

Social Infrastructure Planning Guidelines for Tauranga City Council

Purpose

This document provides guidance on identifying, planning and delivering social infrastructure requirements in response to current and future community needs.

It is recognised that there are many providers of social infrastructure including central government, local government, private sector, and the community itself. The guidelines are written to provide information to Tauranga City Council staff on the social infrastructure planning process and the role that Council has in social infrastructure provision.

The guidelines need to be read in conjunction with SmartGrowth's Subregional Framework for Social Infrastructure Planning to enable a clear understanding of what social infrastructure is, the anticipated outcomes of social infrastructure planning, and the subregional principles used to guide social infrastructure planning in the subregion.

There are two parts to the guidelines.

Part 1 is the process.

Part 1 outlines the social infrastructure planning process and the steps required in each stage of the process. Information is also provided on the types of triggers that may signal the need to commence the social infrastructure planning process.

The guidelines provide a step by step guide to the social infrastructure planning process. It is recognised that the application of each stage could differ depending on the process or project being considered. For example, some steps may not be required or the order in which the steps are applied may be different.

Part 2 is information on the Tauranga City Council delivery of social infrastructure.

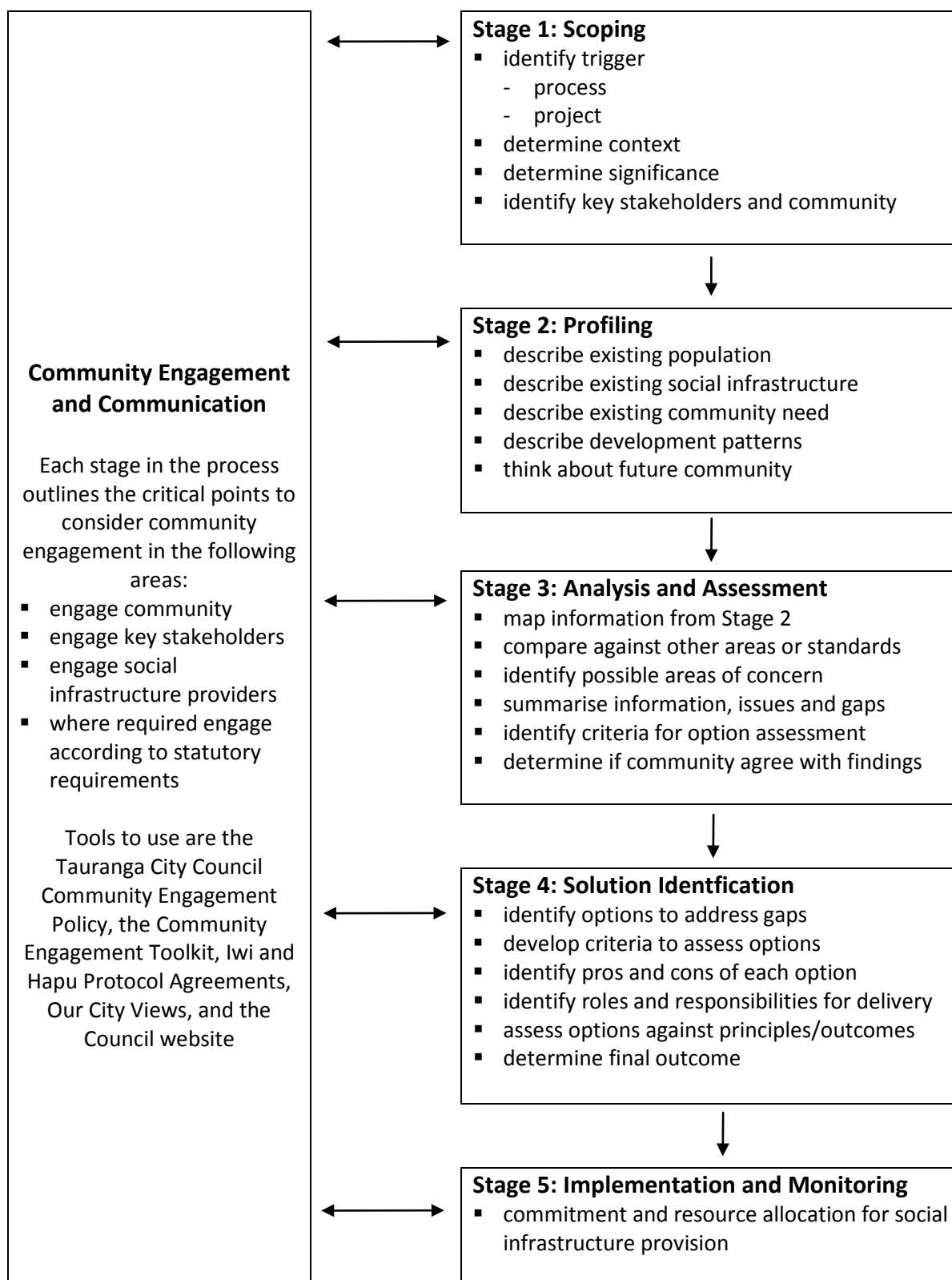
Part 2 identifies social infrastructure requirements in Tauranga then outlines Tauranga City Council's role in providing social infrastructure and how Council goes about meeting its social infrastructure obligations within that role. Gaps in our current planning processes are identified to ensure that social infrastructure planning processes are now considered, along with the identification of future opportunities for integrating social infrastructure planning into our thinking.

First Version: 2009 (TCC ref 2632969)

Updated Version: 2012 (TCC ref 5287467)

Part 1: Tauranga City Council Social Infrastructure Planning Process

Diagram A: Social Infrastructure Planning Process



Stage 1: Scoping

The aim of Stage 1 is to identify what may trigger the use of these guidelines, put some context around that trigger in terms of development patterns and Council's network approach, determine the extent to which the guidelines need to be applied to that trigger, and identify potential key stakeholders and community groups at an early stage.

Step 1.1: Identify Trigger

There are a number of things that people expect to see and have available to them within their community. We have identified these as *accepted community needs* – the core social infrastructure and services required to provide for a community's day to day needs. Appendix A to the guidelines outlines what we think the accepted community needs are.

When there are gaps in this provision, or the standards are not acceptable, or there are differing approaches to this provision across the city, this often will create the need for a process or project to commence. For example, the development of a Tauranga City Council Community Facilities Strategy was driven by the need to explore what community facilities are provided, whether or not they are meeting the community's needs, what levels of service are provided, what Council's role is in community facility provision and so on.

In addition to *accepted community needs* a community may also identify an issue that needs to be responded to in order to help them go about their daily lives. An example of this is the development of the Tauranga City Council Traffic and Parking Bylaw. This is in response to community concerns about boy racer safety and nuisance in certain areas of the city. The *need was identified by the community* and Council responded by initiating the bylaw *process*.

For the purpose of these guidelines it is the process or project that triggers the need to consider and apply the social infrastructure guidelines. An explanation of the triggers is provided below.

Trigger	Explanation	Example(s)
Process	Strategy development or review Policy development or review Plan development or review	<ul style="list-style-type: none">Community Facilities Strategy reviewTauranga District Plan reviewReserve Management Plan review
Project	LTP capital project	<ul style="list-style-type: none">Sport and Exhibition CentreResidential IntensificationArataki Community Centre

Step 1.2: Determine Context

This step involves determining what type of development pattern (see 1.2.1. below) the process, project or need might be responding to, or potentially influenced by, and the size and scale of community and infrastructure that it could affect (see 1.2.2. below). This enables us to provide some initial context around the process or project and do some initial thinking about the types of social infrastructure issues that may need to be considered. For example, residential intensification is an *intensification* project (this is the development

pattern that is intended to take place) and is likely to impact on the network of infrastructure and on the community at a *neighbourhood* level.

1.2.1. SmartGrowth Development Patterns

The typologies provided here describe the common characteristics of development patterns in Tauranga and indicates considerations for social infrastructure planning in response to likely community needs.

a. Greenfield

Greenfield refers to areas of undeveloped land suitable for urban development and typically located on the edges of the urban area. These can be in single or multiple ownership. The development of greenfield communities provides an opportunity to get the planning right and out into practice a number of strategic goals to facilitate the efficient delivery of social infrastructure requirements. This needs to be done in terms of likely population that will locate to the greenfield area, existing provision located around the greenfield area, and accessibility to the wider network of social infrastructure provision.

Community engagement with social infrastructure providers is essential at the early stages of planning for greenfield areas both to identify Council's plans for the area in terms of projected population, urban form, housing densities, and timeframes, and to identify what plans other organisations have in place to cater to the likely social infrastructure requirements of new greenfield areas. It is important to consider the early provision of social infrastructure such as community facilities and access to public transport to help form the basic building blocks of the community.

b. Intensification

Intensification refers to higher density residential development generally focused around existing activity centres. Housing densities tend to range from medium to high density. Creating higher density residential development around activity centres can help to maximise efficient use of land and convenience by providing high levels of access to facilities and services, and public transport. The smaller house size creates more dependence on the provision of public infrastructure such as open space and community facilities, and can often trigger the need for private provision of facilities within a building development.

Locating more people into an existing urban area can increase the pressure on use of existing social infrastructure facilities and services. The potential impact from this and the ability for existing facilities and services to cope with any increase in capacity will need to be assessed (see Stage 2 and Stage 3 of the process).

c. Infill

Infill refers to new development in established residential areas. This development tends to happen over a long period of time but the cumulative effects of infill can have an impact on existing communities and the expectations of new people coming into the area. Areas where infill development occurs typically should have access to a range of social infrastructure facilities and services, or have the suitable transportation links in place to provide good access to social infrastructure provision.

The need for additional social infrastructure is dependant on the capacity of existing infrastructure to cope with the existing population and new residents and their demands. The characteristics of the old and new population need to be identified and assessed against the ability of the existing social infrastructure to meet community need.

d. Rural and Rural Residential

Rural or rural residential development refers to large lot residential subdivision in a rural or semi-rural setting typically located on the edge of the urban area. These areas are developed to very low densities therefore the open space and amenity provided in these areas is considerable and reflects a lifestyle choice for those that locate to a rural/rural residential style of living. There is a very basic rate of service provision for these areas and the expectation that the community will access social infrastructure in urban centres. Therefore transport links and access to public transport opportunities is essential.

e. Papakainga

The SmartGrowth Strategy defines papakainga housing as the *“development by Tangata Whenua of an area on any land in the traditional rohe of Tangata Whenua that is developed for live, work and play including but not limited to residential, social, cultural, conservation and recreation activities”*.

The Maori Housing Toolkit provides a step by step guide designed to assist Maori to develop papakainga proposals on multiple owned Maori land. Consideration of social infrastructure planning and requirements is included in the Toolkit and will be applied to Papakainga housing development through the Toolkit process. The Maori Housing Toolkit can be found at www.westernbay.co.nz

1.2.2. Tauranga City Council Network Approach

A network is made up of a number of facilities or services that are provided across the city that collectively contribute to the total network of provision of that facility or service. For example, the roading network is made up of a hierarchy of roading that provide different roles, functions, and characteristics (eg. arterials, collectors, local roads) but together they form the roading network and achieve the overall purpose of that network.

Tauranga City Council’s approach to infrastructure generally is to treat infrastructure as a network of provision. This is the case for most things we do, including roads, utilities, open space, and community facilities. We do this to clearly outline the overall objectives of providing the network at a broad level, maximise efficiencies and use of resources, identify network level of service requirements, recognise potential for flow on effects of decision making based on individual provision, and decrease the risk of duplication of provision.

The network is generally characterised by four different levels of provision. Each level is likely to have different requirements to reflect the size of the area both in terms of population and physical boundaries, the expectations of the community, and the makeup of the community. It is noted that the boundaries for each level can be difficult to define, and in some cases flexibility needs to be practiced.

a. Neighbourhood (or Local)

Neighbourhood areas are characterised by small, often distinct communities. They can be defined by the community themselves and often have focal points or hubs that the community strongly associate with such as community support centres, community centres, or open space areas. A neighbourhood area is generally characterised as a walkable community therefore the provision of safe and accessible pedestrian connections is important. Access to public transport is vital so that a greater variety of social infrastructure facilities and services can be reached.

Planning for these areas needs to be undertaken in close partnership with the local community as often there is already a great sense of community cohesion in these areas and any change would need to be carefully thought through to ensure that this is not compromised in anyway.

b. Suburban

Suburban areas are characterised by a number of different neighbourhoods. This means that there is likely to be a greater range of facilities and services required to service a more diverse community of people that live in a larger geographic area. Access to public transport is important in suburban areas. These areas generally have access to branch or local facilities that are part of a wider network of provision. For example, branch libraries such as the Greerton Library which has a lower level of provision than the central library but is more accessible to the local community. The location of larger areas of open space and greater diversity of open space types is expected in a suburban area.

Suburban social infrastructure is likely to include access to primary schools, branch health services and social services, and community and social networks.

Planning for these areas will need to recognise that there are likely to be a diversity of people that have a range of requirements that need to be considered.

c. Citywide

The citywide area encompasses the boundary of Tauranga City Council therefore it takes into consideration all the different communities and typologies that make up Tauranga. This is generally where a network approach is taken.

d. Subregional

The subregional area encompasses Tauranga City and Western Bay of Plenty District. Recognition of the potential for different level of service approaches and differing community expectations need to be considered. Planning at this level is generally considered as part of the SmartGrowth implementation and review process.

Step 1.3: Determine Significance

The extent to which the guidelines are applied to a process or project is dependant on the significance of that process or project. The significance therefore needs to be determined at the commencement of the process or project.

Tauranga City Council's Significance Policy defines significance as:

"... the degree of importance of the issue, proposal, decision, or matter ... in terms of its likely impact on, and likely consequences for:

- *the current and future social, economic, environmental, or cultural wellbeing of the district or region;*
- *any persons who are likely to be particularly affected by, or interested in, the issue, proposal, decision or matter;*
- *the capacity of the local authority to perform its role, and the financial and other costs of doing so."*

If the process or project is likely to generate a high level of community interest or result in or influence a significant change in the community (physical or other) then it is likely that all the stages and steps in the guidelines will need to be applied.

If this is not the case then a conscious assessment is required at this stage of the process to determine what stages and steps are important and need to be applied, recognising that there is flexibility to adjust this approach along the way. This information should then be incorporated into the project plan for the process or project.

Step 1.4 Identify Key Stakeholders and Community

It is helpful at the start of the process or project to identify who the key stakeholders are that might need to be involved in applying these guidelines. Appendix A provides a list of potential organisations to think about. A determination will need to be made as to the extent of their involvement in the process or project. The significance of the process or project should give some guidance on this and consideration of any statutory requirements (such as involvement of tangata whenua).

Options for involving key stakeholders include but are not restricted to:

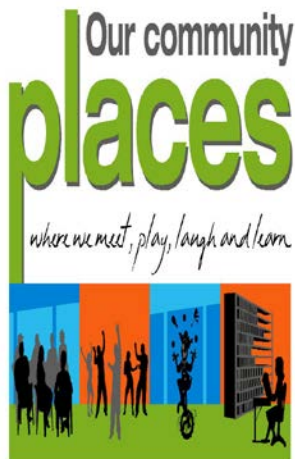
- inclusion in the project team for the process or project
- involving and engaging at relevant stages or steps in the process or project
- establishing a reference group for key stakeholders that liaises with the project manager
- one on one meetings as required throughout the process or project

The following information gives an idea of the some of the different types of groups that can often make up a community and that may need to be considered when undertaking a process or project.

- older people
- young people
- families
- Maori

- ethnic groups
- migrants
- disabled people
- unemployed people
- people on low incomes

This is not intended as an exhaustive list but provides recognition of the diverse needs that can occur within a community.



Stage 1 Example: Our Community Places (Community Facilities Strategy)

At the start of the strategy a project plan and scoping document was developed to highlight why the strategy is required, the scope of the strategy, who needs to be involved through the process, the network approach taken, and key challenges that need to be considered such as population growth.

All of this information helped to put the strategy into context and identify the type of process that was required to ensure we got good outcomes and fully engaged with the relevant sections of the community.

Stage 2: Profiling

The aim of Stage 2 is to provide information on the characteristics of existing and future communities within the area being looked at.

The thing to think about when working through the steps below is *what do I need to know that may influence or have some bearing on the project or process I am working on?*

Step 2.3 has been highlighted as it is more than likely that community engagement will be required to determine whether or not the existing social infrastructure provision is adequate and what the local values and priorities are for social infrastructure in the community.

Steps and tasks	Possible Source(s) of Information
<p>Step 2.1: Describe existing population</p> <ul style="list-style-type: none"> ▪ population ▪ age/gender/ethnicity ▪ socio-economic status eg household income, average wage, employment information ▪ potential target groups eg children, older people 	<p>Statistics NZ Census data</p> <p>Priority One Economic information</p>
<p>Step 2.2: Describe existing social infrastructure (see below for suggested template)</p> <ul style="list-style-type: none"> ▪ Council provided social infrastructure provision, place in network, catchment, use and capacity ▪ non-Council provided social infrastructure provision, place in network, catchment, use and capacity ▪ infrastructure levels of service (if relevant) ▪ location and distribution of infrastructure ▪ planned social infrastructure or planned changes to existing social infrastructure ▪ community focal points (if any) 	<p>Tauranga Community Directory</p> <p>Social Infrastructure Providers (see Appendix A)</p> <p>Accepted community needs (see Appendix A)</p> <p>Social infrastructure maps (see Subregional Resources)</p> <p>Tauranga City Council strategies</p>
<p>Step 2.3: Describe existing community need</p> <ul style="list-style-type: none"> ▪ previous approaches to Council (or other providers) for social infrastructure issues or provision ▪ community values and priorities ▪ how well existing infrastructure meets community demand 	<p>Tauranga City Council Annual Plans or LTP</p> <p>Previous community engagement outcomes from the area</p> <p>Social Infrastructure Providers</p>
<p>Step 2.4: Describe development patterns</p> <ul style="list-style-type: none"> ▪ type of housing ▪ density of housing ▪ distribution of housing ▪ resident/non-resident population 	<p>Tauranga City Council and Western Bay of Plenty District Council Development Trends report</p>

Steps and tasks	Possible Source(s) of Information
	Tauranga City Council strategies Social Infrastructure Providers
Step 2.5: Think about the future community <ul style="list-style-type: none"> ▪ SmartGrowth population projections and assumptions ▪ changing trends – social, recreational, demographic etc ▪ potential impact of any planned changes 	SmartGrowth population projections Social Infrastructure Providers Tauranga City Council strategies

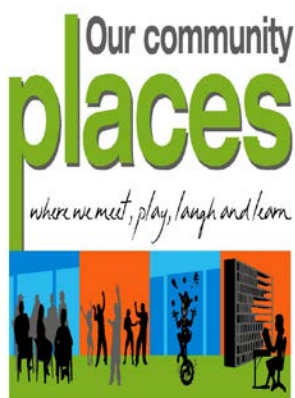
- *Sample template for existing social infrastructure provision (Step 2.2):*

Area Name	Community facility or services	Health facility or services	Emergency facility or services	Education facility or services	Arts and cultural facility or services	Recreation facilities or services	Other
Merivale	Merivale Community Support Centre	Some services operate from MCC		Merivale Primary School	Some services operate from MCC	Merivale Action Centre Surrey Grove neighbourhood reserve	Church

- *Sample template for specific facility information (Step 2.2):*

Type of facility	Merivale Community Support Centre
Target group	Merivale community – all ages, gender and ethnicities
Location	Kesteven Avenue, Merivale (access from Fraser Street) Community focal point (with shops and school) for Merivale
Accessibility <ul style="list-style-type: none"> - access to public transport - proximity to activity centres - access to pedestrian and cycle networks - access for disabilities 	Public transport within walking distance Local shops within walking distance Pedestrian and cycle connections on Fraser St Disability access provided
Catchment area and network (if relevant)	Catchment is Merivale community as defined in <i>Positive and Proud</i> (community development report for Merivale) The Centre is part of a wider network of community support centres but each operates individually and under different circumstances to

Type of facility	Merivale Community Support Centre
	cater to the needs of their community. There is information and knowledge sharing between each of the centres.
Services provided	<ul style="list-style-type: none"> ▪ health services ▪ youth activities and programmes ▪ community development ▪ social services (eg counselling)
Capacity <ul style="list-style-type: none"> - current level of use - ability to provide for higher/lower level of use 	Need to expand – have grown out of premises and exceeded possible use of space. Wish to expand services to cater to increase in demand and greater variety of services and activities required.
Plans to alter/expand <ul style="list-style-type: none"> - short term (1-2 yrs) - long term (2 yrs +) 	Limited by lack of funding and opportunities to expand
Ownership and management	Land and building owned by TCC TCC lease to Merivale CC Merivale CC operate and manage facility



Stage 2 Example: Our Community Places (Community Facilities Strategy)

To help understand the different needs within different areas of the city, we divided the city up into 7 geographic areas. A profile of each area in terms of population, existing facilities, and growth considerations was then put together and included in a Geographic Area Plan (the "GAP"). Focus groups were also held within each community and with key organisations involved in community facilities to understand their needs. The GAP helped us to understand the communities in the city and their challenges, issues and needs with regard to community facilities.

Stage 3: Analysis and Assessment

The aim of Stage 3 is to work through the information from Stage 2 to determine what community needs will be both now and in the future. Depending on the significance of the process or project it is more than likely that this Stage will require a joint approach with organisations responsible for social infrastructure provision so that a comprehensive plan can be developed.

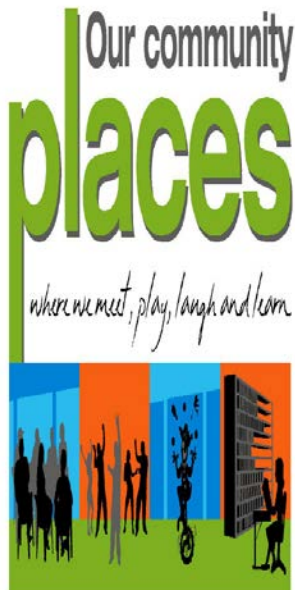
Step 3.5 has been highlighted as community engagement will be required to determine whether the findings (in terms of gaps and future needs) are confirmed by the community.

Steps and tasks	Possible sources of information and tools to use
<p>Step 3.1: Map information from Stage 2</p> <ul style="list-style-type: none"> ▪ use mapping tools to visually show: <ul style="list-style-type: none"> - inventory information (including what is planned) - population information - socio-economic information - hierarchies of provision (if relevant) - transport links - future growth considerations 	<p>Tauranga City Council Geographic Information System</p>
<p>Step 3.2: Compare provision against other areas and/or standards</p> <ul style="list-style-type: none"> ▪ assess provision against other areas using benchmarks, level of service standards, population based standards, or targets where appropriate ▪ consider where there are gaps, where standards are met, and where there may be an oversupply 	<p>Levels of Service (refer to LT or strategies in Part 2)</p> <p>Information from other Councils</p> <p>Social Infrastructure Providers</p>
<p>Step 3.3: Identify possible areas of concern</p> <ul style="list-style-type: none"> ▪ consider different needs associated with different target groups and whether or not these are provided for ▪ consider different types of need* ▪ consider barriers that restrict access to facilities and services ▪ consider capacity to cater to future demand ▪ consider community capacity to deliver social infrastructure requirements 	<p>Stage 2 outcomes</p> <p>Social Infrastructure Providers</p> <p>Wellbeing Checklist and Impact Assessments (eg Cultural Impact Assessment, Social Impact Assessment etc)</p>
<p>Step 3.4: Summarise information, issues, and gaps</p> <ul style="list-style-type: none"> ▪ use information from Step 3.2 and Step 3.3 ▪ consider impact of future community profile and potential community demands 	<p>Social Infrastructure Providers</p>
<p>Step 3.5: Determine if community agree with findings</p> <ul style="list-style-type: none"> ▪ determine whether or not findings reflect the community thinking ▪ consult with organisations that deliver social infrastructure 	<p>Community Engagement Toolkit</p> <p>Social Infrastructure Providers</p>

Steps and tasks	Possible sources of information and tools to use
<ul style="list-style-type: none"> ▪ consult with key stakeholders and community leaders ▪ consult with social infrastructure users ▪ agree on what the gaps are taking into account the community feedback 	

**Sometimes the need for something can be driven from a set of different circumstances. This can often help determine what the potential response could be. Some examples of these different drivers or circumstances are outlined below:*

- **Felt need** – what people say they need through community engagement feedback
- **Expressed need** – actual demand based on factual information
- **Normative need** – expert analysis of need eg social and demographic trends
- **Comparative need** – comparable rates of provision against other areas
- **Latent need** – needs that users are not aware of yet identified through research and trends



Stage 3 Example: Our Community Places (Community Facilities Strategy)

To assist in the GAP analysis, maps of the citywide network of community facilities, and of community facility provision in each geographic area were produced. This gave us a good idea of the distribution and accessibility of community facilities to communities, and highlighted where gaps existed, noting that other information on the function, use, and status of the facilities was also relevant.

A summary document was prepared to highlight the issues and opportunities identified by the community and through the profiling stage of the strategy process. This summary document was used as a basis for discussions with the elected members on their roles in the provision of the community facilities network and helped to determine what would be included in the draft Community Facilities Strategy.

Stage 4: Solution Identification

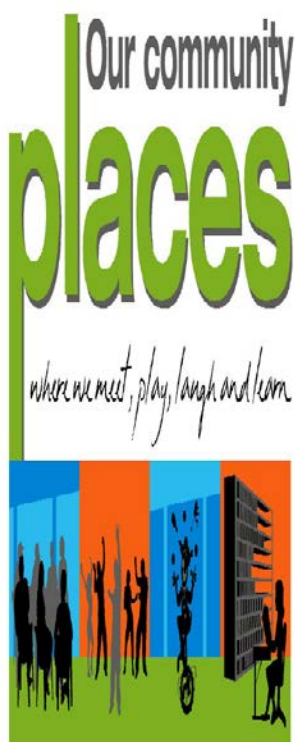
The aim of Stage 4 is to identify potential responses to the issues, gaps and outcomes from Stage 3.

Depending on the significance of the process or project this stage will require a joint approach with organisations responsible for social infrastructure provision so that a comprehensive plan can be developed.

Step 4.3 has been highlighted as community engagement could be required to identify different points of view and responses to each option.

Steps and tasks	Considerations	Possible sources of information and tools to use
Step 4.1: Identify options to address the gaps from Stage 3	<ul style="list-style-type: none"> ▪ increase utilisation of existing infrastructure ▪ modify existing infrastructure to meet needs ▪ partnership arrangements ▪ co-location opportunities ▪ integrated service delivery ▪ staged delivery of infrastructure ▪ future proofing ▪ appropriate location 	<p>Principles as outlined in Social Infrastructure Planning Framework for western Bay of Plenty Subregion</p> <p>Tauranga City Council strategies</p>
Step 4.2 Develop criteria to assess options	<ul style="list-style-type: none"> ▪ consider what is important in assessing the options ▪ criteria could be based on goals or principles ▪ site criteria should be developed to assess physical locations for infrastructure 	<p>Site assessment template example (TCC ref 305508)</p>
Step 4.3: Identify pros and cons of each option	<ul style="list-style-type: none"> ▪ work through pros and cons considering against economic, social, environmental and cultural wellbeings ▪ include different points of view of different stakeholders and community members for each option (where applicable) 	<p>Tauranga City Council evaluation template (TCC ref 2095651)</p>
Step 4.4: Identify roles and responsibilities for delivery of each option	<ul style="list-style-type: none"> ▪ responsibilities for delivery of each option ▪ funding ▪ sources of funding ▪ priorities ▪ timing 	<p>Tauranga City Council evaluation template (TCC ref 2095651)</p>

Steps and tasks	Considerations	Possible sources of information and tools to use
Step 4.5: Assess options against specific outcomes identified in the Framework	<ul style="list-style-type: none"> ▪ assess extent to which the options achieve the outcomes 	Social Infrastructure Planning Framework for western Bay of Plenty Subregion Tauranga City Council evaluation template (TCC ref 2095651)
Step 4.6: Determine final outcome	<ul style="list-style-type: none"> ▪ Elected Member direction required to determine final outcome and Council's role in this 	Tauranga City Council evaluation template (TCC ref 2095651) Tauranga City Council report template (TCC ref 604287)



Stage 4 Example: Our Community Places (Community Facilities Strategy)

Prior to the Draft Strategy being adopted, a number of issues and options papers and evaluations were prepared and presented to Council to work through options available to address gaps in provision of community facilities.

These documents highlighted specific issues that needed to be addressed (eg lack of multi use and flexible spaces) and considered the options available to address these issues, the cost of the options, how the options achieve specific criteria, and who would be responsible for delivery of the options. The evaluations considered specific proposals (eg Bethlehem Campus community share proposal) and provided detail on the proposal, how its fits with what Council does, what the community need is, and options for Council involvement.

The final outcomes of these documents were incorporated into the Draft Community Facilities Strategy which was adopted for public consultation – to see if we got it right!

Stage 5: Implementation and Monitoring

The aim of Stage 5 is to identify a plan for delivery of social infrastructure requirements. This may be a joint plan or wholly a council plan, depending on the scale or type of the process or project.

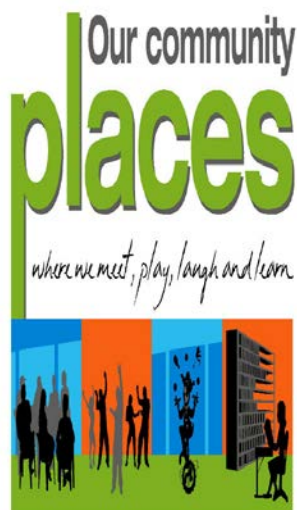
This stage will need to identify the commitments made in terms of funding, timing, and resources for delivery of social infrastructure. The social infrastructure plan should be part of a wider plan for infrastructure provision for the area concerned.

Monitoring of delivery of social infrastructure is a requirement of the project or process that has been undertaken. Each council or agency that has committed to lead on delivery of specific actions within the plan is expected to incorporate these actions into their own planning and monitoring processes.

Delivering on Council commitments within the plan:

- Council commitments within the plan are to be incorporated into Council's budget as projects considered as part of the LTCCP or Annual Plan process.
- Council projects included in the LTCCP or Annual Plan will each have monitoring requirements within Council to assess how and when they are delivered.
- In some circumstances the commitment will need to be reflected in the relevant organisational agreement (eg Sport BOP relationship agreement).

The process for overall monitoring against the plan is to be determined at this stage of the process.



Stage 5 Example: Our Community Places (Community Facilities Strategy)

The final Community Facilities Strategy has an implementation plan that outlines all the projects and actions that need to occur to achieve the vision, goals and principles of the strategy.

The implementation plan identifies the project, why it is required, who will do it, how much it will cost, when it will happen and any strategy linkages. This information was then considered and prioritised in Council's LTCCP process. The Strategy also includes a section on monitoring and review of each goal to determine how we measure whether or not we are achieving it. These measures are now incorporated into Council's annual reporting processes.

Part 2: TCC Social Infrastructure Planning & Delivery

This section explains how TCC applies the Framework and Guidelines to ensure it meets its commitments to provide appropriate social infrastructure. Some gaps were identified during development of this section and these are also included, with an implementation plan to address them.

Decision-making Framework

TCC's Decision-making Framework brings together all the information and aspirations that Council and the community have for their city, and helps to guide decisions that Council makes for the city both now and into the future. There are three levels to the framework:

- Level 1 – City Vision statements (what Tauranga will look and feel like in the future)
- Level 2 – Council Outcomes (what Council's contribution is to the City Vision)
- Level 3 – Strategy and plans (direction in place to help guide what needs to be done)

The strategies and plans are the key documents that guide what we will do and how we will do it.

Refer to the Ten Year Plan for information on how the framework fits together.

Definitions

For planning purposes, TCC defines strategies, plans and policies as follows:

Strategies

Action-focused documents with the purpose of moving from 'where we are now' to 'where we want to be'. Strategies contain a vision, objectives/goals and an implementation plan for getting there.

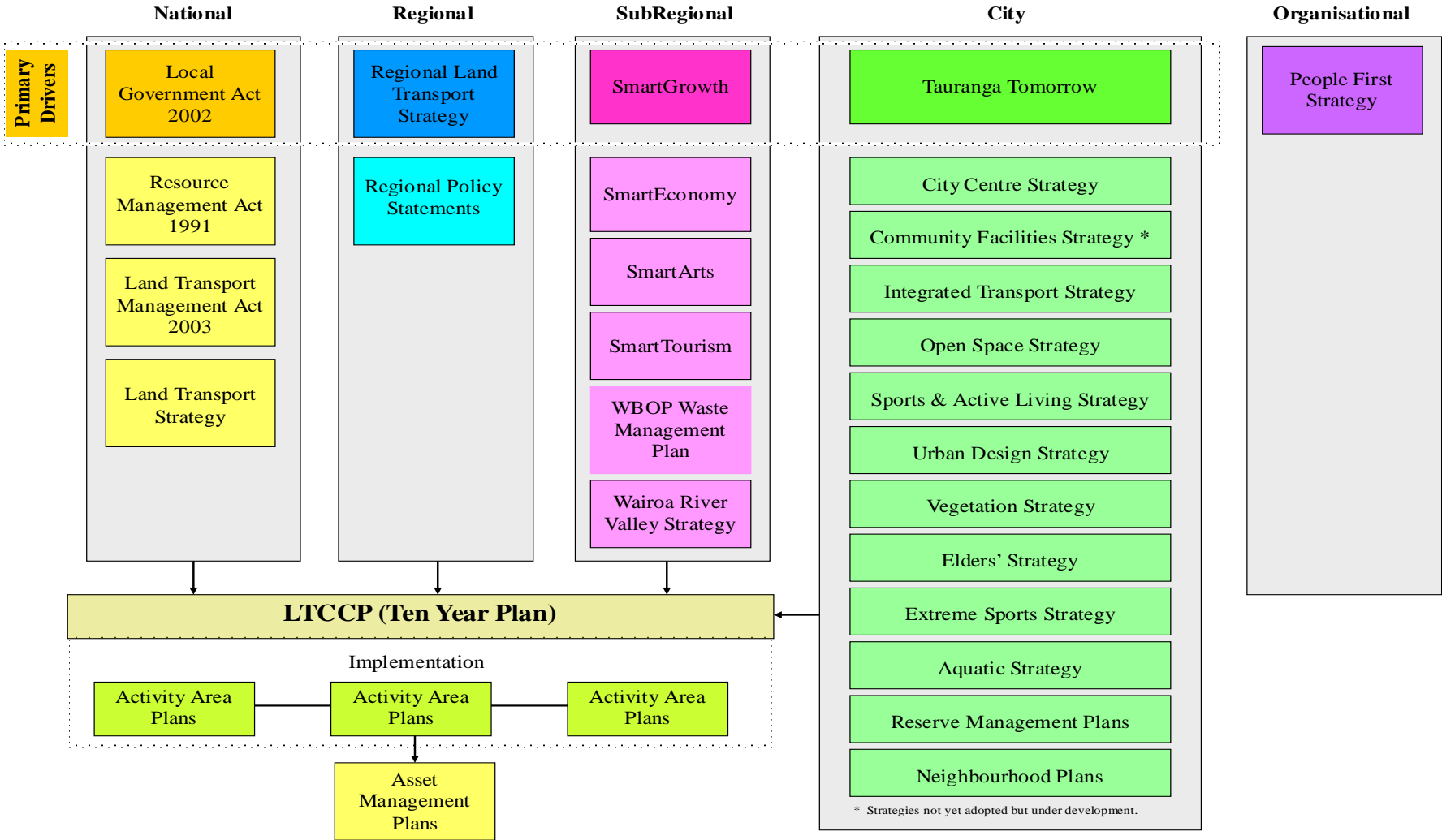
Plans

Similar to strategies, but are often required by legislation (e.g. Waste Management Plan, Reserve Management Plans) or may relate to a specific area (e.g. neighbourhood plans).

Policies

Guidelines for decision-makers to enable them to make consistent decisions over time. More formally: A policy is the established conduct for an organisation to undertake a course of action to enable it to achieve agreed objectives. A policy provides the statement of intent on a particular issue. Policies arise from the major strategic directions, values and principles of an organisation.

STRATEGY FRAMEWORK



TCC Guidelines for strategy, plan and policy development

TCC's strategies, plans and policies are developed and reviewed according to adopted guidelines as outlined below. These guidelines, along with these social infrastructure planning guidelines, ensure our processes are robust and consistent.

1. Strategy Guidelines

TCC ref # 866949

These strategy guidelines provide a one stop point of reference for organising Council's approach to developing and delivering strategies. They are intended to guide staff through the development of strategies.

There were 3 key drivers for developing this guide:

- To ensure a consistent approach in strategy development
- To ensure strategies are developed with clear implementation plans that can be linked to activity planning and the Ten Year Plan
- To ensure elected members, stakeholders and the community have a chance for input at the appropriate level.

2. Policy Guidelines

TCC ref # 213263

The policy guidelines and framework provides a useful administration structure for organising Councils' approach in developing and maintaining policies and procedures to ensure they remain relevant, consistent and effective. A policy framework ensures key policies are developed through a planned approach providing direction in the way Council conducts its business. A policy framework also provides a structure for separating policy statements from procedural process.

3. Bylaw Template

TCC ref # TBD

The bylaw template ensures that bylaw documents are consistent across the organisation. The approach to bylaw development and review is also standardised, ensuring consistency of process including all legislative requirements being met.

4. Neighbourhood Plan Guidelines

TCC ref # 2563590

The Guide outlines a basic process for facilitating the development of a neighbourhood plan. A neighbourhood plan is a written document that identifies what a community would like their neighbourhood to look and feel like in the future and outlines the actions to achieve the vision. Typically Council has played a facilitation role in the development of neighbourhood plans for Mount North, Merivale, and Greerton. Neighbourhood plans can also be developed by the community with Council participating in the process along with other organisations and the community (eg. Welcome Bay Community Plan). The Guide recognises that while there is no "right" way to develop a neighbourhood plan and that every neighbourhood will need to adopt its own planning processes to suit their unique situations, there are a number of basic steps that each process will have in common.

5. Reserve Management Plan Guidelines

TCC ref # 4069079

These guidelines identify the process to either review or develop a reserve management plan. They take into consideration Council processes as well as the legislative requirements of the Reserves Act 1977.

6. Development of Place Management Guidelines

TCC ref #3214535

The memo outlines the thinking behind a Place Management Approach to areas of the city and initiates the development of guidelines to help this to occur. Note that the guidelines are due to be developed but will be done so in accordance with information identified in the memo and other background information used as part of this process.

How strategies and plans are implemented

Many of TCC's strategies and some of its plans have been developed around 2005. Where required these strategies have either been updated or reviewed to ensure that they remain relevant moving forward.

A process is now in place to ensure that actions within strategies and plans translate into projects to be considered during the LTCCP (Ten Year Plan) and Annual Plan processes. Once included in the Ten Year Plan or Annual Plan, these projects are included in Council's standard delivery, monitoring and reporting processes. These steps are briefly outlined below:

- 1 One of the initial steps in the LTCCP preparation processes is to do a **strategy stocktake**. This requires each 'strategy manager' (manager with lead responsibility for each strategy or plan) to coordinate a status update for each action within their strategy or plan.
- 2 This information is collated and assessed to determine what actions have and have not been delivered (or planned for delivery) to date. This is summarised to give an overall picture of how TCC is progressing with its commitments within each strategy or plan.*
- 3 New projects are set up and entered into the **Ten Year Plan prioritisation process** for any actions that require them (i.e. that haven't yet been translated into projects for consideration).
- 4 Once projects have been approved as part of the adopted Ten Year Plan or Annual Plan, there is a during-the-year monitoring process, the **two-monthly monitoring report to Executive Team and Elected Members**, to ensure they are implemented as planned. Additionally, key projects are separately reported on in the **Annual Report**.
- 5 The strategy stocktake process is repeated in the early stages of the next Ten Year Plan preparation process ... and the cycle continues. (Note: the Ten Year Plan is revised every three years).

*Overall strategy monitoring and review is determined within each specific strategy or plan development process. This will normally include both a status check on progress against all actions in the implementation plan, as well as an assessment of how well the aims of the strategy are being achieved.

Council also has a number of other agreements in place that assist in the provision of social infrastructure to the community. These include relationship agreements with organisations like Sport Bay of Plenty and Creative Tauranga, funding agreements with organisations like Citizens Advice Bureau and Foodbank, and partnership agreements with organisations like schools to provide access to facilities for the community. All of these agreements have monitoring requirements in place.

Gaps identified and action plan to address

During development of the social infrastructure framework and guidelines, the following gaps were identified in both current Council processes and in social infrastructure to which Council contributes. Actions have been agreed, including timeframes and responsibilities, to address these gaps:

#	Gap	Action	By when	Lead by
GAPS IN COUNCIL PROCESSES				
1	Guide for developing structure plans	Develop NEW guide <i>(within Growth Issues Project, project # 8, good practice approaches to proposed new growth areas)</i>	?	Growth Issues Project Team
2	Public Art Policy	Develop NEW policy	?	Strategy & Policy
3	Disability checklist for new public facilities	Develop NEW checklist – to be used at planning stage. Will occur as part of development of Disability Strategy.	2012	Strategy & Policy
4	Update strategy development guidelines	AMEND existing guidelines	2012	Strategy & Policy
5	Update policy development guidelines	AMEND existing guidelines	2012	Strategy & Policy
GAPS IN SOCIAL INFRASTRUCTURE				
1	Contribute to development of effective solutions to affordable housing issues in the sub-region	Work out how – not a Council lead role action, but do have a “contribute and support” responsibility.	?	Strategy & Policy

How TCC fulfils its role in social infrastructure provision

Two tables follow:

1. The first table identifies the strategic drivers for and tools that guide Council's provision (or support for provision) of social infrastructure.
2. The second table identifies social infrastructure provided (or supported) by Council that is driven more by higher-level community wellbeing than by specific strategies or plans.

Note: For simplicity social infrastructure provided by / supported by Council has been included under the 'best fit' strategy or plan, however strategies and plans are often linked and some social infrastructure will also link to strategies and plans other than the primary one shown in Table 1.

Table 1. Strategic drivers for and tools that guide Council's provision (or support for provision) of social infrastructure

Level	Strategy / Plan	Council provision of / support for social infrastructure	Tools used to guide provision (level/form)
City	Aquatics Strategy, 2012	<p><u>Hard infrastructure:</u></p> <ul style="list-style-type: none"> • Aquatic network (Baywave, Mount Hot Pools, Greerton Pool, Memorial Pool, Otumoetai Pool) <p><u>Soft infrastructure:</u></p> <ul style="list-style-type: none"> • free play • Interactive water play • Learn to swim • Recreational fitness • Squad and sports training • Sports events • Water therapy 	<p>Community Share Policy</p> <p>Statement of Intent with Tauranga City Aquatics Limited (TCAL)</p>
City	Our Community Places Strategy 2008	<p><u>Hard infrastructure:</u></p> <ul style="list-style-type: none"> • Community centres: Papamoa Community Centre, Arataki Community Centre • Community halls: Six. • Library network: Central, Greerton, Mount, Mobile • Land & buildings at nil or minimal cost to: Merivale Community Centre. Papamoa Community Support Centre. Women's Refuge. • Land for community use <p><u>Soft infrastructure:</u></p> <ul style="list-style-type: none"> • Community support (see list at end of table) 	<ul style="list-style-type: none"> • Strategy is supported by geographic area plans • Indoor Facilities Blueprint • Libraries levels of service (reviewed in 2012) • Community centres and halls levels of service determined through strategy process • Community Share Policy • Sub-regional Community Facilities Funding Evaluation Policy
City	Elders' Strategy, 2008 TCC are leading development of an age friendly city strategy in 2012	<p><u>Hard infrastructure:</u></p> <ul style="list-style-type: none"> • Elder Housing (254 units + staff liaison role). <p><u>Soft infrastructure:</u></p> <p>Support the Elders' Forum (administrative support for quarterly meetings)</p>	<ul style="list-style-type: none"> • Elder Housing Tenant Eligibility Policy

Level	Strategy / Plan	Council provision of / support for social infrastructure	Tools used to guide provision (level/form)
City	Transport Strategy 2012	<p><u>Hard infrastructure:</u></p> <ul style="list-style-type: none"> • Roads • Bus stops • Bus shelters • Walkways • Cycleways • Footpaths • Carparks <p><u>Soft infrastructure:</u></p> <ul style="list-style-type: none"> • Education / safety initiatives: Travel-safe coordinator 	<ul style="list-style-type: none"> • Levels of service for bus stops and bus shelters from Ten Year Plan • Levels of service for roads, walkways & cycleways determined through strategy process • Speed Limit Bylaw • Traffic and Parking Bylaw • Carparking Building Policy • Operation of Mobile Shops Policy • Naming of Public Areas Policy • Occupation of Road Berms for Public Parking and for Planting on Berms in Front of Private Residences Policy • Licences to Occupy Road Reserves Policy • Licences for Occupation of Road Reserves and Unformed Roads Policy • Road Stopping Policy • Maori Road Ways Policy • Sponsorship Advertising on Reserves Policy • Operation of Stalls Policy
City	Open Space Strategy, 2006	<p><u>Hard infrastructure:</u></p> <ul style="list-style-type: none"> • Open space • Parks & Reserves (active, passive, coastal, harbour, sub-regional) • Walkways • Cycleways • Playgrounds (95% households w/in 500 m of a playground) <p><u>Soft infrastructure:</u></p> <ul style="list-style-type: none"> • Toxic Agrichemicals Advisory Forum 	<ul style="list-style-type: none"> • Open Space Level of Service Policy • Best Practice Guidelines to Open Space (<i>identifies criteria required to achieve good quality open spaces</i>) • Playgrounds level of Service from Ten Year Plan • Beaches Bylaw • Coastal Structures Policy • Commercial Activities on Reserve Land Policy • Community, Private and Commercial Use of Council Administered Land Policy • Encroachments onto Reserves Policy • Interpretive Signage Policy • Mobile Home Use of Public Places Policy • Operation of Mobile Shops Policy • Naming of Public Areas Policy • Operation of Stalls Policy • Sponsorship Advertising on Reserves Policy • Toilet Location and Development Policy • Use of Toxic Agrichemicals for Vegetation Management
City	Sport & Active Living Strategy 2012	<p><u>Hard infrastructure:</u></p> <ul style="list-style-type: none"> • Indoor sports facilities (district level 1 court per 18,000 people*; local level 1 court per 39,000 people) *sub-regional population • Active reserves with sports fields (19) • Mount Greens <p><u>Soft infrastructure:</u></p> <ul style="list-style-type: none"> • Support through funding : 	<ul style="list-style-type: none"> • Active Reserves Level of Service Policy • Indoor Facilities Blueprint • Sportville Policy (<i>clubs & associations working together to effectively meet current and future needs of the sporting communities they serve</i>) • Sponsorship of Sports Clubs Policy

Level	Strategy / Plan	Council provision of / support for social infrastructure	Tools used to guide provision (level/form)
		Surf Lifesaving City on its Feet (partnership DHB, Sport BOP, TCC = \$146k p.a.). Sport BOP	
City	Urban Design Strategy 2006	<ul style="list-style-type: none"> Educational and advisory role through 2 x urban design resources within Council 	<ul style="list-style-type: none"> Urban Design Development Guide
City	Vegetation Strategy, 2006	<ul style="list-style-type: none"> Arboriculture expertise Planting Street gardens 	<ul style="list-style-type: none"> Vegetation and Tree Management Policy Use of Toxic Agrichemicals for Vegetation Management (2009)
Area	Neighbourhood Plans (Greerton, Welcome Bay)	<ul style="list-style-type: none"> Staff involvement in process for development of a plan 	<ul style="list-style-type: none"> Guide for Developing Neighbourhood Plans
Area	Reserve Management Plans	<ul style="list-style-type: none"> Staff review and develop RMP's Actions implemented through TYP 	<ul style="list-style-type: none"> Reserve Management Plan Guidelines
Area	City Centre Strategy 2012	<p><u>Hard infrastructure:</u></p> <ul style="list-style-type: none"> Civic centre (Council head offices and Chambers) Others covered under relevant strategies (e.g. central library under CFS; Wharepai Reserve and Tauranga Domain under OSS; carpark building under ITS; waterfront facilities under OSS and ITS). Others have community health and safety drivers e.g. crime prevention cameras (refer following table) <p><u>Soft infrastructure:</u></p> <ul style="list-style-type: none"> City Centre Action Group Private sector facilitation Promotion and marketing via Mainstreet rate Strand Night Management Plan 	
Area (Joint)	Wairoa River Valley Strategy 2005	<p><u>Hard infrastructure:</u></p> <ul style="list-style-type: none"> Walkways <p><u>Soft Infrastructure:</u></p> <ul style="list-style-type: none"> Education programmes (BOPRC) 	
Sub-regional (Joint)	Events Strategy 2009-2014	<p><u>Hard infrastructure:</u></p> <ul style="list-style-type: none"> Baycourt event venue, including local community use discount <p><u>Soft infrastructure:</u></p> <ul style="list-style-type: none"> Provision of events: Children's Day New Year's Eve Events facilitation Funding of community events 	<ul style="list-style-type: none"> Events Support Fund Policy Interim Hireage of Events Infrastructure Policy

Level	Strategy / Plan	Council provision of / support for social infrastructure	Tools used to guide provision (level/form)
Sub-regional (Joint)	Tauranga Harbour Recreation Strategy, 2008	<u>Hard infrastructure:</u> <ul style="list-style-type: none"> Wharves, jetties and boat ramps Walkways 	
Sub-regional (Joint)	SmartArts	<u>Hard infrastructure:</u> <ul style="list-style-type: none"> Art Gallery funding support for operations Museum – hold and manage collection <u>Soft infrastructure:</u> <ul style="list-style-type: none"> Funding of Creative Tauranga in partnership with WBOPDC Artsville concept – land & buildings set aside Elms Foundation strategic facilitation, funding, facilitate fund-raising 	<ul style="list-style-type: none"> Heritage Handling Collection Policy Civic Art Collection Policy
Sub-regional (Joint)	SmartEconomy	<u>Soft infrastructure:</u> <ul style="list-style-type: none"> Priority One 	
Sub-regional (Joint)	SmartGrowth	<u>Soft infrastructure:</u> <ul style="list-style-type: none"> Growth management planning processes 	<ul style="list-style-type: none"> Matapihi Land Use Plan Structure Plans Development Contributions Policy
Sub-regional (Joint)	SmartTourism	<u>Hard infrastructure:</u> <ul style="list-style-type: none"> Visitor Information Centres <u>Soft infrastructure:</u> <ul style="list-style-type: none"> Funding of Tourism BoP, in partnership with WBOPDC 	
Sub-regional (Joint)	WBOP Waste Management and Minimisation Plan		<ul style="list-style-type: none"> Solid Waste Bylaw 2007 Rubbish Collection Solid Waste Management Policy
Regional	Civil Defence and Emergency Management Plan	<u>Soft infrastructure:</u> <ul style="list-style-type: none"> Civil Defence & Emergency Management 	

Table 2. Social infrastructure provided (or supported) by Council that is driven more by higher-level community wellbeing than by specific strategies or plans.

Level	Category	Social Infrastructure Provision (levels/\$ as at June 2007)	Tools used to guide provision (level/form):
City	Community health and safety	<p><u>Hard infrastructure:</u></p> <ul style="list-style-type: none"> • Interment services (crematorium facilities, cemetery, land purchase for future burials) • Crime prevention cameras <p><u>Soft infrastructure:</u></p> <ul style="list-style-type: none"> • Tauranga Safe City – programmes and projects 	<ul style="list-style-type: none"> • Graffiti Plan • Street Use and Public Places Bylaw 2005 (under review 2009) • Public Health Bylaw 2006 • Supply of Water Bylaw 2007 • Dog Control Bylaw 2008 • Control of Animals Bylaw 2008 • Prostitution Bylaw 2008 • Trade Waste Bylaw 2008 • Liquor-free and Vehicle-free Zones in Public Places Bylaw 2008 • Crime Prevention Cameras Policy • Dangerous, Earthquake-Prone and Insanitary Buildings Policy • Dog Control Policy • Fluoridation Policy • Gambling Venues Policy • Sale of Liquor Policy • Use of Toxic Agrichemicals for Vegetation Management Policy (2009) • Reward for Vandalism Conviction Policy
City	Community support	<p><u>Soft infrastructure:</u></p> <p>Funding other providers:</p> <p>Citizens' Advice Bureau Foodbank Administer Stuart & Carruthers Trust Fund Youth engagement Youth Development Partnership Fund Social Services at Village on 17th Avenue Welcome Bay Community Centre City Investment programme</p>	<ul style="list-style-type: none"> • Guarantees Loan Funding Policy (<i>for community groups</i>) • Community Investment Policy (including for Stewart and Carruthers Trust Funds)
City	Tangata Whenua / Iwi participation	<p><u>Soft infrastructure:</u></p> <ul style="list-style-type: none"> • Takawaenga Maori unit • Maori Cultural Heritage Manager (Te Pau Arahi) position at the Museum • Iwi / Hapu Protocols, including six-monthly monitoring report to update on relevant issues • Tangata Whenua capacity building (Tangata Whenua Collective) • SmartGrowth's Combined Tangata Whenua Forum (sub-regional) • Standing Committee • Kaumatua Forum (support – staff time) • Mauao Committee • Cultural Connections training (for staff, elected members and key contractors) • Maori pronunciation training (for staff) 	<ul style="list-style-type: none"> • Koha Policy • RMA Tangata Whenua Consultation Policy • Cultural Impact Assessment / MVA tools • Earthworks Monitoring template

Level	Category	Social Infrastructure Provision (levels/\$ as at June 2007)	Tools used to guide provision (level/form):
City	Community participation	<u>Soft infrastructure:</u> <ul style="list-style-type: none"> Facilitating participation in decision-making (remuneration to external participants, e.g. Steering Group members) Community Monitoring Group (staff time) 	<ul style="list-style-type: none"> External Representatives Remuneration Policy Community Engagement Policy Funding of Community Meetings Policy Referenda Policy Local Elections Policy (<i>election signage</i>) Petitions Policy
City	Sustainability	<ul style="list-style-type: none"> Education and advice Corporate sustainability initiatives Enviro schools Learning through discover education programmes 	<ul style="list-style-type: none"> Sustainable Steps Strategy