



**SOCIAL INFRASTRUCTURE  
PLANNING FRAMEWORK  
for the Western Bay of Plenty Sub-region**

December 2009

## Foreword

*"[The Western Bay of Plenty sub-region is] facing long-term growth pressure while at the same time, many sectors of the community are demanding greater consideration of quality of life issues and protection of the core values that make the sub-region such a desirable place to live" (SmartGrowth website homepage).*

During the first 10 years of the SmartGrowth strategy 2004-2014, it is likely on average that every week 135 people will arrive from other places, 66 people leave the area, 30 new houses are built, 60 more vehicles will go on the road, and 51 new jobs are created. It is therefore critical that such growth is managed in a carefully considered, co-ordinated and strategic manner.

The SmartGrowth strategy is focused on sustainable development which recognises that any future planning includes community and social infrastructure as a key success factor in maintaining and enhancing community wellbeing. The Strategy aims to assist the partner councils in their future planning to ensure that essential social infrastructure and services are provided. This includes advocating for communities to have sufficient resources to develop and enhance their economic, social, cultural and environmental wellbeing. This also includes the development of resources by tāngata whenua to enable them to strengthen the position of their whanau, which has already been supported by such initiatives as the recently launched Papakāinga Housing Toolkit.

It has also been recognised that social infrastructure needs to take cognisance of the increasing ageing population in the sub-region. In 2007, the Bay of Plenty District Health Board and SmartGrowth collaborated to establish a Population Ageing Technical Advisory Group (PATAG) which advises SmartGrowth and the Bay of Plenty District Health Board on matters relating to the impact of population ageing in the western Bay of Plenty sub-region.

Another critical input to Strategy implementation are the Combined Tangata Whenua and the Strategic Partners Forums. The Combined Tangata Whenua Forum is responsible for ensuring that tangata whenua values, principles, traditions and customs are taken into account and maintained throughout the implementation of the strategy, and provides a reference group to support the future growth management and development needs of hapu and iwi. This Forum is complemented by the Strategic Partners Forum, which comprises of representatives of local community groups who act as a "community audit" by providing a monitoring function to ensure the strategy and actions are met, not just by local authorities but also by central government and community agencies that have lead roles within the strategy.

This framework aims to enhance the planning of Council social infrastructure including working collaboratively with other providers of social infrastructure. Councils are an essential provider of social infrastructure which complements the wide range of social infrastructure provided by the education, health, community sectors including schools, medical centres, support groups, churches etc. The SmartGrowth Strategic Partners Forum and Combined Tangata Whenua Forum represent many of these providers who have supported the development of this work to ensure the social impact of growth is actively considered and addressed.

Bill Wasley  
Chair, SmartGrowth

## Acknowledgements

The concept of social infrastructure has been pioneered in New Zealand by the Waitakere City Council. The Social Infrastructure planner at Waitakere City Council, Andrew Wood, has provided invaluable support in the development of social infrastructure planning in the Western Bay of Plenty district and in the development of the Framework. A key proponent of social infrastructure planning in Australia, Jacinta Satori, Principal Social Planner, Department of Infrastructure and Planning, Queensland Government has also provided very important support and feedback in the development of the Framework and guidelines, the beginning of a very productive relationship.

Council staff and a range of providers of social infrastructure have been generous in their provision of information particularly to ensure accuracy of the stocktake:

- a range of staff from the Bay of Plenty District Health Board
- Ministry of Social Development
- Ministry of Education
- St Johns Ambulance
- Western Bay of Plenty Primary Health Organisation
- Western Bay of Plenty District Council staff

The Combined Tangata Whenua Forum, Strategic Partners Forum and the Population Ageing Technical Advisory Group have also supported and provided very constructive feedback in the development of the Framework and Guidelines.

## Contents

1.0	Background .....	5
2.0	Purpose.....	5
3.0	What is Social Infrastructure?.....	6
4.0	Regional and local context.....	7
5.0	Council Role.....	11
6.0	International Best Practice andRationale.....	12
7.0	Outcomes.....	14
8.0	SmartGrowth Social Infrastructure Planning Principles .....	15
9.0	Social Infrastructure Planning Process.....	16
10	Monitoring and Review .....	16
11	Council contacts.....	16

## 1.0 Background

SmartGrowth is the 50-year growth management strategy for the Western Bay of Plenty, adopted by the three partner councils in the sub-region: Environment Bay of Plenty, Western Bay of Plenty District Council and Tauranga City Council. Tangata Whenua and the SmartGrowth Strategic Partners Forum are also key stakeholders in this partnership.

At the commencement of SmartGrowth in 2004 it was recognised by some that the social impact of growth needed to be addressed along with land use planning, transport, infrastructure and maintaining and enhancing the environment. Consequently, specific actions were included in the SmartGrowth Growth Management Strategy. The actions committed to: define 'social infrastructure'; identify current provision in the sub-region; define SmartGrowth's (and councils') role in its provision; and to develop an implementation plan to progress delivery on this role.<sup>1</sup> During the 2006-2007 review of SmartGrowth, the need to address the social impact of growth was reinforced.

Background work on this action was undertaken during 2007 and 2008. Further work has resulted in the development of this sub-regional framework document, plus supporting guidelines for each council and sub-regional resource material.

The concept and definition of social infrastructure is explored in Section Three of this framework.

## 2.0 Purpose

This document provides the *framework* for social infrastructure planning in the context of SmartGrowth. Overall, the framework and accompanying guidelines and resources aim to:

- enhance understanding of social infrastructure,
- assist the integration of social infrastructure planning into existing Council planning processes,
- provide information to support social infrastructure planning,
- enhance community involvement in social infrastructure planning, and
- support collaborative planning for social infrastructure between Council and other providers of social infrastructure.

The *sub-regional framework* builds understanding of what social infrastructure is, why it is important and outlines the outcomes, principles and overall process for social infrastructure planning.

*The guidelines* are informed by the framework and provide information about each of the stages within the social infrastructure planning process and about councils' role in social infrastructure provision. The social infrastructure planning process is the same for both Tauranga City Council and Western Bay of Plenty District Council, but the application is different for each council as they have different strategic and planning frameworks. Separate

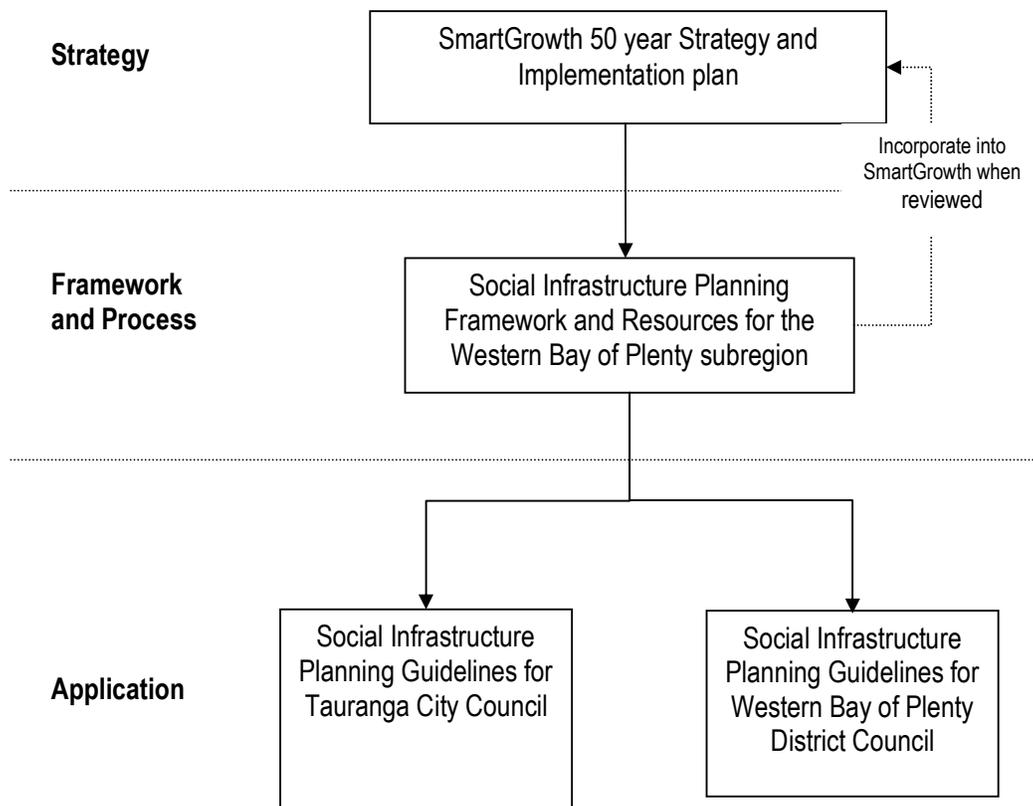
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<sup>1</sup> SmartGrowth Strategy and Implementation Plan, 7.2 Enhanced Lifestyles, 7.2.12 Community Development, specific project action 1 (pg 127).

guidelines documents have been developed for each council to ensure best fit for each organisation.

*Resources* have been developed to assist social infrastructure planning. These are relevant for both councils and include the following.

- A stock take which provides:
  - a description of all the different types and providers of social infrastructure, and
  - maps locating the different types of social infrastructure across the Western BOP sub-region
- Shared tools



### 3.0 What is Social Infrastructure?

The definition and explanation of social infrastructure adopted by the Queensland Government, Department of Infrastructure and Planning, slightly adapted for our local situation is as follows:

'Social infrastructure refers to the community facilities, services and networks that help individuals, families, groups and communities meet their social needs, maximise their potential for development, and enhance community wellbeing<sup>2</sup>.

Social infrastructure includes:

- universal facilities and services such as education, training, health, welfare, social services, open space, recreation and sport, safety and emergency services, learning, religious, arts and cultural facilities, civic and democratic institutions, and community meeting places
- lifecycle-targeted facilities and services, such as those for children, young people and older people e.g. early childhood centres and retirement villages
- targeted facilities and services for groups with special needs, such as families, people with disabilities, Maori, and people from culturally diverse backgrounds e.g. te kohanga reo, hauora.

Just as economic infrastructure, such as roads, energy and ports supports the economy, social infrastructure supports the wellbeing of families and communities. Social infrastructure provides the vehicle for a range of important functions for people and communities, including:

- *Sense of identity* – from libraries, marae, and other arts and cultural institutions
- *Sense of belonging and inclusion* – achieved from both the presence of the facilities and the activities that occur within them e.g. community centres, parks, public art and open space
- *Educated community and workforce* – preschools, primary, intermediate and secondary education and tertiary education
- *Networking and community interaction* – from events, local networks and activities
- *Democratic participation and citizenship* – voting, taking part in civic affairs, standing for election
- *Physical and mental health* – from health service provision to the facilities that encourage physical activity and/or social interaction e.g. reserves, halls, action and community centres
- *Spiritual and cultural wellbeing* – from faith based, cultural and spiritual organisations, networks and facilities, such as marae
- *Creative expression* – through arts and cultural institutions

As noted in the definition, there is social infrastructure developed by and for Maori which is fundamental to Maori wellbeing and reflects Te Ao Maori. These include, but are not limited to, marae, te kohanga reo, kura kaupapa Maori, hauora and wananga. Social infrastructure, both mainstream and Maori specific, contributes to Maori wellbeing, this is discussed in more detail and described in the stock take of Western Bay of Plenty social infrastructure.

### **Comparing social infrastructure with other forms**

Infrastructure refers to an underlying substructure of a system, and has traditionally been understood to refer to physical infrastructure such as roads and transport networks,

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<sup>2</sup> Adapted from the "Social Infrastructure Planning Implementation Guideline No. 5, South East Queensland Regional Plan 2005-2026" (2007), Department of Infrastructure and Planning, Queensland Government.

telecommunications, water systems, bridges, sewers and waste disposal facilities<sup>3</sup>. Infrastructure refers to the basic facilities, services and installations needed for the functioning of a community or society<sup>4</sup>.

One way of considering social infrastructure is to view it in relation to other key forms of infrastructure. The categorisation is to some degree arbitrary; transport for example could be placed within social, environmental or economic infrastructure, depending on the way in which transport is used. The examples under each form are indicative rather than an exhaustive list.

<p><b>Social and cultural infrastructure</b>          Health and mental health care          Education and learning          Social services and support          Arts and culture          Recreation – parks, open space          Civic, democratic, governance – local government          Spiritual – places of assembly</p>	<p><b>Economic infrastructure</b>          Finance systems          Businesses          Retail and manufacturing          Trade          Transport systems and networks          Telecommunications          Agriculture</p>
<p><b>Environmental infrastructure</b>          Water, storm water, wastewater, irrigation, flood control          Sewage          Solid waste disposal          Air quality control</p>	

## 4.0 Global, Regional and local context<sup>5</sup>

### Global context

Key forces of change that will influence the planning and provision of social and other forms of infrastructure into the future include the following.<sup>6</sup> These issues will need to inform high level strategic planning, with trends and implications closely monitored by local government planners and elected representatives.

### Demographics

Demographers are forecasting that New Zealand’s population will peak at around five million in 2050. Where people choose to live will be driven in part by social infrastructure provision and appeal, employment opportunities and other real and perceived quality of life conditions. Factors which contribute to attracting people to an area are often inter-related, as highlighted earlier, social and cultural infrastructure attracts creators and innovators who then often create employment in knowledge based occupations.

<sup>3</sup> Pomeroy, S. (2007) *Social Infrastructure for Competitive Cities – Working Paper 1 – Defining Social Infrastructure: Literature Review and Analysis*. City of Ottawa/Infrastructure Canada Knowledge Outreach and Awareness Research Program.

<sup>4</sup> From [www.answers.com/topic/infrastructure](http://www.answers.com/topic/infrastructure).

<sup>5</sup> The map is sourced from the SmartGrowth Strategy May 2007.

<sup>6</sup> Drawn from the Auckland regional START process (Sustaining the Auckland Region Together), 2006, see <http://www.waitakere.govt.nz/OurPar/pdf/start.pdf>.

Population ageing is a key trend which refers to not just an ageing population or more older people, but changes in age cohorts over time where there will be proportionally more older people than young people. This significant demographic shift has major implications for this sub-region including social infrastructure provision.

### **Technology**

A key question is whether technology will be allowed to lead the shape of tomorrow's societies or whether the vision of the society we want will dictate the technology developed to provide it. Other key questions surround the issue of whether technological fixes exist for global challenges such as poverty, peak oil and climate change, and how technology can support more sustainable communities, including infrastructure provision.

### **Globalisation**

Patterns of globalisation and global change progress will deeply affect New Zealand and its regions and communities, including patterns of trade, conflict, resource availability and migration. Infrastructure development needs to keep an eye on these global trends.

### **Climate change**

Even if current climate change science is only roughly accurate, global warming during the 21<sup>st</sup> century is likely to occur at an unprecedented rate in terms of the last ten thousand years. This will affect core life support systems including biodiversity, ecology, sea levels and climate, with multiple effects on communities, the environment and economy. Infrastructure will need to adapt to respond, from storm water systems to welfare services.

### **Natural resource availability**

All communities are dependent on the resources that nature provides for survival, and current consumption levels and ways of living are straining these resources worldwide. Also, dependence on oil and fossil fuels creates economic and environmental consequences that are in the process of transition now to non oil based ways of living that will affect all communities.

### **World views**

World views are about how we individually and collectively see the world, including core values, beliefs and social norms. Key trends in terms of world views at present include changing religious and spiritual beliefs, fewer people seeking to marry and have children, more cultural diversity as people move more freely around the world and people living longer (around 2022 the number of older people will exceed the number of children for the first time in New Zealand's history). World views and values will shape the kinds of social infrastructure sought over time and planners will need to watch these trends and gauge how they impact on social infrastructure needs.

## Regional and local context

The Western Bay of Plenty is located on the eastern coast of New Zealand's North Island and has a population of over 150,000. Tauranga City is the major city in the sub-region and is currently the fourth largest city in New Zealand outside of Auckland. It is expected to be the third largest city within the next five years.

The Western Bay of Plenty covers 208,472 hectares, stretching approximately 90 kilometres along the coastline from Waihi Beach in the north to Te Puke in the south and about 32 kilometres inland to the rugged, bush covered Kaimai Ranges (see map below). The landscape of Tauranga is dominated by two key features: the harbour and the 232 metre high Mount Maunganui (Mauao). Tauranga City is built on a peninsula landscape around the harbour and estuaries while the Western Bay of Plenty District is predominantly rural.

The Western Bay of Plenty (WBOP) is a sub-region within the larger Bay of Plenty region. With Tauranga as the main urban area there are also the smaller settlements of Te Puke, Katikati, Pongakawa, Pukehina, Waihi Beach, Omokoroa, Paengaroa and Maketu.

The subregion has a long history of human settlement, with a significant pre-European Maori population. There are nineteen hapu affiliated to four iwi in the sub region: Ngaiterangi, Ngati Ranginui, Ngati Pukenga, and Te Arawa.

Environment Bay of Plenty is the regional council whose region encompasses the western and eastern Bay of Plenty and the Lakes region including Rotorua and Taupo. The Western Bay of Plenty sub-region is governed by two local authorities, Tauranga City Council and the Western Bay of Plenty District Council.



### *Older people*

There is a higher than average proportion of older people in the Western Bay of Plenty sub-region than other parts of the region, or indeed nationally. This reflects a trend of people choosing to retire in the Western Bay of Plenty. In 2001, 5000 people in the area were 80 years of age or older. By 2051, this will increase to 35,000 (a 7 fold increase).

Overall the Western Bay of Plenty sub-region is projecting a 100% increase in the population to 2051, with growth for 60-79 year olds projected at 180% and over 540% for those aged 80 and over. By 2051 women aged 80-84 will be the largest age group across all ages. Those aged 60-79 years old will increase from 18.5% in 2011 to 23% in 2051 and for those aged 80+ the increase will be from 5.3% in 2011 to 11.7% in 2051.

The projected increase of older people clearly has significant implications for social infrastructure. Increased longevity, declining birth rates and migration have been identified as significant factors contributing to the ageing population in the sub-region. A growing focus in this area is ageing in place, or people being able to remain living in their home and local community as they age.

### *Young people*

At the other end of the spectrum, there is a noticeable decline in the population graph as young people aged 15 to 24 leave the region. Young people compose approximately 10-11% of the population in the Bay of Plenty region. Whilst the population of 15 – 24 year olds is projected to increase, they remain the smallest age group overall. The numbers of Maori young people aged 15-24 is higher than the overall rate at 15.2% of the population.

Of all the age groups 15-24 year olds are the most likely age group to leave the Bay of Plenty region, with net migration losses higher than net migration gains. This reflects the migration out of the region of older teenagers and people in their early 20's seeking tertiary education and work<sup>7</sup>. This is particularly so for the Western Bay of Plenty District, featuring the lowest numbers of 20-29 years old in the region, and this is most pronounced for females.

The relatively small numbers of young people in the Western Bay of Plenty sub-region has significant implications for the future workforce and productivity of the region.

#### *Growth*

More generally, since the 1950s the Western Bay of Plenty sub-region has had a history of rapid population growth, and the sustainable management of urban and rural development is one of the most fundamental challenges facing the area.

During the first 10 years of the SmartGrowth strategy of 2004-2014, it is likely on average that every week:

- 135** people arrive from other places
- 66** people leave the area
- 30** new houses are built
- 60** more vehicles go on the road
- 51** new jobs are created.

The May 2007 SmartGrowth Strategy identifies Tauranga and Mt Maunganui as key growth areas in the sub-region, with smaller scale potential over the longer term in Katikati, Bethlehem, Pyes Pa, Papamoa, Omokoroa, Te Puke, Welcome Bay, Ohauti and Waihi Beach. Areas *not* designated for future residential development to 2051 are Matapihi, Maketu, Pukehina, Matakana Island, Tanners Point, Ongere Point, Kauri Point, Rangataua Bay, Te Puna and Paengaroa.

However the population increase won't be just "more of the same". Household structures are changing; while traditional families are likely to double in number by 2051, single and two-person households will treble, and the population is aging.

## **5.0 Role of councils**

Western Bay of Plenty District Council and Tauranga City Council are committed to an integrated approach to all aspects of planning. This is to ensure that the social, environmental, economic and cultural aspects of community wellbeing (as outlined in the Local Government Act 2002) are taken into account for both present and future communities. Increasingly, Councils are realising the interconnected nature of these aspects of wellbeing, and the

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<sup>7</sup> Environment Bay of Plenty, Population Projections and Trends, 2006:58.

connection between social wellbeing and the ability to achieve a healthy society, economy and environment.

Western Bay of Plenty District Council and Tauranga City Council already have a close working relationship on a number of projects that affect the subregion. Some examples are SmartGrowth, subregional parks, Code of Practice for Development, libraries level of service, and subregional development contributions. Where the likely catchment of a project or process has an impact on the community of the other Council then both Councils will work together to agree on how the social infrastructure planning process will be applied and adapt their guidelines accordingly on a case by case basis.

Councils recognise that social infrastructure is provided and funded from a wide range of sources, including central government, local government, private organisations, philanthropic organisations, communities, and tangata whenua. Councils are only one part of a bigger picture of social infrastructure provision, making it important that our planning processes are undertaken in partnership with other organisations involved in social infrastructure delivery such as health, education and community organisations. The stock take resource provides more information about the different types, location and providers of social infrastructure within the Western BOP subregion.

## 6.0 International Best Practice and Rationale

Australia, the United Kingdom and Canada in particular are undertaking social infrastructure planning alongside other types of infrastructure planning. For example, in response to rapid population growth in South East Queensland, the Queensland Government developed guidelines for social infrastructure planning to ensure the timely delivery of infrastructure to support growth.

International literature suggests that social infrastructure may be even more important for the successful development of a knowledge-based economy than 'traditional' infrastructure such as roading, storm water, waste water etc<sup>8</sup>. Gibbons, Stanford University Dean of Engineering, uses the example of Silicon Valley with its high-tech start-up firms requiring social interaction and networking for innovation and creativity. Similarly, Richard Florida's work, 'The Rise of the Creative Class', which is increasingly being used by local governments around the world, highlights the role of social and cultural infrastructure in attracting the creators and innovators that drive local knowledge based economies<sup>9</sup>.

There is growing international recognition that investment in human and civic assets is vital to economic prosperity and social wellbeing. 'Communities that offer opportunities for human development and the capability to lead worthwhile lives have

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<sup>8</sup> Gibbons (1995) Stanford University news Release in Pomeroy, S. (2007) 'Social Infrastructure for competitive Cities – Working Paper 1 – Defining Social infrastructure: Literature Review and Analysis. City of Ottawa/Infrastructure Canada Knowledge Outreach and Awareness Research programme: Ottawa.  
<sup>9</sup> Florida, R. (2002) The Rise of the Creative class in Pomeroy, S. (2007) *Social Infrastructure for Competitive Cities – Working Paper 1 – Defining Social Infrastructure: Literature Review and Analysis*. City of Ottawa/Infrastructure Canada Knowledge Outreach and Awareness Research Program.

strong 'social capital' and act as magnets for investment and growth.<sup>10</sup> The role of social infrastructure in communities is also explored by a vast range of literature on 'communities' and 'community development'.

As such, social infrastructure planning makes good economic sense. Quality social infrastructure attracts people to places, for example real estate agents commonly cite good schools, childcare, libraries etc as reasons to buy in an area. The costs of retrofitting an area are high if proper planning does not occur and the area is left short of core services such as schools and childcare. In short, social infrastructure planning involves minimal resource for high returns.

Investment in social infrastructure is essential for the health, wellbeing and economic prosperity of communities. It plays an important role in bringing people together, maintaining quality of life and developing the skills and resilience essential to strong communities.

## 7.0 Outcomes

Planning for and investing in social infrastructure plays a vital role in the development of strong communities. The aspects of SmartGrowth's vision that relate to social infrastructure planning include:

- Enhanced lifestyles of communities
- Provide for the social needs of the people
- Provide efficient and affordable infrastructure
- Implement an efficient and integrated planning process for growth management

Working with other social infrastructure providers, specific outcomes that we hope to achieve through social infrastructure planning are:

- Improved community wellbeing in the western Bay of Plenty sub-region through supporting the provision of sustainable, high quality, appropriate social infrastructure
- The community's diverse<sup>11</sup> needs are met, both now and in the future
- Communities are cohesive, inclusive and healthy with a strong sense of identity and place
- Residents are engaged and have opportunities to participate in their community
- Environments are well designed, promote healthy lifestyles and help prevent crime
- Arts and cultural development are supported
- The community is actively involved in planning for social infrastructure
- Opportunities for integrated and financially efficient delivery of facilities and services are enhanced (e.g. shared spaces and facilities)
- Negative social effects of growth and change are minimised.

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<sup>10</sup> Queensland Government, Department of Infrastructure and Planning, *South East Queensland Regional Plan 2005-2026, Implementation Guide No.5, Social Infrastructure Planning, June 2007*, pg 10.

<sup>11</sup> Diverse communities includes the disadvantaged, disabled, migrants, elderly, young people etc.

## 8.0 Smart Growth Social Infrastructure Planning Principles

The following principles underpin the SmartGrowth approach to social infrastructure planning and need to be considered when either council is applying the social infrastructure planning process and guidelines:

- Understand and respond to diverse<sup>12</sup>, current and future community needs and values.
- Employ the "Live, work and play" approach, a concept of community needs being met by a balanced network of opportunities and facilities.
- Promote active participation of communities and community agencies in the planning and utilisation of social infrastructure, including tangata whenua for mainstream and Maori-specific social infrastructure.
- Maximise access to social infrastructure, including appropriate location, physical access, proximity to public transport
- Work collaboratively with planners and providers of social infrastructure, both council and non-council.
- Focus resources where the greatest benefits for communities can be obtained.

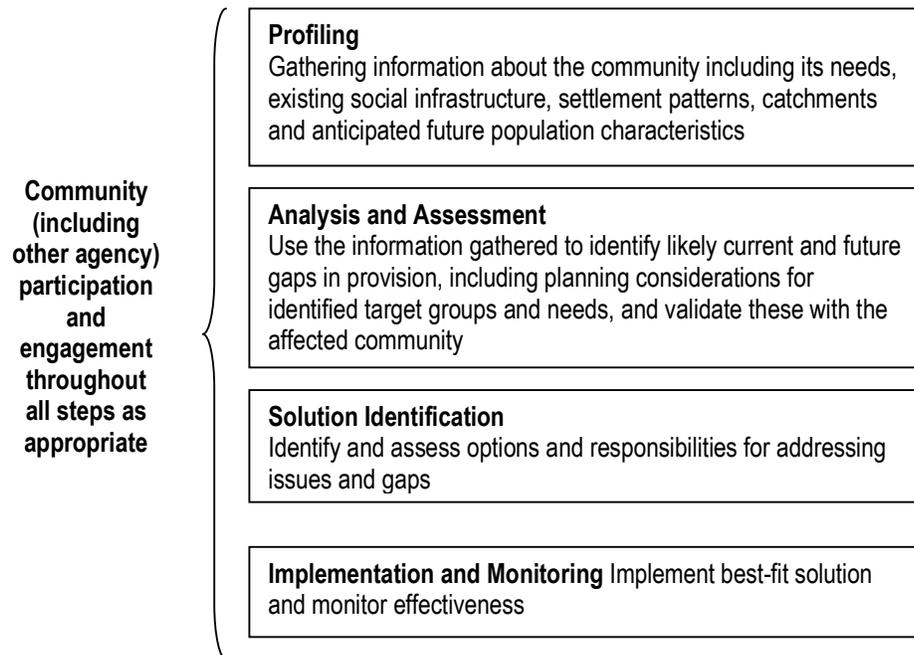
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<sup>12</sup> Diverse communities includes the disadvantaged, disabled, migrants, elderly, young people etc.

## 9.0 Social Infrastructure Planning Process

As mentioned in the purpose section, the social infrastructure planning process is the same for both councils but its application is different within each council. This is because they have different strategic planning frameworks and management structures in place, so need to take slightly different approaches to achieve consistent outcomes.

The diagram below provides a high-level outline of the stages in the social infrastructure planning process. How this process is applied by each council is fully explained within each council's guidelines document:



This process can be triggered by a specific project or process council is commencing, or by a community need identified by members of the community. Alternatively, the process may be a more general one to generate robust information about social infrastructure gaps or needs in a community, informing future planning for Council and other providers.

## 10.0 Monitoring and Review of this Framework

This framework will be monitored and reviewed as part of the SmartGrowth review cycle. The next review is scheduled to occur in 2013.

The review will need to consider how successful Councils have been in achieving the outcomes outlined in this framework as part of the planning processes undertaken.

## **11.0 Council contacts**

If you have any inquiries about the framework or guidelines please contact:

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