting bigger, serving larger catchments – this means more land is needed, often away from centres so as to reduce land costs.	Many new churches are being built in industrial areas, away from residents and with ample car parking.	Need to ensure sufficient space in local centres for these types of activities, where possible.
Community-based groups, clubs and organisations	A wide range of clubs and organisations exist, focused on recreational and leisure activities. Some need large areas of open land (e.g. pony clubs, model boats and airplanes, speedway), away from residents. Others need indoor spaces.	Increasing costs, especially operating costs. Pressure on land resources means it hard to find spaces for outdoor activities.	Big demand for affordable spaces to run events from. Often need to be in central areas where people can access the services and overheads can be shared.	Support through grants and other financial assistance were warranted. Look at developing multi-use spaces.
Central and local government (does not cover defense) e.g. DWI, Immigration. Schools, HNZA, hospitals/ healthcare etc included elsewhere.	2005 Business directory records 1,210 people employed, or 2.72% of workforce. Regional rate is higher.	Main Council building now in Henderson. Services tend to follow demand. Possible heartland-type model for government departments. Some resistance from private sector for government services to be delivered in shopping centres (image issues).	Possible heartland-type model for government departments – shared space.	Need to ensure sufficient commercial space in town centres for shop-front type activities, but not in prime areas where rents are likely to be too high.
Community-based support and service organizations.	A wide range of organisations advocate on behalf of various sectors and also deliver services. The Quality of Life Report (2003) specifies 80% of the population belonging to some social group or network.	Increasing costs, especially operating costs.	Big demand for affordable spaces to run services and events from. Often need to be in central areas where people can access the services and overheads can be shared.	Support through grants and other financial assistance were warranted. Look at developing multi-use spaces.

7.4 Cluster Four: Community interaction

Infrastructure Type	Current State	Drivers	Planning Implications	Planning Response
Community / Recreation Centres	Centres in New Lynn, Kelston, Henderson, Te Atatu, Massey, Titirangi, Glen Eden. Average is one facility per 25,000 people, or 135 sqm per 1000 people.	Leisure Strategy New facilities where major growth planned. Upgrade existing facilities Commercial partnerships in future?	Large capital investment.	Monitor.
Community houses, halls	Council web site lists 48 halls, houses and other local facilities, or 1 per 4,000 people.	Increasing demand for low cost spaces to hold community-based activities and services Range of providers – public, private, community.	Current models are unlikely to meet future needs. Council is pushing partnerships where the Council helps to fund other providers to provide spaces.	Monitor.
Events / Arts	Arts centres at Corban Estate and Lopdell House, in Titirangi (which serves the New Lynn area). Local Community Arts Council.	Increasing demand for more informal spaces for community-based events and activities.	Need more spaces in city and town centres.	Need more low cost spaces for hire, accessible and close to other related activities.
Local community development	Through community houses and centres, programmes and activities are tailored to the particular needs of local communities.	Increase push for community's to take more responsibility , coordinated through community brokers / liaison staff.	Need more affordable spaces at local level for community run and organised events and activities.	Need to provide for expansion and adaptation of services.

7.5 Cluster Five: Physical environment

Infrastructure Type	Current State	Drivers	Planning Implications	Planning Response
Open Spaces e.g. playgrounds etc	<p>In green fields areas there is the ability (subject to funding) to acquire needed spaces.</p> <p>In redevelopment areas, current assets vary between centres, and opportunities to add more land are variable.</p> <p>Maintenance costs of existing open space and parks infrastructure is a key issue.</p>	<p>Need to improve the quality of existing spaces and improve their functionality and infrastructure provisions.</p> <p>Increasing joint use of space in intensive areas.</p>		Need to explore new funding options to maximise space and infrastructure utility
Community safety	<p>Perceptions of safety vary considerably.</p> <p>Accessibility (e.g. barrier free) of places and spaces and facilities are variable.</p>	<p>Increased walking and cycling.</p> <p>Mixed use.</p> <p>More overlap between public and private space.</p>	Safety and access are critical, but this is not limited to crime prevention. Policies and rules need to be strengthened to ensure a barrier free environment	Detailed design of developments to incorporate Crime Prevention Through Environmental Design (CPTED), barrier free principles
Corner shop	<p>2005 Business Directory records 115 dairies/groceries and 84 takeaway stores (fish and chip, hamburger, Chinese)</p> <p>Average rate of provision is one facility per 2,500 people. Regional average is 1 per 1,900.</p>	<p>Growing role of service stations, other providers</p> <p>Limited rates of provision in newly developing areas.</p>	<p>Accessibility to local services – should be close by.</p> <p>Growing demand in redeveloping areas to retrofit.</p>	Subdivision designs for green fields areas – walk / cycle access, proximity to schools other activities. Flexibility in terms of district plan provisions for redeveloping areas (e.g. ability to establish stand alone store in residential area).
Local shops	<p>2005 Business Directory records 47 pharmacies, 57 bakeries, 31 news agents, 28 fruit and vegetable sellers. Average rate of provision is 1 facility per 5000 people.</p>	<p>Growing café / leisure role of local centres.</p>	<p>New local centres will develop in greenfield areas and others will expand in redeveloping areas.</p>	<p>Zoning provisions to allow for establishment and expansion of centres</p> <p>Location relative to transport (PT).</p>
Local workplaces	<p>In 2005, the average size of a business in the city was 3.3 people.</p> <p>In 2001, over 4,500 people worked from home, with another 2,500 walking or cycling to a workplace near by.</p>	<p>Growing number of people working from home, small businesses.</p>	<p>Need for small flexible workplaces, also local services (e.g. café as meeting space).</p>	Continue to allow for home occupations and conversion of homes to small businesses.
Markets (spaces for small traders)	<p>Open air markets operate in New Lynn and Titirangi.</p>	<p>Desire to increase number of markets.</p>	<p>Need large open spaces within town centres, close to parking.</p>	Identify spaces in town centre plans.



Section Eight – Next Steps

It is anticipated that this Framework will be updated on a regular basis (i.e. bi annually) as it is used to help shape the integration of social infrastructure into growth planning.

Particular issues that will need to be addressed at this time relate to:

- Funding
- Setting in place appropriate structures to facilitate a collaborative approaches
- Upskilling growth planners (policy and resource consent)
- Strengthening local and regional planning (RMA) policy
- Improving databases and forecasting capacities including GIS mapping
- Research and investigations

8.1 Funding

A significant issue raised by all social infrastructure providers (public and private) is the lack of certainty over funding, and the extent to which this hampers the ability to take advantage of opportunities as they arise in the development process. A lack of certainty over funding arises from a range of issues, including:

- Poor forward planning of needs
- Competing demands on financial resources
- High cost of new investments
- Limited dedicated funding streams.

A significant long-term goal of the Framework is to set in train processes that will help to overcome these issues. Important actions are related to:

- (a) More formal identification of needs and delivery gaps in relation to growth centres. Through various asset based strategies, the Council is moving to better identify future infrastructure needs, but often these programmes are not related to the growth management programme. The suggested centre-specific infrastructure investment frameworks that are part of the design-based work completed for growth areas, should help to address this.
- (b) Additional funding streams. The Council's ability to raise funds for infrastructure are fairly wide ranging under the LGA (including loans, targeted rates and development contributions), but to support and justify funding demands, Councils need to have good planning systems in place that can predict demands and develop and implement projects.

- (d) Significant issues exist around land purchase, and whether there is sufficient scope in current legislation for Councils to compulsorily acquire land for more general community infrastructure-type projects. On the other side of the coin, is the inability to capture some of the value uplift achieved through rezoning proposals. Some form of value capture would help create further funding streams for infrastructure (the UK is investigating this).
- (e) In terms of the RMA, there are opportunities to require space within larger developments for community activities. For example, under the Auckland City District Plan (Isthmus Section) the Sylvia Park shopping centre development has to provide a number of facilities for community activities, linked to the stages of the development. This is on the basis of the size of the centre and its potential affects on other centres and the community resources within them.



Social Infrastructure Planning Framework for Waitakere City May 2007

8.2 Upskilling

It is apparent from developing this Framework that many growth planners are uncertain about the characteristics of social infrastructure and to how to incorporate social infrastructure needs into the planning process. Equally many social infrastructure providers are uncertain about the growth planning process and how to engage in it.

There would therefore be considerable benefit from improving the understanding of all parties.



8.3 Policy development

Regional Level

Policy-level engagement in regional level policy development related to the long term framework and the on-going implementation of the Regional Growth Strategy would benefit local actions by helping to achieve a degree of regional agreement. It is important to recognise that some infrastructure providers operate at a regional level.

City Level

A social infrastructure planner has been appointed by the Council and is part of the Strategy team. This position will ensure that social infrastructure issues are addressed, be a conduit for growth planning information to be circulated to other providers and ensure that Council provided infrastructure takes into account city-wide growth planning. They would amend and update the Framework and take the lead role in the running of inter sector forums/ groups.

Locality level

Locality brokers could participate in local area planning exercises, identifying needs, actively contributing to locality-level planning and helping to co-ordinate delivery between different providers at local level. An example of this is the Massey Matters project.

8.4 Research / Investigations

To assist with the implementation of the framework the following types of investigations /actions will be needed on a regular basis:

- Improved population forecasting – including socio economic characteristics
- Needs, capacity and options analysis for growth areas;
- Monitoring – regular update of social infrastructure asset information
- Funding streams and options for social infrastructure
- Periodic review of the Framework.
- Research and develop levels of provision for Council infrastructure that are appropriate to intensively developed centres.

APPENDIX ONE

Social Infrastructure Profiles

The following worksheets provide more detail on the number and range of different types of social infrastructure currently found in the city. They also provide an initial assessment of future needs, at a city-wide level, based on forecast increases in the resident population of the city. Hard information on social infrastructure provision is not easy to obtain, and in many cases employment in the various different types of social infrastructure categories is the only available indicator of demand.

Important sources of data are:

- 2003 Quality of Life Report
- 2005 Business Demography Database (Statistics New Zealand)
- Waitakere City Council website (e.g. Directory of community facilities).

Where data is available, the worksheets list:

Current level of provision, for example the current number of people employed in the relevant sector, the amount of floor space provided or number of facilities, or in the case of schools, the number of pupils. In most cases, current levels of provision are translated into a standard like the number of people employed per 1,000 residents. This enables comparison to levels of provision in other cities, or for the Region as a whole.

Participation rates, where these are known. The participation rate refers to the % of the population who use services and facilities. In many cases, participation rates may go up as services become more accessible and of better quality, adding to demand. Currently many people may travel out of the city to access services that are not available within the city, or are of a higher standard.

Future needs, based on the size of the future population, and any anticipated changes in participation rates. These are only coarse assessments of future needs and are obviously subject to a range of uncertainties and risks.

Council provided – data

Data 1

Community
Facilities

Name: Strategy

Source: Waitakere City

Date: 2003

Type of facility	Square meters per 1000 2003	Square meters per 1000 2016	Total floor- space 2003	Num- ber of facili- ties	Average floorspace (m2)
Rec centres	96.7	82	17,924	2	8,962
Community centre	39.3	38	7,285	4	1,821
Community halls	12.3	11.2	2,280	15	152
Community houses	8.9	9.7	1,650	4	412
Aquatic facili- ties	44.7	57.4	8,286	2	4,143
Total	201.9	198.3	37,424	27	13,866

Data 2

Community facilities

Name: Directory

Source: Waitakere City

Date: 2004

Type of facility	Number	Rate (people per facility)
Community / Leisure centres	8	23,743
Local Hall / House / facility	48	3,957

Data 3 – Libraries

Name:	Waitakere City Library Strategy
Source:	Waitakere City Council
Date:	2002
Number of libraries	
Hub	3 (New Lynn, Henderson, Massey)
Community	4 (Titirangi, Te Atatu, Glen Eden, Ranui)
Rate of provision	7
	27,789

Data 4 – Libraries

Name:	Library Stan- dards
Source:	LIANZ
Date:	1996
	Square metres per 1000 People
Standard	70

Projections

Libraries

	Source population 2006	Source Population 2021	Rate of provision 2006	Rate of provision 2021	Number 2006	Number 2021	Increase 2006 to 2021
Number	199,100	252,000	27,789	28,000	7	9	2
Square metres	199,100	252,000	70	70	13,900	17,600	3700
Community facilities							
Centre-based							
	Source population 2006	Source Population 2021	Rate of provision 2006	Rate of provision 2021	Area 2006	Area 2021	Increase 2006 to 2021
Square metres	199100	252,000	136	120	27,100	30,200	3,100
Number	199100	252,000	24,900	25,000	8	10	2
Local Meeting Spaces							
Square metres per 1000	199,100	252,000	21.2	20.9	4,200	5,300	1,100
Number of facilities	199,100	252,000	4,100	4,000	49	63	14

Health - data

Data 1

Name:	GPs per 100,000 people
Source:	Quality of Life 2003
Date:	2003
GPs per 100,000 in WCC	61
GPs per 100,000 in all cities	87

Data 3

Name:	A&M Clinics	
Source:	White Pages	
Date:	2006	
WCC	2	99,550
ARC	19	70,374

Data 2							
Name:	Business Demography						
Source:	Statistics New Zealand						
Date:	2004						
Type of facility	2001 Number of Units	Total Employees	2004 Number of Units	Number of Em- ployees	ARC Number of Units	Number of Em- ployees	
O861300 Nursing Homes	3	130	3	120	23	680	
O862100 General Practice Medical Services	92	280	94	390	1140	3,020	
O862200 Specialist Medical Services	12	40	22	40	723	1,400	
O862300 Dental Services	53	140	54	170	575	1,510	
O863100 Pathology Services	10	35	11	40	91	830	
O863200 Optometry and Optical Dispensing	12	40	16	45	172	440	
O863300 Ambulance Services	1	0	2	20	23	610	
O863500 Physiotherapy Services	19	15	23	30	287	380	
O863600 Chiropractic Services	18	12	18	20	167	190	
O871000 Child Care Services	32	240	40	320	307	2,710	
O872100 Accommodation for the Aged	17	490	17	570	193	6,200	
O872200 Residential Care Services nec	17	200	25	300	133	2,450	
O872900 Non-Residential Care Services nec	36	520	41	550	363	4,730	
People per GP practice	1,915		2,021			1,173	
Employees per 1,000 people		629		487			
Other medical	1,421		1,319			1,035	
Employees per 1,000 people		625		551			
Care/ Accommodation	2,414		2,209			1,878	
	73		86				

Projections

Type of Service	Source Population 2006	Source Population 2021	Rate of provision 2006	Rate of provision 2021	Number of facilities	Number of facilities 2021	Increase 2006 - 2021
GPs (based on per 100,000)	199,100	252,000	61	80	121	202	80
GP Practices	199,100	252,000	2,118	2,000	94	126	32
Other Medical							
Number of facilities	199,100	252,000	1,383	1,200	144	210	66
Residential Care							
Number of facilities	199,100	252,000	2,209	2,000	90	126	36

Government, Emergency, Welfare agencies - data

Data 1

Name: Business Demography

Source: Statistics New Zealand

Date: 2005

Police / Courts / Emergency	WCC Employees 2001	Employees 2004	Pop 2001	Pop 2004	Employees per 1000		Employees	Per 1000
Q963100 Police Services	250	270	176,200	189,940	1.42	1.42	3,150	
Q963200 Corrective Centres	50	45	176,200	189,940	0.28	0.24	1,030	
Q963300 Fire Brigade Services	40	60	176,200	189,940	0.23	0.32	610	
O863300 Ambulance Services	20	20	176,200	189,940	0.11	0.11	610	
M812000 Justice	50	6	176,200	189,940	0.28	0.03	100	
Total	410	401	176,200	189,940	2.33	2.11	5,500	4.11
Central Government								
M811100 Central Government Administration	450	680	176,200	189,940	2.55	3.58	7,020	5.25
Central Government								
M811300 Central Government Administration	410	530	176,200	189,940	2.33	2.79	4,010	3.00
O872900 Non-Residential Care Services nec		660		189,940		3.47	4,730	3.54
<i>This sub-class consists of units mainly engaged in providing welfare services</i>								

Projections

Police / Emergency / Justice								
		Source Popula- tion 2021	Rate of pro- vision 2006	Rate of provi- sion 2021	Number of peo- ple 2006	Number of people 2021	Increase 2006 to 2021	Floor Area Needed (sqm)
Source Population 2006	199,100	252,000	2.11	2.1	420	529	109	5,440
Central & Local Govt								
		Source Popula- tion 2021	Rate of pro- vision 2006	Rate of provi- sion 2021	Number of peo- ple 2006	Number of people 2021	Increase 2006 to 2021	Floor Area Needed (sqm)
Source Population 2006	199,100	252,000	6.37	6.5	1,268	1,638	370	9,240
Welfare Services								
		Source Popula- tion 2021	Rate of pro- vision 2006	Rate of provi- sion 2021	Number of peo- ple 2006	Number of people 2021	Increase 2006 to 2021	Floor Area Needed (sqm)
Source Population 2006	199,100	252,000	3.47	3.54	692	891	200	6,990

Education Data

Data 1

Name:	Population Projections		
Source:	Statistics New Zealand		
Date:	2005		
	% of population in 2006	% of population in 2021	
Pre-school (0-4)	8.0%	7.1%	
Primary / Intermediate (5-12)	12.3%	10.9%	
Secondary (13-17)	7.7%	6.8%	
Post Secondary (20-65)	59.5%	58.7%	

Data 2

Name:	School Roll Data			
Source:	Ministry of Education			
Date:	2005			
Type of School	Number	Total Roll	Average roll per school	Participation rate
Early Childhood	146	7,200	49	0.45
Primary – national	1,179	175,721	149	
Primary – local (contributing and full)	48	18,815	392	4,148
Intermediate – local	5	3,500	700	0.9
Secondary – local	8	10,260	1,283	0.67

Data 3

Name:	Business Demography			
Source:	Statistics New Zealand			
Date:	2005			
	WCC		ARC	
Base data 2005	Units	People Employed	Units	People Employed
Pre School	95	530	307	2,710
Childcare Service	40	320	584	3,810
Total Early Childhood	135	850	891	6,520
Rate	1,475		1,501	

Data 4

Name:	Participation Rates			
Source:	Various			
Date:	Various			
	WCC		Nationally	
Early Childhood – Q of L	54.5	63.9	Source: Q of L	
Early Childhood – MoE Roll (WCC)	0.45		Source: MoE	
Secondary			Source: MoE	
% of over 16s participating	6.6	5.6	Source: Q of L	

Projections

Pre School								
	Source Population 2021	Participation rate (2001)	Participation rate 2021	Number of partici- pants 2006	Number of partici- pants 2021	Increase	Average Unit of provision	Number of additional centres
Source Population 2006								
16,020	17,910	44.94%	50.00%	7,200	8,955	1,755	50	35
Primary / Intermediate								
	Source Population 2021	Participation rate (2001)	Participation rate 2021	Number of partici- pants 2006	Number of partici- pants 2021	Increase	Average Unit of provision	Number of additional classrooms
Source Population 2006								
24,402	27,360	100.0%	100.0%	24,402	27,360	2,958	25	120

Local Retail / Workplaces

Data 1					
Name:	Business Demography				
Source:	Statistics New Zealand				
Date:	2001 / 2005				
	WCC 2001 176,200		WCC 2005 189,940		ARC 2005 1,337,100
G511020 Groceries and Dairies	91	1936	115	75	923
G512100 Fresh Meat, Fish and Poultry Retailing	21	8,390	25	190	245
G512200 Fruit and Vegetable Retailing	26	6,777	28	150	214
G512400 Bread and Cake Retailing	44	4,005	57	170	424
G512510 Fish & Chips, Hamburger and Ethnic Food, Takeaway Stores	61	2,889	84	100	606
G512590 Other Takeaway Food Stores (including sandwiches and savouries) nec	63	2,797	78	160	571
G524300 Newspaper, Book and Stationery Retailing	39	4,518	31	250	331
G525100 Pharmaceutical, Cosmetic and Toiletry Retailing	42	4,195	47	360	404

Data 2							
Name:	Typical Catchments						
Source:	Statistics New Zealand	Waitakere	Region				
Date:	2001 / 2005	2001	2005		2005		
		Number of centres	Average catchment (number of people)	Number of centres	Average catchment (number of people)	Number of centres	Average catchment (number of people)
Corner shops		72	2,459	92	2,057	700	1,910
Local centre		34	5,122	37.6	5,052	324	4,132

Projections

Corner shops						
Source population 2006	Source population 2021	Rate of provision 2006	Rate of provision 2021	Number of centres 2006	Number of centres 2021	Increase 2006-2021
199,100	252,000	2,500	2500	80	101	21
Local centres						
	Source population 2021	Rate of provision 2006	Rate of provision 2021	Number of centres 2006	Number of centres 2021	Increase 2006-2021
199,100	252,000	5,000	5,000	40	50	11

APPENDIX TWO

Typical Growth Planning Processes

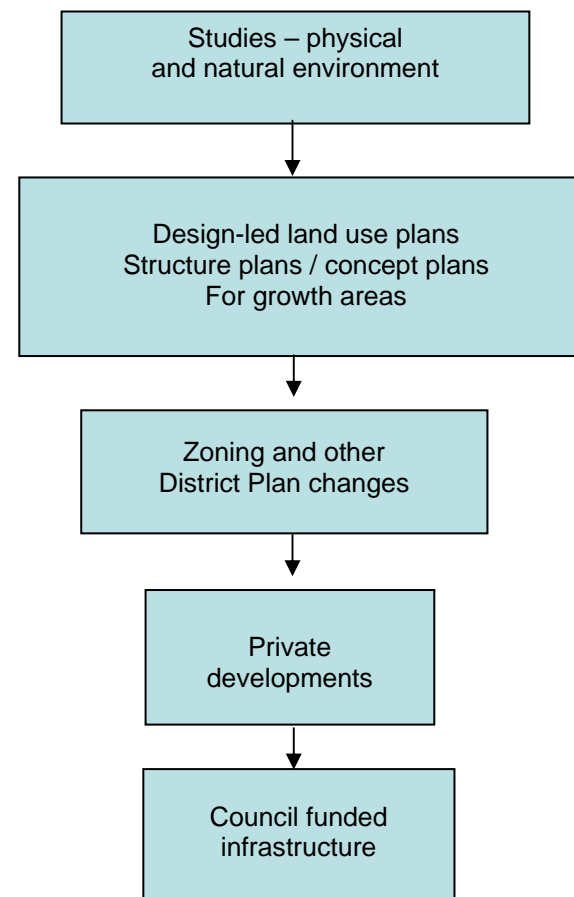
The diagram on the right sets out the normal process followed for the planning of areas subject to growth. Generally a high-order planning document like the Auckland Regional Growth Strategy has identified that a centre will need to grow and expand in the future to cope with additional houses and jobs.

Once a centre is identified, 2 to 3 months before a planning exercise gets underway, a range of background studies are prepared about the constraints and opportunities that apply to the identified area. Social issues may be covered, but often in a general way.

Development of the land use plans generally involves intensive design charettes where over 3 to 5 days there is a concentrated effort to develop land use plans and concepts. Social infrastructure will be one issue considered alongside a range of other issues. There is usually some form of public involvement, through public meetings and focus groups.

After the land use concepts have been debated by the community and agreed to by the Council, there may be changes to the District Plan to enable the type of development sought. This usually involves a further round of submissions, and possibly appeals to the Environment Court.

Private development then starts to occur, and with it increased demands on infrastructure. The planning to date may or may not have anticipated these demands, and infrastructure providers start to respond to these demands in a variety of ways.



APPENDIX THREE

SOCIAL INFRASTRUCTURE PLANNING FRAMEWORK: LITERATURE REVIEW

Waitakere City Council has requested the development of a social infrastructure planning framework to assist with the delivery of social infrastructure in areas subject to growth.

The project is in two stages:

First Stage: Develop a draft social infrastructure planning framework, integrated with growth planning to provide a:

- High level framework of typical infrastructure needs for different types of centres/growth areas
- Develop a process to define and plan for the particular needs associated with individual centres

Second Stage: Apply the framework to New Lynn and Massey/Westgate area and review and modify the framework accordingly.

As part of the first stage the brief requested a “best practice literature review”. As discussed with Waitakere City Council the consultant team found very limited evidence of well developed social infrastructure frameworks existing in other places. The exception was Melbourne where several councils are using similar methodologies assisted by a Melbourne-based consultant group “collaborations.” A consultant from collaborations visited Waitakere City in 2005 and facilitated some workshops that assisted in the development of the project brief for this project. This short literature review summarises the Melbourne examples.

The only other relevant source of information that was found was a project brief for the development of London Thames Gateway Social Framework. The brief included the development of guiding principles; a social framework model; a social framework model delivery plan; a review of agency involvement and engagement; workforce and local economic development content (how best to use social infrastructure to achieve local economic development); and application of the model to six pilots. The total budget for the framework was 300,000 pounds. This work is clearly on a grand scale, although the findings, when available may be of interest for Waitakere.

The Social Planning Framework: City of Melbourne – Planning for People, Place and Communities (undated)

This social planning framework sets the scene for some of the more detailed assessments carried out for particular localities. The scope of the framework is wider than social infrastructure planning, however it describes some tools that have been developed for the purpose of applying them to social infrastructure planning.

The framework highlights the importance of social capital and it aims to “strengthen, develop and measure the social capital within our community.” It is argued that communities high in social capital are characterized by community resilience, high levels of trust, tolerance of diversity and community capacity.

With respect to the Waitakere City Council project the most relevant part of the framework is the description of the “Neighbourhood Social Infrastructure Tool” (NSIT). This tool has been used in subsequent locality based planning.

NSIT involves a set of planning triggers which may help identify needs on a neighbourhood basis. The framework explains the tools purpose which is to guide the planning and provision of social infrastructure. It is methodology for auditing social infrastructure on a neighbourhood basis – providing an empirical basis to gauge priorities and aspirations of local neighbourhoods.

Although the tool is described as “empirical” the NSIT uses a combination of qualitative and quantitative measures or triggers. The examples below illustrate this and demonstrate that application of the tool is often descriptive (i.e. describing a need/gap/issue) rather than definitive .

Southbank/St Kilda Road Neighbourhood Audit

This was a joint study across two jurisdictions in the Southbank/St Kilda Rd area to audit existing social infrastructure against emerging needs to identify priorities for the area. “Collaborations” was commissioned to undertake the study.

The City of Melbourne’s social framework was applied to the study area – including the use of the NSIT - with some modifications to take into account that the City’s approach used triggers that may not reflect the priorities of the “City of Port Phillip”.

The approach involved collecting a range of data and undertaking some research. Key aspects included:

1. Development of a current community profile
2. Future trends demographic modeling
3. Focus/discussion groups
4. Telephone survey
5. Facility mapping (to assess current supply). This was relatively sophisticated and involved geographical mapping of facilities; assessment of accessibility to those facilities; and qualitative assessment of the services provided within those facilities
6. Resident briefings
7. Audit assessment (application of the NSIT) – using information from 1-6 above

The audit assessment was undertaken for ten main types of facilities under the headings of:

- Community information sources
- Community meeting spaces and focal points
- Local transport
- Recreation and Leisure
- Library Services
- Family and Children Services
- Youth Services
- Services for Older Adults
- Cultural Development

Through the audit assessment several types of planning triggers were used. These include:

- Population thresholds – for example for recreation and leisure a trigger is “four publicly assessable facilities per 1000 persons per demographic user group.” There are very few of these type of triggers in this particular study.
- Accessibility measures – for example a library services trigger is “public libraries located in key activity centres within 400 metres of a public transport connection.” This was a more common type of trigger in this particular study.
- General triggers – for example for services for older adults a trigger is “number of individuals aged 70 years and older.” This trigger was also used frequently in this study. Note that it does not indicate anything specific about need but is just a trigger for identifying that there may be some specific needs depending on the number of people in this category.

While the approach is of interest in many ways the framework is sketchy and incomplete. Examples include:

- The underlying model and the way the information and research has been applied is not always explicit
- The analysis appeared to have been driven more by the current community profiles rather than future likely profiles – this is probably a reflection of the difficulty in predicting what the future population characteristics will be
- As noted the triggers are a mix of population thresholds; accessibility criteria; and general triggers that help flag an issue.
- As a result the application of the triggers helps identify issues and gaps but does not produce definitive answers in terms of the social infrastructure needs of the area. Significant additional work would have been required to turn this into a blueprint for social infrastructure planning.

Available funding does not appear to be an overt consideration

Mornington Peninsula Shire Council: Sustainable Communities Planning Framework Part 1: The Framework – Part 1 of 2, 2004

Mornington Peninsula also contracted “collaborations” to undertake this work. It is similar to the City of Melbourne work although more developed in some areas. It is also broader than town centre planning as it includes tools for social impact assessment and other purposes.

The framework was developed under the umbrella of **Melbourne 2030** – a strategic vision for the Melbourne region which is committed to sustainable development. Social sustainability is defined as building social capital or creating net social value. The converse – depletion of social capital (trust, cooperation and reciprocity) is believed to create social deficits; - unemployment; poor health; limited access to education; loss of hope for the future. This in turn compromises the strength and well-being of existing and future communities.

A key development in this framework from the earlier work is the use of a hierarchy of town centres together with a description of the role/function and types of activities each different type of centre is likely to have.

The three types of centres defined are:

Local – up to 1000 residents. This township type is likely to have:

- Local store
- Local open space
- Public transport stop

Service centre – 1000-10,000 residents. This township type is likely to have :

- Local store
- Local open space
- Tourist and resident information point
- Meeting space
- Public transport stop
- General health practitioners
- Maternal and child health centre
- Childcare
- Preschool
- Primary schools
- Community education options
- Sporting clubs

Major activity centre – usually 10,000+ . This township type is likely to have:

- Local open space
- Information point staffed
- Meeting space
- Public transport options
- General health practitioners
- Specialist health practitioners
- Hospital
- Maternal health centre
- Childcare
- Preschool
- Primary schools
- Secondary school
- Community education
- Further education
- Sporting club
- Library
- Youth services
- Home care services
- Council/civil role
- Regional shopping centre
- Regional recreational facilities

It is not entirely clear from this framework how the list was derived however it has been informed in part from the application of a set of triggers for each infrastructure type (similar to the Southbank/St Kilda Rd example above). The report makes it clear that demographic factors are only one driver of service need with other drivers including social expectations; work patterns; cultural tradition; technology and leisure preferences. As a result the triggers are again a mix of population thresholds, accessibility measures, general triggers and in this case satisfaction measures.

For example one of the ten social infrastructure types is “Health”. Eight “sub-types” are defined. These are – hospital; community health centre; GPs; ancillary health (physio); mental health; prevention/health promotion; dental; complementary health.

For a local township the triggers are:

- Information regarding health services available at local service outlets;
- Resident satisfaction with current access to services. Not that this does not state what the satisfaction level should be or what should happen if satisfaction is low – it is merely a trigger to help assess whether provision is adequate

For a service centre the triggers are:

- One GP for every 2000 residents
- Number of health services providers per service type within a ten minute drive. Again this trigger says nothing about level of provision – it’s simply information that should be collected that may, when combined with other analysis, help identify a gap or a need.

For a major activity centre the triggers are:

- Location of health services in key activity centres within 800 metres of a public transport connection and co-located with complementary services and facilities. (An accessibility measure rather than a level of service measure)
- Ratio of hospital beds to population – currently 3.1:1000 acute beds and 1.5:1000 public hospital beds in major cities. This trigger says nothing about whether the current level of provision is adequate.

Moreland City Council: Social, Cultural and Leisure Needs Assessment for Central Coburg: Final Report March 2005

This example (also “collaborations”) is a needs assessment for a particular activity centre – Coburg. It was undertaken as part of the development of Central Coburg 2020 Structure Plan. The assessment was undertaken by applying a framework similar to the framework described in the previous study. The triggers across the 9 infrastructure areas were very similar.

In applying the framework three different future population and development scenarios were tested - limited development, medium development and high levels of development. The commentary accompanying the application of each trigger shows that other information was used to supplement the analysis. Continuing the health example the analysis found:

- Coburg would need 3 more GPs by 2021 based on the trigger of 1 GP for every 2000 residents
- Application of the trigger suggests current under-provision and this is supported by anecdotal evidence that most GPs are operating near capacity and have a catchment larger than the suburb
- 75% of health services meet the accessibility standard of within the centre and within 800 metres of passenger transport
- Potential exists for co-location
- The measure of diversity of services and providers was applied however it is not clear from the report what this revealed about future need
- Satisfaction with services was tested for three household types – family households were more satisfied than other household types
- Four different ways of accessing information about health services were identified

This is just an example – 10 infrastructure/service types were tested in total. The overall assessment for health was that it was an area that required further development to meet future demand as well as current unmet demand. Note that compared to the apparently detailed analysis that was carried out the findings are relatively high level – there is still a major step between the application of this framework and the identification in specific terms of what is needed for the centre.

This is not meant by way of criticism but illustrates the challenges involved in this type of exercise and the difficulty of drawing on best practice to inform a Waitakere framework.

The other contribution of the Coburg report is a short section on models of provision based on the concept of grouping certain activities. This is based on the idea of moving away from single-purpose standalone facilities to encourage a more integrated approach to service and facility planning. Four hubs are suggested. These are:

- Local hub – with walkable access to local open space; local meeting space. Access to information and access to primary schools.
- Information and learning hub – with access to information, library service, meeting space, community education and post compulsory education
- Cultural and spiritual hub – with spaces for reflection; meeting spaces; performance space; exhibition space; large events area; and spaces that represent cultural and spiritual diversity.
- Health and well-being hub – health services; outreach services; community support; legal services; affordable recreational/leisure opportunities; family focus.

For each hub type generic, lifestyle and access attributes are defined and approximate floor space identified. For example for the health and wellbeing hub 5000-7500 square metres floor space might be required. Generic attributes were defined as including:

- Community information
- Health services
- Medicare
- Housing support
- Legal support
- Meeting space
- Sessional services space
- Outdoor relaxation space
- Space for social interaction

Lifestage attributes include:

- Childcare
- Family and aged person friendly
- Recreation space such as adventure playground
- Youth friendly spaces

Locational attributes include:

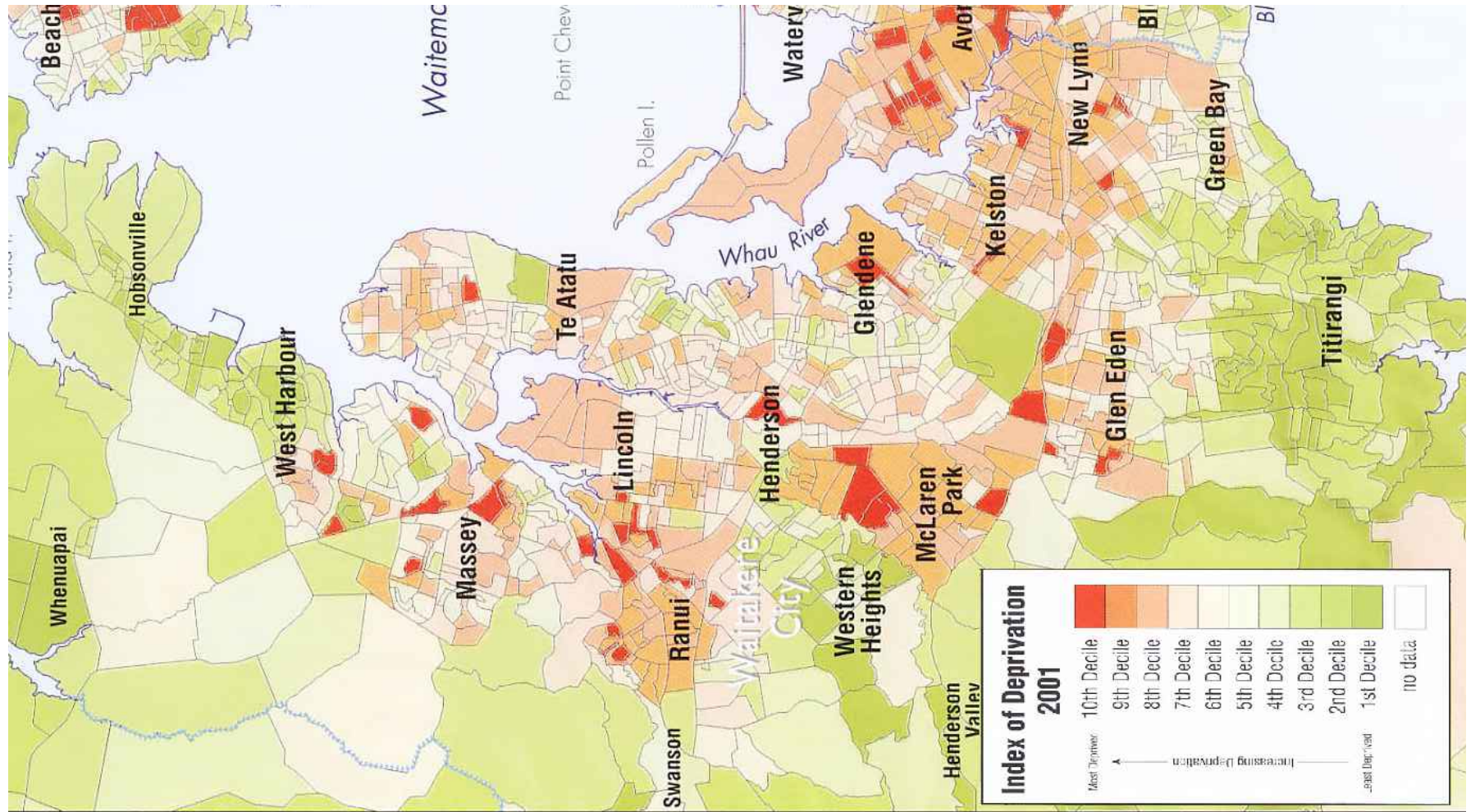
- Co-location
- Access to open space and indoor space
- Ability for cross referral
- Access to multi-modal passenger transport
- Disabled access
- Street frontage
- Integrated into retail centre

Conclusions

The lack of best practice international examples suggests that Waitakere could be one of the leaders of work in this area. The best examples found relate to the Melbourne region. Whilst they provide some useful guidance for the types of tools that Waitakere should develop, an analysis of the underlying methodologies suggests some gaps. The methodologies such as application of planning triggers; and development of town centre typologies and associated needs, have the appearance of providing a rigorous framework. The reality is, however, that they are exploratory in nature and more useful in identifying the types of questions that need to be asked and the types of information that are needed in order to start to answer the questions. As noted above this is not intended as a critical comment but does help highlight the challenges in developing robust framework.

APPENDIX FOUR

Catchment socio economic characteristics



APPENDIX FIVE

Lessons Learnt to date

The draft Social Infrastructure Framework was applied through its application to the northern urban growth area within Waitakere City Council. This process identified the following issues which have been taken into account in the current revision of the Framework:

1. The value of providing good information that is presented in a coherent way, and of constantly updating people and organisations involved about progress and developments
2. The benefits of setting up processes and workshops that bring people and providers together to discuss common needs and issues
3. A lack of understanding amongst planning professionals about the nature of social infrastructure and its differences from other forms of infrastructure (like roads and waste water pipes)
4. The lack of data about current conditions, let alone the difficulties of preparing accurate forecasts of future needs, and how to effectively plan for future needs, given these uncertainties and current planning process that place an emphasis on quantitative standards relating to future levels of provision
5. The different phases involved in the development process, and the need to understand what tasks and processes are important to these phases, with phases involving:
 - Visioning type exercises
 - Structure planning and developing and defending district plan provisions

- Research and develop levels of provision of Council infrastructure that are appropriate to intensively developed centres.
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 - Preparing more detail precinct and asset-based plans and co-ordinating with other infrastructure providers who may not be at the same stage in the planning process
 - Identifying funding streams
 - Resource consent stages, including assessing development proposals against criteria
 - Development stages – scoping, designing and building infrastructure, and/or setting up networks
 - On going maintenance and expansion of services, facilities and programmes.
6. The length of the processes involved (which may well extend over a decade or more) and as a result, the particular need to foster and maintain partnerships and relationships that will endure changes in staff, personnel and policy
 7. The need for some regional-level co-ordination to avoid repetition of effort at the local-level.

These lessons have led to a restructuring of the Framework around the core themes of:

- The nature of social infrastructure
- The need for good data and information
- Processes to promote integrated planning
- Partnerships and collaboration to deliver and sustain social infrastructure.

