

SmartGrowth Strategy 2023–2073

ISSUES AND OPTIONS PAPER

Social Infrastructure

Topic Leads: Sonya McCall/Rebecca Gallagher

Topic	Chapter 10 – Social Infrastructure and Wellbeing
Issues	<ol style="list-style-type: none"> 1. Planning for people 2. Quality of urban spaces in delivery of Connected Centres 3. Location and use of community centres, halls and marae 4. Coordination of provision of community healthcare and education

Staff Narrative

Overview of feedback received:

12 submitters raised 16 submission points on *Chapter 10 – Social Infrastructure and Wellbeing*. Two submitters raised additional issues relating to Social Infrastructure and Wellbeing at the hearings on 4 and 5 December 2023, being SocialLink and Tauranga National Council of Women.

These submission points can be categorised into the following themes:

1. Planning for people
2. Quality of urban spaces in delivery of Connected Centres
3. Location and use of community centres, halls and marae
4. Coordination of provision of community healthcare and education

Planning for people

Concern has been raised around a lack of planning for people, and there appears to be some uncertainty from submitters around what facilities fall within “social infrastructure”.

Social Infrastructure is described and defined in various ways and locations throughout the Strategy. There is no clear description in *Chapter 10 – Social Infrastructure and Wellbeing* of what social infrastructure is. We have recommended in the options table under Issue 1 the inclusion of a description of social infrastructure in this chapter.

On page 17, the Strategy defines objectives to address the four well-beings. For social wellbeing, the following two objectives are noted:

- Enable and shape an inclusive, safe, sustainable, efficient and more vibrant urban form.
- Enable and support sufficient housing supply in existing and new urban areas to meet current and future needs, this includes a range of housing types, tenures and price points.

Neither of these relate to the provision of social infrastructure. We have recommended in the options table under Issue 2 an additional objective relating to social infrastructure.

Submissions raised that diversity and equity of provision is not adequately recognised within the Strategy. Specifically, submitters have requested further recognition and planning for older people and an aging population, people living in poverty, disabled people and migrants, immigrants and RSE workers. We have recommended minor wording changes to the text of the key challenges and growth directives of *Chapter 10 – Social Infrastructure and Wellbeing* to respond to these concerns. The proposed text changes are outlined in the options table under Issue 2.

Quality of urban spaces in delivery of Connected Centres

Submitters have raised concerns around a lack of direction regarding the design quality and suitability of urban spaces delivered as part of the connected centres approach.

The concern is that these spaces lack suitability for the communities that will be using these public spaces. Tauranga City Council and Western Bay of Plenty District Council include consideration of urban design as part of spatial planning, structure planning, public realm, and open space projects, with both Council's having urban design professionals. Tauranga City Council has also recently established an Urban Design Panel for both public and private projects. To respond to the submissions, we recommend including a reference to *Chapter 6 – Urban Design and Centres* within *Chapter 10 – Social Infrastructure and Wellbeing*.

Location and use of community centres, halls and marae

A submission has been made specifically requesting community halls in specific locations. Each Council will undertake assessments based on their own needs and the SmartGrowth growth directives. Some of this planning has already been undertaken, for example through the Tauranga City Council Community Centre Action & Investment Plan.

A submitter has noted that many marae are located away from existing hubs / connected centres, and that marae may need to be relocated to avoid flood risk – consider the provision of land for the relocation marae in the new development areas. In response to this submission consideration of the location of all social infrastructure provision, including marae, we have recommended including a reference to *Chapter 3 – Climate Resilience and Integrate Climate Resilience* as a principle for *Chapter 10 – Social Infrastructure and Wellbeing*.

Coordination of provision of community healthcare and education

The submission points seek to ensure hyperlocal community development and the provision of health services and education happens alongside growth. Te Whatu Ora has a role in provision of health care. As noted on Page 129 (*Chapter 10 – Social Infrastructure and Wellbeing*) of the Strategy, there are proposals to investigate healthcare facilities for new growth areas to ensure that people are able to meet their

needs close to where they live and to provide better services for the existing population.

SmartGrowth is committed to continuing to work with Ministry of Education and other central government agency partners to ensure a co-ordinated approach that is timely and ensures appropriate delivery of education facilities to support growth. It is also noted that Ministry of Education will continue to be engaged with directly through SmartGrowth's Priority Development Areas workstream.

In considering the themes raised in the submissions, we have identified the following two issues:

1. Consistency and clarity on definition of terms used when talking about social infrastructure.
2. Ensuring integration of social infrastructure within the strategy objectives and alignment between *Chapter 10 – Social Infrastructure and Wellbeing* and other chapters in the SmartGrowth strategy.

Issue 1 – Consistency and clarity on definition of terms used when talking about social infrastructure.

As mentioned above, from the submissions received there appears to be uncertainty or a lack of clarity on what is included within the term Social Infrastructure. To resolve this perceived lack of clarity we suggest including a description of social infrastructure within the introduction section to *Chapter 10 – Social Infrastructure and Wellbeing*. This proposed description is set out in the options table below.

Issue 2 – Ensuring integration of social infrastructure within the strategy objectives and alignment between Chapter 10 and other chapters in the SmartGrowth strategy

As mentioned above, from the submissions received there was a perceived concern that planning matters relating to the provision of social infrastructure have not been considered or adequately provided for in the strategy. It is our view, to address this concern that we should include references to the other relevant SmartGrowth Strategy chapters (namely, *Chapter 2 – Tāngata Whenua*, *Chapter 3 – Climate Resilience*, *Chapter 4 – Te Taiao – Our Environment* and *Chapter 6 – Urban Form and Centres*) within *Chapter 10 – Social Infrastructure and Wellbeing*. We have also recommended minor wording changes to the text of the key challenges and growth directives of *Chapter 10 – Social Infrastructure and Wellbeing*. We have also recommended adding an additional social wellbeing objective to the strategy objectives on page 17. We have provided recommended text additions in the options table below.

Options overview	
Issue 1: Consistency and clarity on definition of terms used when talking about social infrastructure.	
1A	For clarity, add a description of social infrastructure within the introduction section to <i>Chapter 10 – Social Infrastructure and Wellbeing</i> : <i>“Social infrastructure includes those community facilities, services and networks that support individuals, families, groups and</i>

	<i>communities, such as public open space, parks and reserves, libraries, art galleries, museums, theatres, exhibition centres, pools, community centres, indoor sports centres and halls, educational institutions, healthcare facilities and marae."</i>
1B	Note the submissions and make no changes.
Issue 2: Ensuring integration of social infrastructure within the strategy objectives and alignment between Chapter 10 and other chapters in the SmartGrowth strategy.	
2A	<p>Include a reference in <i>Chapter 10 – Social Infrastructure and Wellbeing</i> to link to <i>Chapter 4 – Te Taiao – Our Environment</i> which recognises open space, green space (parks and reserves, regional and sub-regional parks, walkways & cycleways, access to the environment)</p> <p>An objective relating to social infrastructure and wellbeing would link the social infrastructure growth directives more clearly with the Strategy as a whole. It is recommended to add an additional objective to Page 17 for social wellbeing:</p> <ul style="list-style-type: none"> - <i>Enable and support social infrastructure that is accessible and meets the needs of our community – where they can connect, socialise, learn and participate in a wide range of social, cultural, art, sporting and recreational activities, as well as broader support for community wellbeing.</i> <p>Amend the Social infrastructure and well-being key challenges as follows:</p> <ul style="list-style-type: none"> - <i>3. Demographics and needs are continuing to change, increasing the need for further amenities to support higher living densities as well as those in need. We have an ageing population, but we also have an increasing number of young people, particularly in the Māori population. Community members have a range of socio-economic experience, including people living in poverty. Our public places need to adapt to our changing needs.</i> <p>Add to the Social infrastructure and well-being growth directives as follows:</p> <ul style="list-style-type: none"> - <i>1. Social infrastructure:</i> <ul style="list-style-type: none"> o <i>Is universally easy to use (through all life stages, including for young, aging and disabled people with disabilities).</i> o <i>Meets the social, demographic and cultural needs of the community it serves.</i> o <i>Is multi-use and flexible to changing community needs.</i> o <i>Is safe and enjoyable spaces.</i> o <i>Is provided on an equitable basis</i> <p>To ensure there is a clear connection between the growth directives and explanations in the strategy when referring to “equitable basis”, we</p>

	<p>recommend including under the 'network approach' section on page 129 the following additions highlighted in bold:</p> <p><i>Providing social infrastructure on a network approach should also be provided on an equitable basis. This means considering each level ('sub-regional/citywide' or 'local') having different requirements to reflect the size of the area both in terms of population and physical boundaries, the expectations of the community, and the makeup of the community. Understanding where deficits are in the network and the likely flow on effects from diminished or improved provision provides opportunity to enhance supply relative to demand and need. Each community has a different starting point in terms of what is currently provided and their priorities, demographics and deprivation profile. While the strategy sets the intent of what we want to achieve, how we achieve it on the ground might be different from community to community.</i></p> <p>Reference <i>Chapter 6 – Urban Form and Centres</i>.</p> <p>Provide a reference in <i>Chapter 10 – Social Infrastructure and Wellbeing</i> to Chapter 3 – Climate resilience, recognising that social infrastructure provision will need to respond to challenges posed by climate change.</p> <p>Add a sentence to the end of the first paragraph on page 128 (Social Infrastructure & Wellbeing – Introduction). "Social infrastructure also plays a role in supporting the response to natural hazards and emergency management.</p> <p>Add to the Climate resilience principles for <i>Chapter 10 – Social Infrastructure and Wellbeing</i> "integrate climate resilience".</p>
2B	Note the submissions and make no changes.

Issue 1: Consistency and clarity on definition of terms used when talking about social infrastructure.

Option 1: For clarity, add a description of social infrastructure within the introduction section to *Chapter 10 – Social Infrastructure and Wellbeing*:

“Social infrastructure includes those community facilities, services and networks that support individuals, families, groups and communities, such as public open space, parks and reserves, libraries, arts galleries, museums, theatres, exhibition centres, pools, community centres, indoor sports centres and halls, educational institutions, healthcare facilities and marae.”

Advantages

- Provides consistency and clarity on what is meant by the term “Social Infrastructure”.
- The proposed definition aligns the various definitions and descriptions of social infrastructure throughout the strategy:
 - “Social and Community Infrastructure” is defined on p176 of the Strategy as “Community infrastructure is defined in s197 of the LGA 2002 meaning land, or development assets on land, owned or controlled by the territorial authority for the purpose of providing public amenities. Social infrastructure extends to services provided by Central Government such as schools and healthcare.”
 - In the “key urban form and centres challenges” section (p103), social infrastructure is partially defined within the text as “social infrastructure levels of service (e.g., parks, pools, libraries, halls, theatres and sports field) continues to increase as intensification and greenfield development occurs”.
 - Chapter 4 – Te Taiao – Our Environment also lists some social infrastructure as follows:
 - Challenge 2 - “population growth and intensification increases demand for recreation facilities, open spaces, green space and parks”.

Disadvantages

- The proposed definition is broader than is currently contained in Tauranga City and Western Bay of Plenty District Council’s infrastructure strategies. Each councils Infrastructure Strategy uses a slightly narrower definition, in part due to the purpose of those strategies and differences in the networks.

The existing definitions are:

SmartGrowth Strategy – Draft for Consultation - 2023 - 2073

Social and Community Infrastructure - Community infrastructure is defined in s197 of the LGA 2002 meaning land, or development assets on land, owned or controlled by the territorial authority for the purpose of providing public amenities. Social infrastructure extends to services provided by Central Government such as schools and healthcare^[1].

Tauranga City Council - 2024 Draft Infrastructure Strategy

Social and civic infrastructure includes parks and reserves, libraries, pools, community centres, indoor sports centres, and halls. They are places for us to connect, to learn, to play and stay healthy. They contribute to the development of successful, accessible centres. They provide safe and inclusive spaces that allow cultural expression and provide opportunities for people of all ages and backgrounds to be inspired and to thrive. They are integral to our future planning, and our ability to achieve good place[1]based outcomes for all of our communities across the city^[2].

Tauranga City Council – Our Public Places Strategic Plan 2023

<ul style="list-style-type: none"> ▪ Our environment growth directives - 1. An interconnected network of open spaces, reserves and ecological corridors is developed. ○ Chapter 10: Social Infrastructure “- where they can connect, socialise, learn and participate in a wide range of social, cultural, art, sporting and recreational activities, as well as broader support for community wellbeing”. The body of the chapter specifically addresses healthcare, education, rural communities (community halls, marae, schools and open spaces), and uses a case study of sub-regional parks and Te Manawataki or Te Papa. 	<p><i>Social infrastructure - Public spaces, facilities and institutions that support social interaction and wellbeing within a community</i>^[3].</p> <p>Western Bay of Plenty District Council - Infrastructure Strategy 2021 <i>Social infrastructure (community facilities, services and networks that help individuals, families, groups and communities)</i>^[4].</p> <p>^[1] SmartGrowth Strategy 2023-2073 Draft for consultation (tauranga.govt.nz) – Page 176</p> <p>^[2] draft-infrastructure-strategy.pdf (tauranga.govt.nz) – Page 113</p> <p>^[3] our-public-places-strategic-plan.pdf (tauranga.govt.nz) – Page 24</p> <p>^[4] Infrastructure Strategy.pdf (westernbay.govt.nz) - Page 14</p>
Financial implications	
N/A	
Other considerations	
N/A	

Option 2: Note the submissions and make no changes.	
<p>Advantages</p> <ul style="list-style-type: none"> • There are already descriptions already contained within the strategy and it may be considered unnecessary. 	<p>Disadvantages</p> <ul style="list-style-type: none"> • Leaves the chapter to be slightly ambiguous as to what is meant by Social Infrastructure. • Does not respond to the issues raised by submitters.
Financial implications	
N/A	
Other considerations	
N/A	
Issue 2: Ensuring integration of social infrastructure within the strategy objectives and alignment between Chapter 10 and other chapters in the SmartGrowth strategy.	

Option 1: Include a reference in *Chapter 10 – Social Infrastructure and Wellbeing* to link to *Chapter 4 – Te Taiao – Our Environment* which recognises open space, green space (parks and reserves, regional and sub-regional parks, walkways & cycleways, access to the environment)

An objective relating to social infrastructure and wellbeing would link the social infrastructure growth directives more clearly with the Strategy as a whole. It is recommended to add an additional objective to Page 17 for social wellbeing:

- *Enable and support social infrastructure that is accessible and meets the needs of our community – where they can connect, socialise, learn and participate in a wide range of social, cultural, art, sporting and recreational activities, as well as broader support for community wellbeing.*

Amend the Social infrastructure and well-being key challenges as follows:

- *3. Demographics and needs are continuing to change, increasing the need for further amenities to support higher living densities as well as those in need. We have an ageing population, but we also have an increasing number of young people, particularly in the Māori population. Community members have a range of socio-economic experience, including people living in poverty. Our public places need to adapt to our changing needs.*

Add to the Social infrastructure and well-being growth directives as follows:

- *1. ~~Community facilities are Social infrastructure:~~*
 - o *Is universally easy to use (through all life stages, including for young, aging and disabled people ~~with disabilities~~).*
 - o *Meets the social, demographic and cultural needs of the community it serves.*
 - o *Is multi-use and flexible to changing community needs.*
 - o *Is safe and enjoyable spaces.*
 - o *Is provided on an equitable basis*

To ensure there is a clear connection between the growth directives and explanations in the strategy when referring to “equitable basis”, we recommend including under the ‘network approach’ section on page 129, the following additions highlighted in bold:

Providing social infrastructure on a network approach should also be provided on an equitable basis. This means considering each level (‘sub-regional/citywide’ or ‘local’) having different requirements to reflect the size of the area both in terms of population and physical boundaries, the expectations of the community, and the makeup of the community. Understanding where deficits are in the network and the likely flow on effects from diminished or improved provision provides opportunity to enhance supply relative to demand and need. Each community has a different starting point in terms of what is currently provided and their priorities, demographics and deprivation profile. While the strategy sets the intent of what we want to achieve, how we achieve it on the ground might be different from community to community.

Reference *Chapter 6 – Urban Form and Centres*.

Provide a reference in *Chapter 10 – Social Infrastructure and Wellbeing* to *Chapter 3 – Climate Resilience*, recognising that social infrastructure provision will need to respond to challenges posed by climate change.

Add a sentence to the end of the first paragraph on page 128 (Social Infrastructure & Wellbeing – Introduction). “Social infrastructure also plays a role in supporting the response to natural hazards and emergency management.

Add to the Climate resilience principles for *Chapter 10 – Social Infrastructure and Wellbeing* “integrate climate resilience”.

Advantages

- Provides clarity to the reader that the strategy as a whole includes consideration of social infrastructure and wellbeing. The provision of social infrastructure and wellbeing should not be considered in isolation. Many challenges identified by submitters are identified in the Strategy. For example Chapter 1 of the Strategy identifies key challenges that “natural hazards will be exacerbated by climate change”, and “providing housing and infrastructure for a growing population while reducing the exposure and vulnerability of development” (page 50).
- Clarity is provided regarding the need to consider the communities changes demographics particularly when providing social infrastructure.
- Reinforces the importance of providing social infrastructure and considering social wellbeing.

Disadvantages

- Could be considered repetitive and unnecessary.
- Could be perceived as not a significant enough change to address all of the submitters concerns, as the proposed changes are reinforcing the proposed direction of the strategy.

Financial implications

N/A

Other considerations

N/A

Option 2: Note the submissions and make no changes.

<p>Advantages</p> <ul style="list-style-type: none"> The Strategy already contains the information the submitters seek and therefore any wording changes to <i>Chapter 10 – Social Infrastructure and Wellbeing</i> would not result in any changes in implementation of the strategy. 	<p>Disadvantages</p> <ul style="list-style-type: none"> Doesn't respond to the concerns of submitters. Doesn't provide clarity to the reader of <i>Chapter 10 – Social Infrastructure and Wellbeing</i> that the issues raised in the other chapters apply to the provision of Social Infrastructure.
<p>Financial implications</p>	
<p>N/A</p>	
<p>Other considerations</p>	
<p>N/A</p>	

Recommended Decision

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- *Social infrastructure:*
 - o *Is universally easy to use (through all life stages, including for young, aging and disabled people).*
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Add to the Climate resilience principles for *Chapter 10 – Social Infrastructure and Wellbeing* "integrate climate resilience".

Decision

(To be completed in the decision-making meeting)

Reason

(To be completed in the decision-making meeting)

Date approved:

Approved by: