



**Western Bay of Plenty District Council**

**SOCIAL INFRASTRUCTURE  
PLANNING GUIDELINES**

**2009**

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## Section 1 Introduction and Purpose

The following provides practical guidelines for Council staff to include social infrastructure planning within relevant Council planning processes and implement the Social Infrastructure Planning Sub-Regional Framework for the Western Bay of Plenty District.

The sub-regional Framework needs to be read first to provide the context to the guidelines. The sub-regional Framework provides a definition of social infrastructure, identifies the outcomes sought from social infrastructure planning, outlines the principles to inform social infrastructure planning and the overall social infrastructure planning process. These Guidelines apply social infrastructure planning to the work of different sections of Council and sets out and describes in detail the four staged process for undertaking and supporting quality social infrastructure planning and provision in the District.

As with the Framework, these Guidelines are a 'first cut' and a work in progress. The Framework will be evaluated as part of the SmartGrowth 5 yearly review, and the Guidelines will also be evaluated and refined, and updated every three years or earlier as required.

In addition to the Framework and Guidelines there are resources that have been developed to support social infrastructure planning:

- a stock take which provides:
  - a description of all the different types and providers of social infrastructure,
  - maps locating the different types of social infrastructure across the subregion
- shared tools e.g. wellbeing checklist and health impact assessment.

Social infrastructure, as defined in the Framework, is a very broad term encompassing health, education, recreation and Maori social infrastructure. Western Bay of Plenty District Council has however identified several notable exclusions as follows.

- Though fundamental to social wellbeing, housing in all its forms is excluded as this will be the subject of separate processes in terms of managing growth in the subregion e.g. Intermediate Housing working party.
- Commercial retail is also excluded, as this relates more closely to economic infrastructure. The fundamental social roles of commercial facilities such as the local pub or dairy are however acknowledged, especially in smaller and rural communities.
- Waahi tapu and cultural heritage sites are important cultural markers for tangata whenua and contribute to and enable cultural expression; however they are addressed separately through the sub-regional Cultural Heritage Strategy.

While the main audience is the Western Bay of Plenty District Council, these guidelines are likely to be of interest to local government generally, other providers of social infrastructure and the wider community.

The goals of these guidelines are to:

- Integrate and embed social infrastructure planning with other Council infrastructure planning and processes

- Provide clarity on internal roles and how the process comes together
- Ensure systems are in place to capture ongoing data on social infrastructure needs and issues
- Develop clear, quality processes to inform and engage communities in social infrastructure planning
- Increase local and regional collaboration in the planning and provision of social infrastructure
- Support non Council social infrastructure providers in the provision of facilities and services.

## Section 2 Social infrastructure planning in practice

### 2.1 Policy and Planning Group

#### 2.1.1 Strategic Policy team

| <i>Social infrastructure planning roles:</i>  | <i>Relevant Plans</i>   |
|---|---|
| Provision of framework and guideline.<br><br>Use framework and guidelines when reviewing Council provision of social infrastructure e.g. hall policy review or Recreation and Leisure strategy review | <i>Long Term Council Community Plan (The Long Term Plan)</i><br><br>Undertake social infrastructure planning to inform the review of the Communities Strategy in 2010-2011. |
| Broker, coordinate and facilitate processes outlined in the framework and guidelines  |   |
| Evaluate and monitor uptake and effectiveness of the framework and guidelines   |   |
| Engage with politicians and external agencies   |   |
| Support collaboration and joint planning  |   |
| Produce community profiles, needs assessments, research and information to support social infrastructure planning   |   |
| Produce Social Infrastructure Reports (see 9.2)   |   |
| Support the use the framework and guidelines by staff.  |   |

#### 2.1.2 Community Development team

| <i>Social infrastructure planning roles</i>  | <i>Relevant Plan (in conjunction with the Policy team)</i>  |
|--|---|
| Provide input to the development of community profiles and needs assessments<br><br>Support community engagement in social infrastructure planning across Council<br><br>Use the social infrastructure planning process to inform the development of community economic, environmental, cultural and social groups | <i>Comprehensive Development Plans (CDP's)</i><br>Future comprehensive development plans will include Community Profile information as identified in 5.1, including consultation with the community about their social infrastructure needs and with service providers to determine current provision of services, issues and future capacity for service provision. The stock take includes information about social infrastructure provision in the area that can be included in comprehensive development plans.<br><br>Future comprehensive development plans will make recommendations about future social infrastructure requirements. These recommendations then inform the LTCCP and annual plan and relevant Concept Plan, Built Environment Plans, Structure Plans, Reserve |

### 2.1.3 Resource Management Planning Team

| <i>Social infrastructure planning role</i>   | <i>Relevant Plans</i>   |
|--|---|
| <p>Incorporate social infrastructure planning where appropriate in the District, Concept, Built Environment and Structure plans.</p> | <p><i>District Plan</i> - It is possible to 'spot zone' (i.e. create a one-off 'zone' with its own rules) for social infrastructure in the District Plan, however this would require investigation to determine what social infrastructure is needed and the most appropriate location of specific types of social infrastructure e.g. an early childhood centre and criteria developed to justify the spot zoning. This could be appropriate to allow a facility to expand. Spot zoning would be introduced as a Plan Change and should not unintentionally restrict provision of social infrastructure in other locations or support one provider over another. Further investigation would need to occur to determine what else, if anything, is included in District Plans with regard to social infrastructure planning.</p> <p><i>Built Environment Strategy and plans</i> - Inclusion of social infrastructure considerations will occur with the development of plans and when the Built Environment Interim Strategy is reviewed and finalised. This will include:</p> <ul style="list-style-type: none"> <li>• Draw on relevant social infrastructure planning to inform the development of built environment plans</li> <li>• Provision of social infrastructure is included as an objective of the strategy.</li> </ul> <p><i>Concept Plans (town centre, commercial plans, major facilities</i> - Social infrastructure planning considerations will differ depending on the community and the nature of the concept plan</p> <p><i>Structure plans</i> - Social infrastructure planning considerations will be incorporated into the 'Structure Planning Framework – A generic process to guide structure planning in the Western Bay of Plenty District', used by staff and consultants in the development of structure plans.</p> |
| <p>Assist in the provision of information to support the production of community profiles.</p>                                       | <p>The following should be used to inform the above plans.</p> <ul style="list-style-type: none"> <li>• The demography of the population</li> <li>• Consultation with the community about their social infrastructure needs</li> <li>• Consultation with service providers to determine current provision of services, issues and future capacity.</li> </ul> <p>The stock take describes and lists non-council social infrastructure</p>   |

|  |  |
|--|--|
|  | providers that could be included as part of the consultation for structure plans |
|--|--|

#### 2.1.4 Reserve Management Planner

| <i>Social infrastructure planning role</i>   | <i>Relevant plans</i>  |
|--|--|
| Provide input to and use the social infrastructure planning process to inform reserve management planning. | <i>Reserve Management Plans, Recreation and Leisure Strategy</i><br>Use the social infrastructure planning process i.e. consider how the reserve is currently being used and , identify residents' needs etc to inform the Recreation and Leisure Strategy and reserve management planning and subsequent provision of reserves etc. |

## 2.2 Asset and Engineering Group

### 2.2.1 Reserves and Facilities – Manager and Reserves and Facilities Asset Systems Manager

| <i>Social infrastructure planning role</i>  | <i>Relevant Plans</i>   |
|---|---|
| Provide input to and use the social infrastructure planning process to determine recommended levels of service for social infrastructure i.e. reserves, libraries, customer care centres, playgrounds, skate parks, action centres, cemeteries, swimming pools. | <i>Asset Management Plans</i><br>The social infrastructure planning process should inform asset management planning and subsequent provision of assets. |

### 2.2.2 Emergency Management

| <i>Social infrastructure planning role:</i>   | <i>Relevant plans</i>   |
|---|---|
| Use the social infrastructure planning process to inform provision of emergency management. | <i>Emergency management plans</i><br>Incorporate the social infrastructure planning process into relevant emergency management plans e.g. to inform decisions on number and location of emergency management centres. |

### 2.2.3 Strategic Property

| <i>Social infrastructure planning role</i>   | <i>Relevant plans</i>  |
|--|--|
| Take into account social infrastructure planning reports to inform land purchase decisions regarding social infrastructure facilities.   | Land requirements informed by structure plans, concept plans, built environment plans. |
| Refer to the social infrastructure planning process where appropriate when working with providers of social infrastructure to establish land requirements for social infrastructure, provision of pensioner housing etc. |  |

## 2.3 Customer and Business Services Group

### 2.3.1 Customer Services – Manager

| <i>Social infrastructure planning Roles</i>   | <i>Relevant Plans</i>  |
|---|--|
| Provide input to and use the social infrastructure planning process to inform planning of new libraries, customer care centres etc.   | <i>LTCCP – Communities Strategy, Annual Plan</i><br>Use the social infrastructure planning process to inform the levels of services for libraries and customer care centres. |
| Liaise internally with staff and externally with relevant agencies when developing new social infrastructure e.g. explore opportunities for shared facilities with external providers of social infrastructure. |  |

### 2.3.2 Information Technology – Geographic Information Systems

| <i>Social infrastructure planning role</i>  | <i>Relevant plan</i> |
|---|----------------------|
| Provide information to support the production of community profiles and social infrastructure stock takes, including mapping of social infrastructure | -                    |
| Update information through notification from Consents when a social infrastructure facility has been constructed.                                     |                      |

### 2.3.3 Consents

| <i>Social infrastructure planning role:</i>   | <i>Relevant Plan</i>                    |
|---|---|
| Inform relevant Council staff when consents involving social infrastructure are submitted                                     | Consents informed by the District Plan. |
| Receive and support the development of Social Infrastructure Reports (see below) and use these to inform consent conditions   |   |
| Notify GIS personnel when a social infrastructure facility has received a code of compliance to ensure information is updated |   |

#### *Content of Consent Application Social Infrastructure Reports*

A social Infrastructure report should be obtained for consent applications involving social infrastructure, whether this is for a new facility, major new development or growth area. The social infrastructure assessment is provided to the Consents Planner for consideration in setting consent conditions or approving the application.

The purpose of the Resource Management Act (1991) is to promote the sustainable management of natural and physical resources which enables people and communities to provide for their social, economic, and cultural wellbeing and for their health and safety. Social infrastructure planning is one effective way of giving effect to the social wellbeing or health and safety component of the Act.

The requirement for a report should be added to the consent checklist for major development to ensure relevant consents are referred. Assessments will then be compiled by the Policy Analyst - Strategic and contain:

- A brief description of the proposal and its social infrastructure related issues
- A summary of relevant information reviewed in relation to this application (e.g. a community profile, community consultation feedback etc)
- Social infrastructure considerations as outlined below
- Identification of social infrastructure issues arising
- Discussion of these issues, any adverse effects not adequately controlled and whether it is appropriate to impose conditions (and if so what these should be)
- Conclusion and recommendations with respect to the application, proposed conditions and any actual conditions

#### *Considerations for social infrastructure facilities*

- Demand and/or need for such a facility (Policy analyst – Strategic will be able to assist in locating any information with regard to demand and/or need)
- Proximity of other similar facilities
- Capacity of surrounding similar facilities to meet demand/need
- Role of facility in the community
- Accessibility of facility e.g. walking, cycling, car parking, bus stop
- Population size to support facility include growth projections
- Comparison of provision of facilities across the District e.g. number of facilities per head of population (see social infrastructure stock take for description of similar facilities and map of location of existing facilities) and with other similar Districts if possible.

- Identify any existing standards of provision for that particular facility (see section 6.3)
- See levels of social infrastructure provision in Section 6.2 and determine whether the facility is consistent with existing levels of social infrastructure across the district.

Once Consents' staff become more familiar with social infrastructure the aim is to ensure social infrastructure is integrated into Council processes and systems. At review or earlier if appropriate it is envisaged that a social infrastructure perspective will be provided and considered by Consent Planners.

## 2.4 Finance and Corporate Development

### 2.4.1 Finance Manager

| <i>Social infrastructure planning role:</i>  | <i>Relevant plans</i>   |
|--|---|
| Provide advice on opportunities and options for the funding of social infrastructure | <i>Annual plan</i><br>The Annual Plan will provide the detailed activities and budget to be allocated to social infrastructure provision each year, in line with the LTCCP. |

## Section 3 Format of the Social Infrastructure Planning Process

These guidelines follow the four stage format set out in section 8.0 of the sub-regional Framework. The table below sets out each stage and the steps within each stage.

These stages could take place as part of another process/project or as a standalone project. How these guidelines fit into the various Council plans is outlined first to provide some context to the social infrastructure planning process.

Involvement from the community is required at each stage, guidance for engaging with communities is provided in section five and Appendix 1.

|   |   |   |  |
|---|---|---|--|
| C<br>O<br>M<br>M<br>U<br>N<br>I<br>T<br>Y<br>E<br>N<br>G<br>A<br>G<br>E<br>M<br>E<br>N<br>T | → | <b>Stage</b>                              | <b>Steps</b>   |
|   |   | Stage One: Profiling                      | <ul style="list-style-type: none"> <li>Gather information about the community including demographic profile, settlement patterns and catchment areas</li> <li>Assess community needs</li> <li>Describe existing social infrastructure</li> </ul>   |
|   | → | Stage Two: Analysis and assessment        | <ul style="list-style-type: none"> <li>Analyse and summarise information from the profiling phase</li> <li>Compare against existing levels of social infrastructure provision in the District</li> <li>Compare against other areas or standards</li> <li>Planning considerations for Maori social infrastructure and other specific groups</li> <li>Bringing it all together – recommended levels of provision by identifying current and future gaps in provision by considering community profile, demographic information, community needs, existing social infrastructure and comparing levels of provision</li> <li>Validate findings with the community</li> </ul> |
|   | → | Stage Three: Solution Identification      | <ul style="list-style-type: none"> <li>Identify and assess options and determine best-fit solutions</li> <li>Consider funding sources and issues</li> <li>Identifying councils' roles in social infrastructure planning and implementation</li> </ul>  |
|   | → | Stage Four: Implementation and Monitoring | <ul style="list-style-type: none"> <li>Commitment and resource allocation for social infrastructure provision through the annual plan and LTCCP</li> <li>Project management</li> <li>Monitor and evaluate effectiveness of planning and provision of social infrastructure</li> </ul>  |

## Section 4 Creatively engaging communities in social infrastructure planning

Some key reasons to engage communities in social infrastructure planning include<sup>1</sup>:

- Better outcomes, as knowledge is shared through engagement and local people bring depth, historical knowledge and new ideas to projects.
- More chance that the social infrastructure developed will meet local needs.
- Building trust and credibility and making sure the community understands the opportunities and constraints.
- Potential cost savings by mobilising volunteer energy
- Better identification of risks and increased perception of openness and fairness, reducing the risk of conflict.

Communities need to be involved throughout the social infrastructure planning process in the following ways.

### *Profiling:*

- Identifying capacity of social infrastructure (e.g. use of volunteers)
- Identifying local values and priorities
- Commenting on the adequacy of existing social infrastructure provision

### *Analysis and Assessment:*

- Advocating priorities for local and regional social infrastructure
- Defining problems and identifying solutions
- Reviewing findings and providing input to strategies

### *Solution Identification*

- Input to assessment of type and scale of infrastructure required
- Contributing to the development of locally and regionally appropriate solutions
- Identifying opportunities for integration of new facilities with existing uses
- Identifying opportunities/interest in joint development, design and use of new facilities such as community centres

### *Implementation and Monitoring*

- Evaluating and tracking the effectiveness of local social infrastructure in supporting community wellbeing

Appendix One identifies some engagement methods and lists numerous Australian and international sites with a wide range of community engagement resources.

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<sup>1</sup> See [http://www.environment.nsw.gov.au/resources/warr/2006288\\_engagingcommunities.pdf](http://www.environment.nsw.gov.au/resources/warr/2006288_engagingcommunities.pdf).

## Section 5 Stage One: Profiling

Community profiling captures the socio-demographic nature of an area - the number of people, their characteristics, the resources available to them and the likely future population.

This stage is about awareness raising and gathering the right information to support good social infrastructure planning. The steps are:

- Gather information about the community including demographic profile, settlement patterns and catchment areas
- Assess community need
- Describe existing social infrastructure

### 5.1 Content of Community Profiles

At a general level it is possible to identify the types of social infrastructure that are provided locally, at a town level or city level etc. However, each community often differs in terms of the age of the population, community need, ethnicity etc hence social infrastructure needs to be tailored to cater for each community's need. Communities can also change over time as the demographic profile and corresponding needs of a community changes.

This information helps to gain a greater understanding of the implications for current and future social infrastructure needs and issues, taking into account the specific nature of the community.

Drawing on community profiles and needs assessments puts Councils in a stronger position for making decisions about social infrastructure provision, and puts in context requests for social infrastructure from community members.

Much community profile information is likely to have been already gathered internally (check with the Policy team and Resource and Monitoring Analyst) and/or government agencies e.g. Ministry of Social Development produce local service mapping information. At a big picture level the global and regional context in the Framework, will also be helpful. It is intended that community profiling and needs assessments will occur across the Western Bay of Plenty District, highlighting social infrastructure needs and issues and providing a valuable community resource.

The table below summarises the content to be included within a Community Profile.

| Content area        | Description  | Possible Sources of information  |
|---------------------|--|--|
| Demographic profile | History of area, main industries, population size, age, ethnicity, gender, income, households, families, religion, education, employment, home ownership | Statistics NZ Census data (see Council researcher)<br>University of Otago School of Medicine produce Deprivation Indexes which indicates levels of deprivation at a census area unit level |

|                                       |   |   |
|---------------------------------------|---|---|
| Population growth, changes and trends | Growth projection, age distribution, birth and mortality rates, migration, movement, housing consents, research on growth trends (see the Global and Regional context in the Framework) | Statistics NZ Census data (see Council researcher)<br><br>SmartGrowth website   |
| Wider implications and issues         | Wider issues and community needs (see Global and Regional context resource)   | Ministry of Social Development<br>BOP Polytechnic/University of Waikato research<br>Ministry of Health/Bay of Plenty District Health Board/Toi Te Ora – Public Health<br>Local organisations research |

## 5.2 Assessing need

It is important to consider the range of needs, avoid squeaky wheels, inaccurate assertions and ensure resources are directed most effectively. The following table summarises the different kinds of needs that occur, and the type of information required to help understand them<sup>2</sup>. The needs of specific population groups as well as those of the general population should be purposefully considered.

Values can be identified through consultation with the community such as workshops, surveys etc and/or will have been identified as part of the development of a Comprehensive Development Plan.

### A Framework for Understanding Need<sup>3</sup>

| Types of need | Description               | Information Source  |
|---------------|---------------------------|---|
| Felt Need     | What people say they need | Feedback from consultation* with the community and facility/service providers (e.g. meetings, forums, interviews, other)<br><br>The wellbeing checklist is one of the resources that can be used to inform the consultation particularly the prompts for social and cultural wellbeing e.g. social and community networks, expression of cultural values and practices etc. |

<sup>2</sup> Queensland Government, Department of Infrastructure and Planning, (2007) South East Queensland Regional Plan 2005-2025 Implementation Guidelines No 5 – Social Infrastructure Planning.

<sup>3</sup> Adapted from Local Government Association of Queensland (1996) Social Planning Guidelines for Queensland Local Government Chapter 9 in Department of Infrastructure and Planning (2007) South East Queensland Regional Plan 2005-2025 Implementation Guidelines No 5 – Social Infrastructure Planning.

|                  |                                       |   |
|------------------|---------------------------------------|---|
|                  |                                       | Ministry of Social Development<br>Ministry of Health/ Bay of Plenty district Health Board<br>University research<br>* see section 4 and appendix 1 on engaging communities  |
| Expressed need   | Actual demand                         | Measured through waiting lists, number of requests for services (e.g. through community infrastructure survey – see Appendix 3)   |
| Normative need   | Expert analysis of need               | Investigated through demographic and social trends analysis Sections 7.4 and 7.5 of these guidelines which consider Maori and other group's needs.  |
| Comparative need | Comparative rates of provision        | Comparative assessment of existing rates of supply against rates of provision in other similar communities.<br>An example for Reserves is 'Yardstick' which outlines comparative levels of provision for reserves. This can indicate, for example, that an area has a high level of passive reserves but lower than average levels of sports fields, playgrounds and youth facilities i.e. skate parks. |
| Latent need      | Needs that users are not yet aware of | Demographic analysis, particularly of population change and growth and analysis of research and public/social policy. Sections 7.4 and 7.5 of these guidelines which consider Maori and other group's needs.  |

A basic example of how the above assessments could be used to determine the need for a playground in a community:

- what do people tell us they need e.g. a submission to the LTCCP for another playground in a community
- how is the facility or service being used e.g. currently playgrounds are under utilised
- how many playgrounds would you expect to be required given the nature of the population e.g. relatively small number of children in the population
- what is offered by other similar communities e.g. similar number of playgrounds offered by similar territorial authorities
- if it's a growth area, what might the projected population need e.g. are anticipating an increasing number of children.

The above needs assessment provides a comprehensive picture of the need for a playground which can then inform how to respond to the submission to the LTCCP and determine if a playground is needed, and if so, when it may be needed.

### 5.3 Describe existing social infrastructure

The table below presents information on how to describe existing social infrastructure.

| Evaluate supply                                  | Information sources  |
|--|--|
| What already exists and patterns of use          | - A description of the different types of providers of social infrastructure, the location and numbers of existing social infrastructure are available through the stock take including maps at a local and sub regional level. See Objective Policy and Planning – Sub-Regional – SmartGrowth- Social |
| Types of information to collect include: type of |  |

|   |   |
|---|---|
| facility; location; target groups served; accessibility; catchment area served; services offered at facility; capacity to accommodate additional services/demand; plans to expand/alter facility; ownership and management. | infrastructure (maps will soon be available on the Councils website)<br>- data base of community organisations and volunteer groups – available from the Community Development Team<br>- Information obtained from social infrastructure providers via surveys, interviews etc (see an example of a questionnaire in Appendix 3). |
| Identify any existing standards of provision and access   | - See Section 6.2 and 6.3 in these Guidelines<br>- Social Infrastructure Stock take<br>- Information obtained from social infrastructure providers via survey   |

Consideration should also be given to community capacity for facilities and services which rely on volunteers, particularly given the ageing population and concerns that there is a reducing number able and willing to volunteer. For example, rural emergency services such as fire serves, ambulance and community safety rely heavily on volunteers as do a multitude of community organisations. Consultation with the community and social infrastructure providers will provide information about the number and nature of services reliant on volunteers.

Community values such as self-help, inclusion of people from diverse cultures, affordability etc help in understanding local provision of social infrastructure and to assist in prioritising social infrastructure.

Community profiling, needs assessment and describing social infrastructure may occur in parallel and gaps in information available should be noted.

## **Section 6 Stage Two: Analysis and assessment**

Once research and information sheds light on issues, needs and supply of social infrastructure, this next phase is about analysing what social infrastructure is needed.

There are several steps to this phase:

- analyse and summarise information from the profiling phase
- assess against existing levels of social infrastructure provision
- analyse against standards of provision
- planning considerations for Maori social infrastructure and other specific groups needs for social infrastructure
- bringing it all together – recommended levels of provision by identifying current and future gaps in provision by considering community profile, demographic information, community needs, existing social infrastructure and comparing levels of provision
- validate findings with the community

### **6.1 Analyse and summarise information from the profiling phase**

Inputs include the previously completed community profile, needs assessment and description of social infrastructure.

Mapping of information that has been collected to date is very helpful to determine where populations are located in relation to facilities and provide a visual means of presenting information collected. The maps are available from Geographic Information systems (GIS) of existing infrastructure and population concentrations for the District. Main transport routes and future population growth areas can also be mapped to get a comprehensive picture of the community and its social infrastructure.

### **6.2 District levels of social infrastructure provision**

At the heart of social infrastructure planning is identifying what types and levels of social infrastructure are appropriate for an area, existing provision of social infrastructure is the baseline.

The Western Bay of Plenty District Council does not have defined geographic levels of provision for council owned social infrastructure, for example, there is no requirement that all town centres have a library (although they all do). Other Councils have identified levels of provision e.g. Tauranga City Council have a network approach and have identified local, suburban, citywide and sub-regional levels and determine what types of social infrastructure is to be provided at the various levels. For example, neighbourhood libraries and communities centres are provided at a local level, a hub library and community hall is provided at a suburban level and the central library at a citywide level.

Levels of provision ideally aim to meet the following attributes<sup>4</sup>:

- Reflects community demand, changing facility and other local trends
- Reflects contemporary practices
- Has an empirical evidence base to support it
- Has endorsement or acceptance from key stakeholders
- Is financially realistic
- Is easily understood and applied
- Has some flexibility while providing a clear yardstick

Key challenges in designing standards or levels of provision include their being open to challenge if not fully evaluated and tested, some activities are susceptible to fast changing trend changes (e.g. changes in government policy, industry practice and societal trends), linking standards or levels to Council planning processes and the general issues of trying to apply blanket standards to unique areas.

The following are existing levels of provision for both Western Bay of Plenty District Council and non-Council social infrastructure; the levels are based on what currently exists, not on desired levels or standards that may exist for different types of social infrastructure. The levels were established by mapping the various types of social infrastructure that exist across the district. The maps and a description of social infrastructure that exist for each town, local centre and rural area in the District are available on the Objective content management system.

Clearly, council can only directly influence provision of its own social infrastructure. However, being aware of the presence or lack of other types of social infrastructure e.g. medical centre, school etc enables Council, where appropriate, to encourage such provision of social infrastructure by advocating, partnering, monitoring etc. This is discussed in more detail in Stage 4 'Implementation and Monitoring'.

| Planning level of provision                         | Description in terms of social infrastructure   |
|---|---|
| Subregion/City i.e. Tauranga                        | <ul style="list-style-type: none"> <li>• Up to 200,000 people and 80km radius</li> <li>• Supports all levels of need from primary to tertiary, including major facilities that draw people from around the region and externally</li> <li>• All levels of health services including tertiary e.g. hospital</li> <li>• Civic/exhibition/convention centre</li> <li>• Central library</li> <li>• Range of government services – local and regional/central</li> <li>• Full range of education, training and employment avenues e.g. University, regional polytechnic</li> <li>• Correctional centres</li> <li>• Cultural infrastructure e.g. entertainment, major sporting facilities, gallery</li> </ul> |
| Town centre/small settlement e.g. Katikati, Te Puke | <ul style="list-style-type: none"> <li>• Up to 10,000 people, with a radius of 10-20 kms, and can encompass several local centres, supports people's lifecycle needs</li> <li>• Schools – early childhood education (8), primary (1-2),</li> </ul>  |

<sup>4</sup> Adapted from Planning for Community Infrastructure in Growth Areas, Victoria, 2008 p68.

|  |   |
|--|---|
|  | <ul style="list-style-type: none"> <li>intermediate schools (1) and a secondary college (1)</li> <li>• Primary health care services and some health services to secondary level (1-2)</li> <li>• Sport (2-5) and recreation reserves (16-21)</li> <li>• Branch library (1)</li> <li>• Police station (1)</li> <li>• Local youth facility – 1 skate park</li> <li>• Cemetery (1-2)</li> <li>• Community centres, halls (1)</li> <li>• Public transport (yes)</li> <li>• Ambulance</li> <li>• Fire station</li> <li>• Aquatic facility (1-2)</li> <li>• Marae (1-2)</li> <li>• Iwi community, health and social services</li> <li>• Visitor info centre – 1</li> <li>• Playgrounds (2-5)</li> <li>• Tennis courts (1-2)</li> <li>• Emergency management centre/s (1-3)</li> <li>• Public toilets (2-7)</li> </ul>   |
| <p>Local centre e.g. Maketu, Waihi Beach, Pukehina, Omokoroa</p> | <ul style="list-style-type: none"> <li>• 1-3,000 people within 5-10km radius</li> <li>• Primary school (1-2 composite)</li> <li>• Childcare centre and kindergarten (3)</li> <li>• Primary health care (1)</li> <li>• Sport (1) or recreation reserve (13-14)</li> <li>• Small multi-purpose community centre/park with club house facilities – 1</li> <li>• Fire station – 1</li> <li>• Aquatic facility – 1-2 school/private</li> <li>• Playgrounds (1-3)</li> <li>• Tennis courts (1-2)</li> <li>• Emergency management centre – 1</li> <li>• Public toilets – 2-7</li> <li>• Branch library – 1 (except Pukehina)</li> <li>• Council customer service centre - 1</li> <li>• communications infrastructure is increasingly important to learning, service access and employment, and should be considered as part of local social infrastructure planning</li> </ul> |
| <p>Rural e.g. Paengaroa, Whakamarama, Pongakawa,</p>             | <ul style="list-style-type: none"> <li>• Homes/properties defined by boundaries such as major roads and water courses with up to 1000 homes/properties (2500-3000 people) over distance of 10-50kms</li> <li>• Community hall</li> <li>• Park (frequently)</li> <li>• Pre-school (frequently)</li> <li>• Composite school</li> <li>• School tennis court</li> <li>• School pool</li> <li>• Emergency centre based at school</li> <li>• Public toilet/s</li> </ul>   |

|  |                      |
|--|----------------------|
|  | • Marae (frequently) |
|--|----------------------|

Please note dairies, bus stops, aged care facilities and churches were not included in the mapping of social infrastructure.

Note that in rural locations especially, public transport to local, town and sub regional centres is an important consideration to allow residents access to an adequate range of social infrastructure. Another consideration is the substantial proportion of the population in some areas who are not permanent residents e.g. Waihi Beach, Pukehina and have peaks and troughs in terms of the use of social infrastructure.

### 6.3 Analyse Against Standards of Social Infrastructure Provision

The next step is to compare the District levels of social infrastructure outlined in section 6.2 with any other standards, targets, benchmarks or relevant legislation available which is outlined in more detail below. This will help to determine if there are any gaps and the recommended level of provision.

Setting standards can assist the development of appropriate and high quality social infrastructure for an area. Standards or levels of provision in relation to social infrastructure are generally of three types:

- Quantity or levels of provision, depending on whether it is for a sub-region, town centre, suburb or rural
- Quality of provision as determined by design standards, type of service/facility model, sustainability features and so on
- Access standards which relate to the accessibility of social infrastructure

#### 6.3.1 Existing standards

While some New Zealand standards exist for facilities such as libraries and access to services such as General Practitioners (GPs), for most social infrastructure there are no national standards, rather there are often targets set in funding contracts, best practice guidelines or bench marks and/or legislation which sets expectations for the delivery of social infrastructure. Whilst national standards are useful as a benchmark or yardstick, a locally driven approach to determine appropriate standards is also needed so that local needs, trends and preferences are reflected. The table below sets out existing national, regional or local infrastructure standards, benchmarks and targets applicable to the Western Bay of Plenty district.

| Type of social infrastructure | Standards/targets/benchmarks                                     | Where to access them                              |
|-------------------------------|--|---|
| Libraries                     | Size of library facilities, books per capita, hours of operation | WBOPDC – have a LTCCP target of 2.2 library items |

|   |  |  |
|---|--|--|
|   |  | per head of population.<br>Standards for New Zealand Public Libraries 2004.<br>Library and Information Association of NZ Aotearoa (LIANZ)  |
| Reserves  | Local and national averages rather than standards for the number and nature of reserves; provision of playgrounds, youth facilities etc  | Yardstick – national benchmarking  |
| Cemeteries  | -  | Cemeteries Act   |
| Halls and Community centres                                   | -  | Best practice guidelines<br>Occupational health and safety<br>Building Code  |
| Emergency Management – civil defence and rural fire authority | Spontaneous volunteer management planning, donated goods management, formation of civil defence and emergency management groups  | Best practice guidelines   |
| Public Transport  | Licensing, nature and provision of public transport.   | Relevant legislation and national and regional policy.<br>Contact Environment Bay of Plenty and NZ Transport Agency.   |
| Secondary health services (hospital based)                    | Level and types of services offered  | Relevant legislation, clinical and professional guidelines and national strategies.<br>Contact Bay of Plenty District Health Board.  |
| Community Based health services                               | Types of services; target groups; level of service etc   | Ministry of Health<br>Bay of Plenty District health board contracts set targets including the relevant legislation, clinical and professional guidelines and national strategies are adhered to. |
| Primary health care   | Types of services offered; number of GP's per 1000 population; travel time to GP's ie within 30 minutes in business hours and 60 minutes out of hours; registration and accreditation of personnel etc | Ministry of Health<br>Bay of Plenty District Health Board contracts set targets including the relevant legislation, clinical and professional guidelines and national strategies are adhered to  |
| Ambulance   | Response times to calls; services provided etc   | Ministry of Health contracts set targets including the relevant legislation, clinical  |

|   |  |  |
|---|--|--|
|   |  | and professional guidelines and national strategies are adhered to.<br>Contact St Johns Ambulance. |
| Police  | Nature of services provided, response time, apprehension rates etc   | National Police planning   |
| Fire Brigade  | A wide range of national goals e.g. 95% of all wild fires contained within two hours of being reported                                   | New Zealand Fire Service Commission  |
| Early childhood, primary, intermediate and secondary education including te kohanga reo, kura kaupapa and bilingual schools         | Set a wide range of standards depending on the type of educational facility including the curriculum, professional practice, governance  | Ministry of Education  |
| Tertiary Education including polytechnics, universities, adult and community education, wananga and private training establishments | Set a wide range of standards depending on the type of educational facility including curriculum, research, governance and management.   | Tertiary Education Commission and NZ Qualifications Authority                                      |
| Social Development  | Set a wide range of standards depending on the service within Ministry of Social Development.  | Ministry of Social Development and relevant legislation.   |
| Justice   | Standards on authority of courts, sentencing etc.<br>Standards for prison operation, community based sentence, pre-sentence reports etc. | Ministry of Justice and Department of Corrections  |

### 6.3.2 Access standards

In addition to services being provided, they also need to be accessible, preferably by a range of modes (walk, cycle, bus, vehicle). The examples below<sup>5</sup> are based on average speeds of different modes and relate to urban areas. The distances are the maximum distance most homes in urban areas should be from the listed infrastructure. In built up areas, some services may need to be closer, such as open spaces. There are no clear guides on what is regarded as accessible for those living in rural areas. Tauranga City Council use indicative distances for their levels of provision or network of services discussed earlier: local 1-2km, suburban 3-5km and citywide 5+kms.

| Type of social infrastructure | Waitakere City Council | UK example |
|-------------------------------|------------------------|------------|
| Primary school                | 1km to 1.5km           | 500m       |

<sup>5</sup> The above accessibility indicators were identified in Waitakere City Council's Social Infrastructure Planning Framework (2007) p44.

|                           |          |       |
|---------------------------|----------|-------|
| Child care                | 800-1km  | -     |
| GP                        | 1km      | 800m  |
| Local store               | 400-800m | 500m  |
| Open space                | 400-800m | 800m  |
| Sports field              | 2-3 km   | 800m  |
| Green corridor            | 1-2km    | 2km   |
| Local shopping centre     | 2-3kms   | 3km   |
| Community centre/library  | 2-3 km   | 1.5km |
| Multi-use community space | 2-3km    | -     |

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

Access for rural residents to social infrastructure is an area that requires separate consideration to determine reasonable levels of access to various types of social infrastructure. It is intended that audits of rural residents' accessibility will be conducted to identify barriers and solutions to address access.

### Public Access to Facilities

At a facility level improved public access can be achieved with:

- flexible, multi-purpose buildings – these provide the best use of scarce resources by allowing the needs of the whole community to be accommodated and to be able to respond to the changing needs of a growing community
- room configuration of varying, flexible sizes
- adequate storage for multiple user groups
- access for people with disability to all parts of the building
- car parking and bicycle racks
- access for public transport near the entrance
- hours of operation
- landscaping
- lighting and signage to enhance security and usability/visibility
- clear signage<sup>6</sup>.

The following provides a template and a hypothetical example that may assist in comparing existing social infrastructure with other levels of provision, standards, targets, benchmarks etc.

| Facility | Levels and standards                                       | Results  |
|----------|--|--|
| Library  | Library and Information Association New Zealand (Aotearoa) | 70 sqm per 1,000 pop'n   |
|          | Common Council standard                                    | Other standards for types of books etc – compare with existing sqm, books provided etc.<br>45sqm / 1,000 commonly used by other councils |

<sup>6</sup> Queensland Government, Department of Infrastructure and Planning, (2007). South East Queensland Regional Plan 2005-2025 Implementation Guidelines No 5 – Social Infrastructure Planning.

|  |   |  |
|--|---|--|
|  | Existing level of provision<br>(see LTCCP, Asset Manager<br>or Manager for libraries)   | <ul style="list-style-type: none"> <li>- 4 libraries – 1:10,500 population</li> <li>- Currently sqm per 1,000 population is 25sqm</li> </ul>   |
|  | Access<br>(GIS can provide an estimate<br>of the percentage of<br>population who reside within<br>varying distances from social<br>infrastructure such as<br>libraries) | <p>55% of the population are 5kms from a library.</p> <p>Assess libraries according to public access e.g. car parking provision, bicycle racks, near public transport, hours of operation etc.</p>   |
|  | Gaps  | <ul style="list-style-type: none"> <li>- Differing standards with regard to sqm/1000</li> <li>- Lower than the national standard and commonly used Council standard for library space in the District</li> <li>- Library did not provide bike racks for those cycling to the library.</li> </ul> |

#### 6.4 Planning considerations for Maori social infrastructure

In addition to mainstream social infrastructure there is social infrastructure developed by and for Maori which is fundamental to Maori wellbeing. The stock take describes key Maori social infrastructure: marae, te kohanga reo (early childhood), kura kaupapa Maori (schools), hauora (health organisations) and wananga (tertiary/adult education). This is not an exhaustive list of all Maori social infrastructure or all factors which contribute to toiora (wellbeing). For example, papakainga (housing) and waahi tapu and cultural heritage sites for example are not included; these are addressed in other parts of the SmartGrowth strategy.

In order to understand the role and function of Maori social infrastructure it is useful to have an understanding of the tangata whenua world view of Maori health and wellbeing (toiora). The Bay of Plenty iwi have developed their own conceptual framework for toiora: optimum health and wellbeing led by Te Runanga Hauora Maori o Te Moana a Toi from the Bay of Plenty District Health Board<sup>7</sup>. This model is used in the context of their interactions and relationship with the District Health Board and may or may not be used internally by each iwi.

The Toiora model describes a tangata whenua worldview of health and wellbeing. It is a holistic construct that confirms the inter-related nature of all elements of Te Ao Maori. The model presents toiora as the goal for tangata whenua and the state of toiora is represented by:

- A balance of optimum health across the elements of wairua (spiritual), hinengaro (intellectual), whatumanawa (emotional) and tinana(physical)

<sup>7</sup> Te Runanga Hauora o Te Moana a Toi (2007) He Pou Oranga Tangata Whenua - Tangata Whenua Determinants of Health Framework and Summary Report: Bay of Plenty District Health Board

- Gaining of strength and power (mana) through strong relationships with Atua (gods and spirituality), whenua (land), moana (sea), tupuna (ancestry) and tangata (relationships).
- A balance between the states of tapu (sacred) and noa (common, physical)
- The qualities of ihi (inspiration), wehi (awe, belonging to a larger existence) and wana (gratitude and passion for life) as life motivators
- Achieving a state of toiora equates to strong mauri.

The He Pou Oranga Tangata whenua model adds Maori principles and practices to the toiora model:

- Wairuatanga – understanding and commitment to a spiritual existence
- Rangatiratanga – leadership, self determination, capacity to govern
- Manaakitanga – show respect or kindness
- Kotahitanga – maintaining unity of purpose and direction
- Ukaipotanga – a place to belong, land and place (home)
- Kaitiakitanga – quality stewardship and guardianship over people, land and resource
- Whanaungatanga – family and relationships including ancestors and future generations
- Pukengatanga – teaching preserving and creating knowledge.

The 2009 Social Infrastructure Stock take captures and maps some Maori social infrastructure in the subregion. When engaging with Maori in terms of social infrastructure the key principle is to be guided by Maori on needs and how these can best be met, in line with the models above.

## 6.5 Planning considerations for specific groups and needs

Different groups within the population have different needs; particularly older and disabled people, but also children, young people and people from various cultural groups. This section sets out key groups to consider when planning social infrastructure, including some of the issues and where to go for further guidance and information.

Facilities and social infrastructure that meets the needs of children, disabled and older people generally meets the needs of everyone – needs are not mutually exclusive. Again, involvement of these groups in planning is essential to obtain the best outcomes.

| Group              | Some key issues   | Potential responses   |
|--------------------|---|---|
| Children 0-9 years | <ul style="list-style-type: none"> <li>• Services of most interest include early childhood, primary schools, infant and child health care, parental support and recreation</li> </ul> | <a href="http://www.dcsf.gov.uk/everychildmatters">http://www.dcsf.gov.uk/everychildmatters</a><br><a href="http://www.childfriendlycities.org">www.childfriendlycities.org</a> UNICEF Resource Centre<br>Child and Youth Friendly Cities Land Use and Transport Planning Guidelines. Ontario 2005.<br><a href="http://cst.uwinnipeg.ca/documents/Guidelines.pdf">http://cst.uwinnipeg.ca/documents/Guidelines.pdf</a><br><a href="http://www.waitakere.govt.nz/Abtcnl/pp/firstcall.asp">http://www.waitakere.govt.nz/Abtcnl/pp/firstcall.asp</a><br><a href="http://thechildrenscouncil.net/">http://thechildrenscouncil.net/</a><br><a href="http://www.scotland.gov.uk/Publications/2006/11/09140609/0">http://www.scotland.gov.uk/Publications/2006/11/09140609/0</a> |

|                                   |  |  |
|-----------------------------------|--|--|
| <p>Young people 10-24 years</p>   | <ul style="list-style-type: none"> <li>• Consider recreation, schools, entertainment, transport, affordability, tertiary education and employment</li> <li>• Lack of recreational and leisure facilities and activities are identified as a key gap in several WBOPDC communities</li> <li>• Needs of 10-14 year olds are different to 15-18 and 19-24 year olds</li> <li>• Young people tend to leave the sub region to seek work and training</li> <li>• Limited secondary school and tertiary education options</li> </ul>  | <p><a href="http://www.myd.govt.nz">www.myd.govt.nz</a> (Ministry of Youth Development)<br/> <a href="http://www.communitybuilders.nsw.gov.au/building_stronger/safer/young.html">http://www.communitybuilders.nsw.gov.au/building_stronger/safer/young.html</a><br/> <a href="http://www.dcsf.gov.uk/pns/DisplayPN.cgi?pn_id=2009_0046">http://www.dcsf.gov.uk/pns/DisplayPN.cgi?pn_id=2009_0046</a></p> <p>Social infrastructure accessible by public transport, cycling or walking and open after school hours is important.</p> <p>One-stop shops are often a good model for young people as they only have to get to one place to access a range of services.</p> <p>Social infrastructure is essential to retain and attract young people to the area</p>  |
| <p>Older people 60 years plus</p> | <ul style="list-style-type: none"> <li>• Population Ageing refers to a demographic change where there will be proportionally more older people than younger people.</li> <li>• Higher than national average proportion of older people in the sub region.</li> <li>• Different needs for different sub-groups e.g. continuing education, volunteering opportunities, employment, recreational and social opportunities maybe more important for those aged 60-70 whilst access to health services maybe more important for those aged 80+.</li> <li>• Need to consider safety, transport, affordability, access to health services, isolation, continuing education, social and recreational facilities, volunteering</li> </ul> | <p>See the Social Infrastructure Planning Frameworks' regional and local context section 4.0 for more information about older age population projections</p> <p><a href="http://www.who.int/ageing/publications/Global_age_friendly_cities_Guide_English.pdf">http://www.who.int/ageing/publications/Global_age_friendly_cities_Guide_English.pdf</a></p> <p>Areas covered by the age friendly cities survey include:</p> <ul style="list-style-type: none"> <li>- community and health services</li> <li>- housing</li> <li>- outdoor spaces</li> <li>- transportation</li> <li>- respect and social inclusion</li> <li>- social participation</li> <li>- communication and information</li> <li>- civic participation and employment.</li> </ul> <p>Bay of Plenty District Health Board and Smart Growth Population Ageing Technical Advisory Group.<br/> <a href="http://www.smartgrowth.bop.org.nz">www.smartgrowth.bop.org.nz</a><br/> SmartGrowth SmartAgeing Plan – August 2008</p> |

|                 |  |   |
|-----------------|--|---|
|                 | and paid work, ageing in place at home and retirement accommodation  |   |
| Disabled people | <ul style="list-style-type: none"> <li>access to services, universal design, disability access to facilities and safety</li> </ul>   | <a href="http://www.odi.govt.nz/what-we-do/built-environment/index.html">http://www.odi.govt.nz/what-we-do/built-environment/index.html</a><br><a href="http://www.makoa.org/accessable-design.htm">http://www.makoa.org/accessable-design.htm</a><br><a href="http://www.webaim.org/articles/archives/universal/">http://www.webaim.org/articles/archives/universal/</a> |
| Rural areas     | <ul style="list-style-type: none"> <li>social isolation, access to services, public transport and connecting infrastructure such as broadband, postal and broadcasting services</li> </ul> | Rural proofing (MAF 2008)<br><a href="http://www.maf.govt.nz/mafnet/rural-nz/proof/">http://www.maf.govt.nz/mafnet/rural-nz/proof/</a>  |

## 6.6 Bringing it all together – recommended levels of provision

The following brings together the information collected to date (i.e. community profile, needs assessment, comparing with levels and standards of provision) to be considered in informing a recommended level of provision for social infrastructure<sup>8</sup>.

| Categories   | Results (example)   |
|--|---|
| <i>Planning Area</i>   | Town centre – Te Puke   |
| <i>Type of facility or service</i>                           | Library   |
| <i>Existing level of provision</i>                           | 1 - 440sqm<br>for approximate population of 14,000 including Te Puke, Rangioru, Maketu, Paengaroa and Pongakawa   |
| <i>Comparative standards of provision</i>                    | 70 sqm/1000 – Library and Information Association of NZ (LIANZ) Aotearoa i.e. equates to 980/sqm for Te Puke and surrounding area<br><br>45sqm /1000 – commonly used council target i.e. equates to 630 sqm for Te Puke and surrounding area  |
| <i>Planning considerations for specific groups and needs</i> | Te Puke library is used in the main by older European people with under representation from Maori and young people  |
| <i>Analysis</i>  | Te Puke library also services the broader Te Puke ward and the Maketu ward. Using comparative standards of provision the existing library space is insufficient for the population  |
| <i>Recommended level of provision</i>                        | Suggest increasing library space.<br>A community awareness strategy currently being developed is introducing initiatives to encourage young people and Maori use of the library e.g. classroom library cards for the secondary college to allow borrowing of books via school rather than needing individual library cards. |

<sup>8</sup> Drawn from Queensland Government, Department of Infrastructure and Planning, South East Queensland's Implementation Guideline No. 5 – Social Infrastructure Planning, June 2007 p45.

## **6.7 Validate findings through consultation**

It is important to consult with both the users of social infrastructure and the organisations that deliver social infrastructure to determine whether the findings and gaps identified reflect community thinking. This would be done as part of the project/process being undertaken e.g. strategy review, structure plan development, reserves management plan, town centre plan etc.

The wellbeing checklist, available as one of the resources, can also be applied to consider how the findings and gaps impact on social, cultural wellbeing etc to then allow these issues to be considered in the next stage of Solution Identification, or if there is a need for further assessment.

Channels of communication and contacts would have been established as part of profiling which can be used again or different organisations and users and methods of communicating can be used, see Section 4 on community engagement.

## **Section 7 Stage 3: Solution Identification**

In the main, the provision of social infrastructure will be the result of social infrastructure planning principles being applied to Council planning processes i.e. reserve management planning, asset management planning etc as outlined earlier in Section 2. Social infrastructure arising from a plan would then be specified in detail as part of the project charter which identifies the milestones, stakeholders, scope, budget, roles and responsibility and approach of the project.

Alternatively, social infrastructure may be considered if a request is made for social infrastructure e.g. sports ground. This would require a business case to be undertaken for consideration by senior management.

Depending on the nature of the project, community profiling, assessment and analysis would happen at different stages. For a new project, profiling would be at the business case stage to establish if there is a need for the social infrastructure. If the project arises from an existing plan profiling would be identified as a milestone in the project charter.

Recommended levels of social infrastructure have been identified often at a fairly general level e.g. need a meeting place. Consideration then needs to be given to what options are possible in relation to:

- nature and form of facility and/or service
- whether an existing facility or service can be altered/expanded to meet the need
- whether partnering with another agency is possible and/or appropriate
- co-location opportunities (see section below trends in service delivery and facility models)
- funding sources (see section below on funding sources) and costings.
- stakeholder viewpoints and community members (where applicable)
- the wellbeing checklist can be used to assist in determining the most appropriate option by considering how each of the options contribute to social, cultural, economic and environmental wellbeing (see the Resources for the Wellbeing Checklist)

### **7.1 Trends in service delivery and facility models**

Trends in social infrastructure such as facilities and services are changing all the time. Co-location and hubs are being increasingly used, particularly for small communities. The advantages of co-location and/or integration of services and hubs are many:

- enables the sharing of resources e.g. primary school can utilise the recreation reserve for sports,
- creates a focal point for the community
- increases usage of the facilities and services by residents,
- enhances accessibility of services,
- optimises the use of land and support infrastructure such as car parks,
- reduces car travel,
- encourages social interaction, and
- enhances sustainability.

Examples of different service delivery and facility models are:

*Stand-alone facilities*

Dedicated facilities serving a single or multiple community purposes.

*Co-located facilities and Integrated service centres or nodes*

The joint location of service providers within a facility with or without the integration of services to provide a coordinated one-stop shop approach.

Local examples include Katikati Resource Centre who provides space for a range of organisations and support groups to deliver their services i.e. ante-natal classes, podiatry clinic, counselling, Housing New Zealand Corporation, Inland Revenue, Work and Income, Probation etc. Also in Katikati is the health centre which provides space for a range of health services in addition to general practice clinics i.e., radiology, pathology, pharmacy, physiotherapy etc.

*Hub*

A collection of facilities clustered together on the same or adjoining sites. There may or may not be interaction between these facilities. Together, they create a focal point for community activity.

In Tauranga central business district there is something like a 'hub' of arts or cultural facilities with the art gallery, Creative Tauranga, library, Bay Court (events centre) located within 1-2 blocks. Similarly the Historic Village is a hub for arts and social service organisations with a range of small non government organisations e.g. budget advisory service along with arts studios.

## **7.2 Non- Council social infrastructure**

The focus of the guidelines is planning for Council owned social infrastructure, this section looks at Councils' role in encouraging the provision of non-Council social infrastructure where appropriate.

At a regional level a higher profile for social infrastructure planning, community wellbeing and collaborative planning with non-council providers of social infrastructure will be advocated at the next review of the SmartGrowth plan in 2012 at which time the social infrastructure framework will also be reviewed.

At regional council level, defining and identifying social infrastructure and the need for social infrastructure planning will be advocated in the review of the Regional Policy Statement. Currently the main function Environment Bay of Plenty has in relation to social infrastructure is public transport; advocacy is also occurring to ensure access to social infrastructure is a consideration in determining public transport routes etc.

At a Council level:

- Advocating – to non-council social infrastructure providers for timely and relevant social infrastructure in communities e.g. after hours health care.
- Partnering – with non-council social infrastructure providers in the development of facilities e.g. partnering with the Katikati Secondary College for the Katikati Action Centre

- Facilitating – forums which bring Council and non-council social infrastructure providers together to share information and provide opportunities for partnering and advocating e.g. Community Outcomes Bay of Plenty.
- Regulating – providing a social infrastructure perspective to social infrastructure consent applications
- Monitoring – providing information to non-council social infrastructure providers about population projections, SmartGrowth and Council planning to inform their planning
- Providing social infrastructure – libraries, community and action centres, reserves, cemeteries, halls, swimming pools.

### **7.3 Funding Sources**

A spectrum of funding mechanisms and sources exist for social infrastructure, and partnerships and joint ventures in provision are increasingly common. This section provides more detail about existing funding sources, focusing on Council provision. Appendix Two provides a list of current funding sources for key Council funded social infrastructure i.e. rates, user fees and changes, financial contributions. For Council funding sources refer to the Revenue and Financing Policies for the respective assets and services.

Joint ventures, developer funded social infrastructure, philanthropic and community fund raising are identified as possible areas where Councils can consider how they can encourage further opportunities for the funding of social infrastructure without being the main provider.

#### **7.3.1 Joint ventures, partnerships, grants and service delivery contracts**

Partnering with others, most commonly a government department such as the Ministry of Education can be an effective way to meet Council's community outcomes for the provision of community facilities and/or services and respond to community need. The partner could also include the private sector to share appropriate levels of risk, facilitate effective and efficient service provision and/or to provide access to capital.

To date joint ventures or partnerships generally involve Council providing some capital funding, and in some cases operational funding, in exchange for community access to these facilities. The facilities are owned by the partner organisations but are considered part of the Councils network of community facilities.

Other Councils e.g. TCC, have a Community Share Agreement Policy which outlines how council will enter into partnerships for the provision of community facilities. Currently TCC have five community share agreements in place for access to community halls.

WBOPDC have a policy for partnerships with the private sector and refer to partnerships between Council and the community in the provision of recreation and leisure facilities in the long term plan. WBOPDC contribute to:

- capital funding of the Waihi Beach community centre and Katikati action centre,
- funding of two pools to enable public access,
- capital funding for halls which are owned by hall committees
- community facilities by providing land
- Construction costs of sub regional facilities e.g. Bay Wave.

- Funding for facilities in the community that are accessed by the public e.g. school facilities.

Joint ventures or community partnerships have pro's and con's i.e. reduces costs to both parties, better quality facility, meet the needs of the community, restrict access to the public, require compromise, etc.

### **7.3.2 Developer funded social infrastructure**

Social infrastructure can be funded by the developer in recognition that social infrastructure such as community facilities, reserves, schools, dairy etc are key selling points for residents. This commonly occurs in Australia and the United States and less commonly occurs in New Zealand. Overseas, developers often receive incentives locally, at a State or Federal level to support this work e.g. reduce financial contributions, waiver taxes etc.

An example in New Zealand of developer funded social infrastructure is the Hobsonville Point development in north-west Auckland on the former airfield site, a 3000 home development with the aim to integrate the latest thinking in urban design, built-form, transport, services and social infrastructure. This is being managed by the Hobsonville Land Company, owned by Housing New Zealand Corporation. The Hobsonville Land Company are making use of an existing building (old air force building on the site) for community purposes and funding a community development officer to meet greet and engage new residents, link with local community etc as they come to live in the new houses to be built.

However, for this to be worthwhile for developers the development would need to be fairly large to justify the construction of a community facility for example. Alternatively there may be opportunity to consider a joint venture with the developer, a community organisation and/or council.

### **7.3.3 Philanthropic/Community grants**

There are many philanthropic organisations, corporate philanthropists, community trusts etc who offer grants for the construction of community facilities. In the Western Bay of Plenty subregion for example the Tauranga Energy Consumer Trust (TECT) has contributed substantial amounts to the All Terrain Park, the proposed sports exhibition centre and many other facilities. Other key philanthropic funders include Bay Trust, corporate sponsors etc. The Funding Information Services website provides information about a range of funding sources: [www.fis.org.nz](http://www.fis.org.nz).

### **7.3.4 Community fund raising**

The demand for a facility can result in community members themselves fund raising to pay for all or some of the costs. For example, the Waihi Beach community established a charitable trust to fund raise for a community centre. Donations receive a 30% tax rebate which can be attractive for some members of the community. Council also contributed \$150,000 to ensure public access to the facility and space for a library with the facility built on Council owned land leased to the community centre for a peppercorn rental. Often community groups may also apply for grants to contribute to the fund raising.

## Section 8 Stage 4: Implementation and Monitoring

### 8.1 Implementation

The aim of Stage 4 is to plan for the delivery of social infrastructure requirements. This may be a joint or solely a council plan, depending on the scale or type of project or process. The social infrastructure plan should be part of a wider comprehensive development plan, structure plan, town centre plan, built environment plan, reserve management and/or asset management plan

This stage will need to identify the commitments made in terms of funding, timing, and resources for delivery of the social infrastructure. From there it is primarily a project management function to construct or establish the social infrastructure.

The plan for delivery of social infrastructure requirements should be incorporated into Council's budget as projects considered as part of the LTCCP and Annual Plan process.

As with any other project the delivery of social infrastructure needs to be monitored. The monitoring process needs to be determined at this stage of the process.

### 8.2 Monitoring and Evaluation

| What needs to be evaluated  | Method/measure   |
|---|--|
| Social infrastructure planning is integrated within Council plans, policies, rules and processes                                    | <ul style="list-style-type: none"> <li>• Staff uptake of social infrastructure planning guidelines</li> <li>• Type and extent of integration of social infrastructure planning within key Council plans, policies and processes</li> <li>• Social Infrastructure Report completed for major new developments and growth areas</li> </ul>                   |
| Planned Council provision of social infrastructure is clear   | <ul style="list-style-type: none"> <li>• The LTCCP and Annual Plan set out Council's planned provision and contribution to social infrastructure</li> </ul>  |
| Increased community engagement in social infrastructure planning  | <ul style="list-style-type: none"> <li>• Evidence of increased community participation in social infrastructure planning</li> </ul>  |
| Increased local and regional collaboration in the planning and provision of social infrastructure                                   | <ul style="list-style-type: none"> <li>• Clear mechanisms utilised to share information, plan and work together</li> <li>• Evidence of increased collaboration in the planning and provision of social infrastructure</li> <li>• Local and sub regional agencies see the value in collaborating on social infrastructure planning and provision</li> </ul> |
| Communities feel that current social infrastructure meets their needs, plus identification of perceived social infrastructure needs | <ul style="list-style-type: none"> <li>• Local government survey e.g. annual residents survey</li> <li>• Survey of residents via EBOP Quality of Life Survey, SmartGrowth or other regional or sub regional survey mechanism</li> </ul>  |
| Agencies respond to identified social infrastructure needs  | <ul style="list-style-type: none"> <li>• Types of new social infrastructure built or planned, against identified needs</li> </ul>  |

## Appendix One - Community Engagement Methods and Websites<sup>9</sup>

Traditional forms of community consultation include surveys, focus groups, public meetings and submission processes. Social infrastructure planning however provides an opportunity to meaningfully engage local people more creatively on how their places can be shaped and enhanced to meet everyone's needs.

The following presents several creative ideas for engaging with local communities on social infrastructure issues and needs.

| Method  | Description  |
|---|--|
| Community based design charrettes                 | A charrette is a collaborative process to identify needs, issues and develop solutions. Charrettes involve setting up a space in local communities where people can come to view maps of their area, hear about and share local concerns and priorities and help to identify solutions. Community charrettes are designed to create a safe environment for people to participate in planning their community, apply scenario planning at the neighbourhood to city and sub regional scales, support on the ground community planning and anchor public involvement with realistic constraints. See for example <a href="http://www.charretteinstitute.org/">http://www.charretteinstitute.org/</a> . |
| Village Well                                      | Village Well is a Melbourne based consultancy that aims to 'relocalise' places. They advocate walking the area, meeting the people, talking at community level via house meetings for example and focusing on what people want and what they feel would make life better. See <a href="http://www.villagewell.org/drupal/index.php?q=media">http://www.villagewell.org/drupal/index.php?q=media</a> to view videos of their work and gain ideas.   |
| Look through other eyes (e.g. through Photovoice) | Social infrastructure needs differ for different people. Looking through eyes of children, older people, disabled people, Maori and so on allows these differing needs to be highlighted. One way of doing this is through using a technique called Photovoice, where people are given cameras and asked to capture their local place, including what they like or don't like. This is a powerful visual technique that helps those with limited literacy and enables others to see other peoples' views. See <a href="http://www.photovoice.org">www.photovoice.org</a> for more.   |
| Community Advisory Group                          | Develop a local Community Advisory Group to advise on social infrastructure planning issues and act as a conduit to local communities to determine their needs. This approach hands over control of processes used to local people to run as they see fit, (with proper resourcing).   |

<sup>9</sup> List of Community Engagement websites from Wendy Sarkissian's website [www.sarkissian.com.au](http://www.sarkissian.com.au)

## Australian sites

Australian Universities Community Engagement Alliance.

<http://www.uws.edu.au/about/adminorg/devint/ord/aucea>

ACU National – *Intergenerational Community Engagement*.

[http://www.acu.edu.au/research/Research\\_Strengths/Intergenerational\\_Community\\_Engagement/index.cfm](http://www.acu.edu.au/research/Research_Strengths/Intergenerational_Community_Engagement/index.cfm)

City of Port Phillip (2005) Community Group Resources.

[http://www.portphillip.vic.gov.au/community\\_group\\_resources.html](http://www.portphillip.vic.gov.au/community_group_resources.html)

Coastal CRC (2005) *Community engagement with Indigenous communities*.

[http://www.coastal.crc.org.au/toolbox/indigenous\\_communities.html](http://www.coastal.crc.org.au/toolbox/indigenous_communities.html)

Coastal CRC (2005). *Citizen Science Toolbox: Evaluating community engagement*.

[http://www.coastal.crc.org.au/toolbox/evaluating\\_engagement.html](http://www.coastal.crc.org.au/toolbox/evaluating_engagement.html)

Creative Edge Facilitators, USA.0020<http://www.creative-edge.org/facil/mathews.htm>

Department of Main Roads Queensland (2005) Community Engagement in Main Roads.

<http://www.mainroads.qld.gov.au/MRWEB/Prod/Content.nsf/DOCINDEX/Community+Engagement+in+Main+Roads?OpenDocument>

Department of Planning and Infrastructure WA (2005) *A new way to plan*.

[http://www.neweconomics.org/gen/participation\\_top.aspx](http://www.neweconomics.org/gen/participation_top.aspx)

International Association for Public Participation (IAP2). <http://www.iap2.org.au/>

Maribyrnong City Council (2005) *Community Engagement Framework*.

[http://www.maribyrnong.vic.gov.au/Page/Page.asp?Page\\_Id=314&h=1](http://www.maribyrnong.vic.gov.au/Page/Page.asp?Page_Id=314&h=1)

McArdle, J. (1989) *Community Development - Tools of the Trade*. Community Quarterly (16)

<http://www.netc.coop/community/features/Tools%20of%20Trade/view>

Murdoch University Institute for Sustainable Technology Policy (2005) A link to information on the *Community Participation in Practice* suite of participatory planning reference materials by Wendy Sarkissian. Murdoch University, WA.

[http://www.wistp.murdoch.edu.au/publications/projects/cpip\\_booklets/cpip\\_brochure2005.pdf.pdf](http://www.wistp.murdoch.edu.au/publications/projects/cpip_booklets/cpip_brochure2005.pdf.pdf)

NSW Department of Infrastructure, Planning and Natural Resources – IPLAN: Community Engagement in the NSW Planning System.

<http://www.iplan.nsw.gov.au/engagement/index.jsp>

NSW Government (2005) community builders. <http://www.communitybuilders.nsw.gov.au/>

Queensland Department of Communities (2005) <http://www.communities.qld.gov.au/>

Queensland State Government *Get Involved Strategy - Community Engagement Evaluation* (2005)

[http://www.getinvolved.qld.gov.au/share\\_your\\_knowledge/evaluation/](http://www.getinvolved.qld.gov.au/share_your_knowledge/evaluation/)

Social Inclusion Initiative South Australia (2005) South Australian State Government.  
<http://www.socialinclusion.sa.gov.au/site/page.cfm>

University of the Sunshine Coast – *Community Engagement*.  
<http://www.usc.edu.au/Community/CommunityEngagement/>

Victorian Department of Sustainability and Environment – *Effective community engagement: workbook and tools*.  
<http://www.dse.vic.gov.au/dse/dsencor.nsf/LinkView/B4872980F0311F66CA256FC100055BDD5055703F74680D9ACA256FC1000951E91>

**International sites** American Planning Association and American Institute of Certified Planners. Kids and Community.

<http://www.planning.org/kidsandcommunity/>

American Planning Association and American Institute of Certified Planners. Resources Zine: The Online Newsletter for Teaching and Involving Youth in Planning.

<http://www.planning.org/ResourcesZine/index.html>.

Brooklyn Center for The Urban Environment. <http://www.bcue.org>

Carson, L. & Phillip Hart (2005) *What randomness and deliberation can do for community engagement*. University of Sydney, NSW, Australia.

<http://www.activedemocracy.net/articles/engagcomm.pdf>

CEEDS for change. <http://ceeds.caup.washington.edu>

Center for City Building Education. <http://www.csupomona.edu/dnelson/map.html>

Center for Understanding The Built Environment. <http://www.cubekc.org>

Centre for Creative Communities UK (2005) <http://www.creativecommunities.org.uk/index.html>

Department of Justice Canada, Evaluation Division (2005) *Evaluation and Citizen Engagement*.

[http://canada.justice.gc.ca/en/ps/eval/reports/01/citizen\\_engagement/ce\\_2.html](http://canada.justice.gc.ca/en/ps/eval/reports/01/citizen_engagement/ce_2.html)

Educators for Community Engagement. <http://www.e4ce.org/>

Green Map System. <http://www.greenmap.org/>

Hinton, Diana. 1998. Non traditional audiences – reaching those that we usually (or traditionally) don't reach. <http://www.pin.org/library/diverse>.

International Association for Public Participation (2005). <http://www.iap2.org>

Learning Through Landscapes. <http://www.ltl.org.uk/>

National Endowment for The Arts. ArtsEdge, Curricula, Lessons and Activities: Design Arts.

[http://artsedge.kennedycenter.org/teaching\\_materials/curricula/curricula.cfm?subject\\_id=DSA](http://artsedge.kennedycenter.org/teaching_materials/curricula/curricula.cfm?subject_id=DSA)

National Endowment for The Arts. NEA Partnerships: Youth and Communities. <http://www.arts.gov/partner/Youth.html>;

New Economics Foundation (2005) Communities need power and influence: participation and democracy.

[http://www.neweconomics.org/gen/participation\\_top.aspx](http://www.neweconomics.org/gen/participation_top.aspx)

Oregon's Citizen Involvement Advisory Committee (CIAC) (1992). How To Put the People into Planning – A Handbook for Citizen Involvement in Land Use Planning in Oregon.

<http://www.pin.org/library/orbook.htm>.

Project for Public Spaces (2005) *Eleven Principles for Creating Great Community Places* (Adapted from PPS's *How to Turn a Place Around*, published in December, 2000).

<http://www.pps.org/info/placemakingtools/casesforplaces/11steps>

Royal Transport Planning Institute of Britain (2004) *Planning and inclusion: a discussion paper for the RTPI* by Stephen Hill and Miffa Salter.

<http://www.rtpi.org.uk/resources/policy-statements/hill-salter.pdf>

Salvadori Educational Center on The Built Environment. <http://www.salvadoricenter.org/> The Center for Deliberative Polling. <http://www.la.utexas.edu/research/delpol/cdpindex.html> The Development Research Centre on Citizenship, Participation and Accountability (2005) <http://www2.ids.ac.uk/drcitizen/index.htm> 21

The Loka Institute – Citizen Panels. <http://www.loka.org/pages/panel.htm>

Treasury Board of Canada Secretariat (1994). Consultation Guidelines for Managers in the Federal Public Service. December. <http://www.tbs.sct.gc.ca/tb/rad/english/consturt.htwp>.

Wates, Nick, ed. (2000). *The Community Planning Handbook*. London: Earthscan. This is the best and most comprehensive book we have found for detailing community participation methods. Website:

<http://www.earthscan.co.uk>

Wilcox, D. (2005) A series of articles by David Wilcox of Partnerships Online. Partnerships Online, UK.

<http://www.partnershipsonline.org.uk/index.cfm?fuseaction=main.viewSection&intSectionID=21>

World Studio Foundation. <http://www.worldstudio.org/>

Vancouver City (2005) *Public Involvement at the City*.

<http://www.city.vancouver.bc.ca/publicprocess/citizens.htm> 3

## Appendix Two: WBOPDC Social Infrastructure Funding Sources 2009

### Western Bay of Plenty District Council Social Infrastructure Funding Sources

| Social infrastructure  | General rates | Targeted rates | District uniform annual charge | User fees & charges | Contributions - financial | Grants and subsidies | Investment/ Interest dividends | Cost recovery |
|--|---------------|----------------|--------------------------------|---------------------|---------------------------|----------------------|--------------------------------|---------------|
| Te Puke and Katikati pools   |               | X              |                                | X                   |                           |                      |                                |               |
| Libraries  | X             |                | X                              | X                   | X                         |                      |                                |               |
| Emergency management   | X             |                |                                |                     |                           |                      |                                | X             |
| Customer care  | X             |                |                                | X                   |                           |                      |                                |               |
| Service delivery contracts and discretionary grants to community organisations | X             | X              |                                |                     |                           |                      |                                |               |
| Community meeting places e.g. halls  | X             |                |                                | X                   |                           |                      |                                |               |
| Reserves   | X             | X              |                                |                     | X                         |                      |                                |               |
| Interment  | X             |                |                                | X                   |                           |                      |                                |               |

## Appendix 3 - Social Infrastructure Survey

As you maybe aware Western Bay of Plenty District Council (WBOPDC) are developing a \_\_\_\_\_ town centre development plan and built environment strategy. This survey is to ensure social, community and health services and networks that support community members are catered for in the plan and strategy. This also helps us to understand where there may be gaps in, and need for, community facilities and services, both now and in the future. We are asking both the community about what social, community and health services they use and want and are also talking to providers of such services. Information we are seeking are things like what services are provided, what their current capacity is, thoughts on the provision of community, health and social services etc.

Key issues the town centre plan can address are things like access to and location of services. A range of options could be considered such as locating social, health and community services (including Council facilities e.g. library) and schools together to create a hub, co-locating some services in a multipurpose facility, creating community or public spaces etc.

1. Name of Facility/Service: \_\_\_\_\_

2. Name and role of person interviewed: \_\_\_\_\_

3. Physical Address: \_\_\_\_\_

4. How do people access your service? Please Tick box

Car

Walk or cycle

Access for people with a disability

5. What is the catchment area for your services? (map)

\_\_\_\_\_

6. Target group including age, gender and ethnicity (any groups not being catered for)?

\_\_\_\_\_

7. What services are offered?

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

8. Do you offer services in other locations? \_\_\_\_\_

9. What do you see as the main needs of the community?

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10. Do you think there are gaps in services you are able to provide or more generally in Katikati?

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11. How well do existing services and/or facilities meet current demand? Under, at or over capacity?      Waiting lists for any services?

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12. What do you think are the most important community facilities and services that are needed for Katikati? Prioritise three

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13. Do you feel there are any limitations that restrict the service you provide?

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14. Do you have plans to expand/alter facility or service in the short and longer term?

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15. How many years has the service operated? \_\_\_\_\_

16. How does your organisation evaluate its service? \_\_\_\_\_

17. Do you have a copy of the evaluation report available? Please circle Yes / No

18. Who and how do you work with other organisations in the community? \_\_\_\_\_

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## **Ownership and Governance**

19. How is the facility/service governed? Please tick box

Trust  Board  committee  Other

20. How is the Facility funded? \_\_\_\_\_

## **Facilities**

In order to understand whether there is sufficient and appropriate facilities for the provision of social, health and community services we need information about current facilities.

21. Do you share the facilities with other groups/organisations? Please circle Yes / No

Floor size \_\_\_\_\_  
Building Age \_\_\_\_\_  
Land parcel \_\_\_\_\_

22. How would you rate the overall condition of your facility from 1-5? (please circle)

(1 = very good, 2 = good, 3 = average, 4 = poor, 5 = very poor)

Internal

External

23. What additional outside structures are on this site? Please tick

Playground  Garage  Shed  Car Port

24. How long have you operated from your current facility? \_\_\_\_\_

## **Town centre development**

25. Is the facility appropriately located? Would you prefer to be located in the town centre? Why? Why not? What are the most important locational attributes i.e. car parking, new, purpose built facility, next to another facility etc

\_\_\_\_\_

26. Have you or would you consider being located close to or sharing a facility with other services?

\_\_\_\_\_

27. Would community, social and health services be more accessible if they are located in the town centre?

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28. What facilities or spaces does the community need to enhance social interaction and encourage the development of social networks?

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