

Implementation Guide

PLANNING FOR SOCIAL INFRASTRUCTURE AND
COMMUNITY SERVICES FOR URBAN GROWTH AREAS

PREPARED FOR **CITY OF CHARLES STURT,**
CITY OF PLAYFORD,
CITY OF SALISBURY,
CITY OF ONKAPARINGA,
LOCAL GOVERNMENT ASSOCIATION OF SOUTH AUSTRALIA

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1 Introduction

1.1 Purpose of document

This implementation guide represents the third and final stage of the Planning Social Infrastructure for Urban Growth Areas project commissioned by the City of Charles Sturt, City of Playford, City of Salisbury, City of Onkaparinga and the Local Government Association of South Australia.

The Planning Social Infrastructure for Urban Growth Areas project aims to draw on a range of local, national and international examples to develop a South Australian based best practice guide to planning social infrastructure in the medium to higher density infill communities that characterise much of the growth projected for Greater Adelaide. It is intended that this guide will assist councils in Greater Adelaide, and South Australia more broadly, to respond to this expected population growth and to plan and deliver social infrastructure in an effective and efficient way to address the changing needs and expectations of their communities.

While some of the background and context is presented here, it is in summary form only with the full information available in the preceding documents: the Theme Document, Case Studies and Service Planning Model. The key aim of this implementation guide is to serve as a relatively concise and practically focussed tool to assist councils with implementing the key findings and directions from the Planning Social Infrastructure in Urban Growth Areas project.

1.2 The nature and type of growth

The 30 Year Plan for Greater Adelaide (South Australian Government, 2010) ('The 30 Year Plan') provides a long term vision for the future of the city. It identifies how Adelaide will grow and where population growth will be accommodated over the next three decades.

The 30 Year Plan places increased emphasis on higher density infill development linked to improved public transport infrastructure and within key transit corridors. It is anticipated that the Adelaide metropolitan infill to fringe ratio will remain around 50:50 for the first few years of the plan, before increasing to 70:30 by 2038.

The 30 Year Plan identifies policies and targets which aim to achieve a greater diversity of dwelling types to cater for the changing composition of the Adelaide population. These range from single detached dwellings to low rise attached accommodation, such as townhouses and villas and medium-density housing including well designed multi-storey apartment blocks (the latter confined to appropriate locations).

The 30 Year Plan proposes to locate the majority of new housing in current urban lands around transport corridors and to set aside a net land supply of more than 10,000 hectares to create new growth areas. This will involve creating 14 new transit oriented development (TOD) areas and incorporating transit-oriented principles and design characteristics in more than 20 sites.

What is Transit Oriented Development?

Transit Oriented Developments (TODs) are 'walkable, mixed use, connected communities that collocate medium- to high-density residential housing with retail services, other key services such as health, education and government, and a variety of employment opportunities, particularly knowledge economy jobs. They are adjacent to key public transport interchanges – railway and tram stations and major bus interchanges... It is also proposed that key government services, such as primary and community health, social services, and Service SA Centres, will be collocated in the new transit-oriented developments.'

(The 30 Year Plan for Greater Adelaide, page 61)

2 The definition and role of social infrastructure

2.1 Defining social infrastructure

Social infrastructure includes a wide range of services and facilities that meet community needs for education, health, social support, recreation, cultural expression, social interaction and community development. Social infrastructure (including schools, community centres, libraries, community health centres and recreation facilities) is an essential feature of holistically planned communities and contributes to overall community wellbeing.

For the purposes of the Planning Social Infrastructure for Urban Growth Areas project, social infrastructure includes three broad, interrelated categories:

- » Community facilities – the ‘hard infrastructure’ component that includes a variety of buildings and associated grounds used for community purposes
- » Community development – the processes that assists community members to identify and address their needs
- » Human services – the formal services that provide support, advice, education and information to a wide range of groups within a community.

The definition includes social infrastructure such as schools and health services that are not the direct responsibility of local government. However, although not the direct providers of these facilities and services, the consultation process undertaken for this project emphasised the importance to communities of these key forms of social infrastructure. Consultation also identified the importance that community members place on what might be considered ‘basic infrastructure’ such as post office, bank and local shops. Again, although not a direct responsibility of local government, and not always seen as ‘social infrastructure’, these are important local facilities and amenities that contribute to the effective functioning of communities.

The diagram on the following page shows these key elements of social infrastructure and emphasises the

importance of the interrelationships between. The diagram shows that all elements play an important role in creating strong and supportive local communities. The diagram also shows that social infrastructure is provided and accessed within a physical context and the qualities of that environment are also important in determining access, usage, quality, amenity, and the potential for community building.

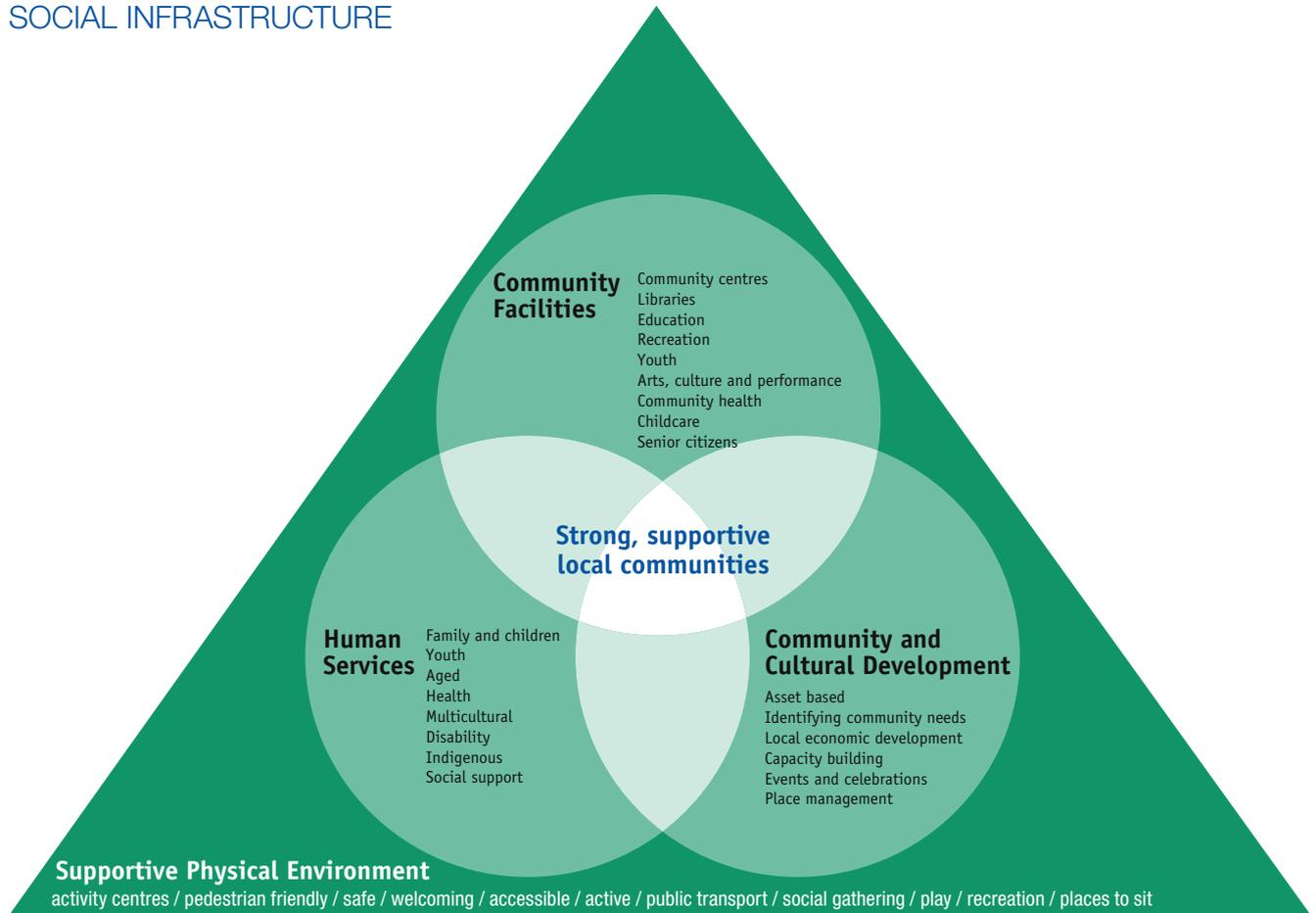
Given the purposes of this project, with its focus on urban growth and redevelopment, this emphasis on the design of the physical environment was recognised as not only important but also a major opportunity given the significant amount of master planning and redevelopment planned in the Greater Adelaide area. The urban growth environment provides a number of unique opportunities for redefining the role and purpose of social infrastructure.

This definition of social infrastructure also recognises that while a strong physical foundation is critical, a physical plan alone is not enough to promote positive community benefits. While design can provide a physical foundation for addressing social issues, it cannot, in itself, enhance social resources and build a sense of community. Leading practice recognises the need to stimulate and support ‘community building’ in new neighbourhoods, by providing resources for human services, programs, and community development workers, in addition to providing facilities and public spaces for social interaction and community activities.

Social infrastructure provision is integral to the creation of sustainable communities as it contributes much of the glue that holds communities together, providing services and facilities that meets the needs of residents, promote social interaction and enhance the overall quality of life within a community.

British Property Foundation (2010)

SOCIAL INFRASTRUCTURE



2.2 The purpose of social infrastructure

Each council will need to consider its own circumstances and engage with its own local communities to define the role of social infrastructure for their own area. Generally, the purpose of social infrastructure is based on some key objectives.

These are that social infrastructure should:

- » **Be targeted to local needs and reflective of community priorities** to ensure they are tailored to the particular social needs of the area they serve. Understanding and responding to the unique and individual circumstances of each area increases the utilisation of facilities and ensures that they address the needs and interests of the local population
- » **Contribute to the health, wellbeing and quality of life of members of the community** through a range of services, activities and programs that support the lifestyle needs, foster social networks and social interaction between different groups, contribute to social cohesion and social inclusion and build the skills and capacity of individuals and groups.

Other general objectives of social infrastructure include that it should:

- » Ensure equitable access for all members of the community to a range of community spaces
- » Provide access to affordable programs, activities, services and events to the community
- » Promote strategic priorities such as community wellbeing, lifelong learning and social inclusion
- » Provide life skills, health, recreation, leisure and learning programs which build skills and address community interests
- » Provide space for a range of both formal and informal activities that promote social connectivity and sense of community
- » Ensure the efficient use of resources to ensure maximum community benefit is obtained within available resources
- » Involve a range of measures to involve community members in planning, programming, operation and management so as to build community capacity and ownership

- » Provide volunteering opportunities to build skills, confidence and enhance community members' wellbeing and sense of belonging
- » Be designed and managed in a flexible way to ensure they are able to respond to changing to community needs
- » Promote sustainability through the integration of social infrastructure with public transport networks and through energy efficient building design
- » Ensure accountability and the delivery of community benefits by monitoring and evaluating the social outcomes produced by social infrastructure and ensuring they are meeting identified community needs.

Social infrastructure and the integration of new and existing communities

The provision of social infrastructure is one tool that can be used to assist with the integration of new and existing communities which has been identified as a key issue in urban growth areas. Social infrastructure can be a focal point for community activity and a place for people to meet and connect.

While the proximity of new and existing communities can create challenges in terms of integration, it can also be an opportunity to explore ways for these adjacent communities (or different sections of the same community) to share facilities and spaces.

The provision of on-site facilities (developed as part of the new development area) is an important opportunity. However, the creation of new facilities in new areas may not always be practical or desirable. Consideration should also be given to the augmentation or enhancement of existing facilities in the neighbourhoods surrounding a new development area. Enhancement of existing facilities can help to address increased demand created by the new development, as well as encouraging greater integration between new and existing communities.

3 Background

3.1 Key themes

Based on the research undertaken in Stage One of this project a number of key themes have emerged that can help to guide social infrastructure planning for urban growth areas in the Greater Adelaide area. These themes can be considered to contribute to 'liveability' described as "the wellbeing of a community and that which represents the characteristics that make a place where people want to live now and in the future" (QUT, 2011).

Themes	Characteristics
Community diversity	There is a mismatch between what the academic and policy literature identifies as desirable (higher density communities that are mixed and contain a diverse range of household types) and what the Census data and post occupancy research shows about who is actually living in these higher density urban infill locations (couple only, higher income households with professional occupations with few older people and fewer children). Governments, working in partnership with others, need to be proactive to ensure that higher density urban infill developments become more diverse, and sustainable, communities. This includes a focus on affordability, universal design and access to services and facilities. Housing product diversity, amenity and social infrastructure have been identified as playing a critical role in attracting a more diverse population to higher density areas.
Sense of community	Sense of community relates to the degree to which a person feels they belong to a readily available, supportive and dependable social structure. While the physical (planning and design) foundations are important to creating places that foster social interaction and connection, it is becoming more widely recognised that achieving social goals such as sense of community and social cohesion requires more than a purely physical approach to planning. Leading practice recognises the need to stimulate and support 'community building' in new neighbourhoods, by providing resources for community development workers and programs, in addition to providing facilities and public spaces for social interaction and community activities.
Housing choice and affordability	An urban environment that offers diverse housing types and tenure options, across a range of prices, can accommodate people from a variety of backgrounds and can also cater for lifestyle changes with people not having to move from an area in order to access a different form of housing. While affordability is a key element of promoting diversity, dwelling type and variety are also recognised as important. Measures to promote diversity include: providing a range of dwelling types including a mix of size and type of dwellings, achieving a proportion of affordable housing, supporting ageing in place by promoting adaptable housing, promoting residential amenity that includes privacy, accessibility, common outdoor space, storage and sociability.
Access, amenity and lifestyle	Liveability within communities is enhanced by amenities, services, spaces and community facilities which are accessible and socially inclusive. To create amenity in high density neighbourhoods it is essential to achieve quality in the detail of residential design which influences resident satisfaction. Major themes in complaints and concerns for people living in higher density apartments include inadequate conditions for families and children, limitation on privacy and personal activity, neighbour relations, repairs and maintenance, restrictive rules, ineffective management. Resident satisfaction can have significant impacts on the community as a whole as it can inhibit people's desire to remain as part of a community.

Themes	Characteristics
Integration of new and existing communities	Urban infill projects, by their very nature, occur within a physical and social context. These are developments that take place in, and have the potential to change surrounding, existing neighbourhoods. The focus of planning should not only be on what occurs within that particular urban infill development site, but how the creation of a new community will impact on its existing, surrounding community. Social cohesion can be facilitated and encouraged by some aspects of the built environment, such as walkable neighbourhoods and appealing places, where people can meet and gather formally or informally. Social infrastructure can also have a role in building connections between new and existing communities.

The TOD Guide: Research Report (Queensland Government, 2010c) concludes with some further important guidance for consideration by Adelaide councils and the South Australian Government:

What is clear is that for community diversity to be achieved, and for TOD precincts to reach their full potential in achieving strong communities, these developments must be conceptualised as more than a land use concept, be supported by a range of mechanisms, and be embedded in community engagement and collaboration between stakeholders. Holistic management of implementation processes and community development initiatives must also be put in place and actively pursued and monitored throughout the life of the development.

3.2 Case study lessons

The intention of the case studies researched in Stage One was to identify some practical lessons that Greater Adelaide councils can consider in developing their own approach to the planning and provision of social infrastructure in urban growth areas. As a summary, some of the key lessons identified include:

Lessons	Explanation
Policy and planning	Local governments such as the City of Melbourne and City of Vancouver have developed a strong policy framework for social infrastructure planning and urban infill development that provides guidance and direction for community infrastructure planning.
Needs assessment	Good information on the proposed development is required as a basis for sound planning of social infrastructure. Robust population projections that include household composition and age profiles over time are an important input. The case studies show that urban infill areas can attract different demographic profiles compared to other residential areas in their cities and this has implications for social infrastructure planning. An analysis of what social infrastructure is already available, how it is being used and any potential for enhancement, expansion or relocation is an important consideration.

Lessons	Explanation
Planning social infrastructure	The existing planning thresholds and facility benchmarks that exist (such as the SEQ Implementation Guidelines for Social Infrastructure) are still relevant as a guide and starting point in urban growth areas. However, higher density infill areas, with their accompanying land economics, require consideration of a more urban, compact form of social infrastructure and the consideration of options such as community space within mixed use buildings or leasing space for community use. While planning standards may be used as a starting point, case studies also highlight the value of engaging directly with key human service providers. Comparative analysis (looking at what has worked and not worked in other similar areas) is also an important input into planning social infrastructure.
Process and partnerships	Case studies like Green Square Town Centre and the Caroline Springs Partnership highlight the importance of cross agency collaboration in planning and delivering social infrastructure. A multi-agency approach is suggested to maximise opportunities for integrated planning that encourages efficiencies and promotes co-location and joint use models of facility provision. The state land development agencies play an important role in many of the Australian case studies.
Social infrastructure provision	Trends in social infrastructure provision in higher density infill areas are for flexible, multipurpose, community hubs which are centrally located with good access to transport and well integrated with other activity generators such as shops and co-located with other community uses including libraries, schools and child care. Social infrastructure in urban infill areas should be capable of adapting to changing community needs. Urban infill areas provide opportunities for social infrastructure to be included as key elements of town centre type development in locations that are highly visible, accessible and central.
Social infrastructure and diversity	A common theme to emerge from the case study research is that more diverse urban infill developments are unlikely to be created if these new areas provide a limited range of housing options and lack the amenities and social infrastructure that support more diverse communities. The case studies highlight the role of governments, including local government and state government land development agencies, in 'leading the market' and driving policies that require the provision of a greater diversity of housing product and the accompanying infrastructure required to support a more diverse population.
Funding	Case studies show the importance of an implementation framework, such as in the City of Melbourne, that links social infrastructure priorities into the City's budget planning process. Most case studies utilise a range of funding sources for social infrastructure projects including some form of developer contributions for social infrastructure (human services developer contributions in Melbourne and Community Infrastructure Levy in London), local government funding (including leveraging existing assets), state government contributions and negotiations with developers.
Delivery	Collaborative projects, like the Caroline Springs Partnership, demonstrate how collaboration can extend to funding and delivery with these partnerships critical in achieving objectives for joint use and joint funding of community facilities. Higher density urban infill projects provide opportunities for mixed use building facility models where some degree of cross subsidy could be achieved. Facility design should also include the potential for income generating space as another contributor to social infrastructure funding. Dedicated resources, including Community Development and Social Planning staff, are required to support and 'drive' the social infrastructure planning process.

3.3 Trends

The following key trends have been identified through a study of relevant literature, case study research and through the practical lessons from a range of social infrastructure projects. These trends relate primarily to community facilities and services.

Trends	Explanation
Number, size and scale	There is a trend in community facilities towards larger but fewer and better appointed facilities that are centrally located and multipurpose. Facility size can be a challenge in urban growth areas and models that are based on efficient floor areas such as co-location, mixed use and joint facilities become important.
Location	Leading practice favours the clustering of community facilities in centres to enhance accessibility and connectivity with related uses. Well used community facilities tend to be located in places that are readily accessible by public transport and where people already congregate, such as shopping centres and schools.
Co-location	Co-location usually involves bringing community services together in a single location. It is a response to the fragmentation and lack of integration of related services. It is intended to enhance both coordination among services and convenience for clients who can access multiple services from a single point. Co-location can also relate to the relationship between community facilities and other compatible uses such as open space.
Multipurpose and multifunction	To make the best use of limited resources, and ensure that facilities are utilised as much as possible (including at night and at weekends), community buildings need to provide for multiple uses and serve a range of population groups, as well as being capable of adapting as needs change over time. Successful community centres tend to be those that offer a diversity of well organised and well attended services, programs and activities.
Placemaking and community identity	Community facilities provide important gathering places for people and can be focal points for community activity and social interaction. They are recognised as having the potential to contribute to the creation of vital public spaces that help engender a sense of place and distinctive community identity. It is important that community facilities have a civic quality, sense of stability and level of amenity that marks them as an important place in the community.
Community building and social gathering	Community facilities provide a focus for community building activities, enhancing the connections and relationships among people in order to strengthen common values and promote collective goals. Overcoming social isolation and engendering a sense of belonging will be an important contribution that social infrastructure can make to higher density communities where increasing numbers of people live alone and may be seeking social contact outside the home.



Trends	Explanation
Sustainability	The increasing focus on all aspects of sustainability means that not only are sustainable design, materials, energy and water aspects of the design of community buildings important, so too is sustainability in terms of funding, management and maintenance arrangements. Commonly income from user charges, hire fees and rent from tenancy agreements is insufficient to cover the costs of maintenance of community buildings. Many local governments have been exploring other income generating activities, such as operating commercial cafes or fitness activities, running monthly markets or incorporating retail outlets.
Resourcing	Well used, active and vibrant community facilities tend to be those that are well resourced. Resourcing includes staffing and other funds. Well used centres often include staff who can identify community needs and organise and deliver services, activities and programs throughout the week. Staff can also be important in ensuring there is a good mix of activities that will appeal to a variety of people, and that the facility is not monopolised by particular groups. Planning for social infrastructure requires careful consideration of these ongoing operational costs in addition to the upfront capital requirements.
Partnerships	In planning and provision, while local governments have been the traditional provider of community facilities, resource and practical constraints have combined to necessitate seeking partnership opportunities in the development of social infrastructure. A number of opportunities exist to partner with State Government, non-government organisations such as schools and universities, community organisations, service providers and the private sector.
Strategic asset management	Local government is increasingly recognising, and being required by legislation to recognise, the importance of strategically managing their asset portfolios to ensure continuing viability, long term financial stability and that community needs continue to be addressed. A strategic approach to asset planning ensures that government assets are maintained, renewed and continue to meet community needs in a way that is affordable and effective.
Technology	A community's social and economic development is increasingly dependent on its residents' access to, and use of, information and communications technology. Community facilities, especially libraries, play an important role in enhancing public access to computer and information technology resources and helping to overcome the 'digital divide'. By complementing traditional functions with new technologies, community facilities can provide greater access to, and new avenues for, knowledge and information.



3.4 Principles

The following principles are proposed to guide the future planning and development of social infrastructure for urban growth areas. They can be used to guide decisions regarding the location, design and operation of social infrastructure.

Principle	Characteristics
Central to catchment and provide equitable access to all users	Central, in this context, does not necessarily mean centred or middle but is more about accessibility and convenience in respect to the population that the social infrastructure is intended to serve. Access to facilities and services can be largely determined by the location and distribution of community facilities. Planning for urban growth areas provides an opportunity to integrate community facilities with key population areas (including major renewal projects), urban structure (including designated activity centres) and transport routes (including existing and proposed bus and rail connections).
Location to promote accessibility and visibility	To be well used and serve identified social needs, community facilities should be highly accessible and visible. They should provide equitable access to all potential users, be accessible by public transport and have good pedestrian and cycling connections. Ideally, they should be on a main street with ground floor street frontage for optimum visibility and accessibility. Enabling an awareness of what happens inside also promotes usage. Adequate parking nearby also promotes good access to facilities.
Clustered with other facilities such as shops, schools and other community facilities	Clustering with other activity generating uses helps to promote convenient access and a focal point for community activity. The notion of a community hub expands beyond community facilities to include the range of activities and services that encourage human activity and gathering such as shops, transport nodes, schools, child care, parks and playgrounds. Case study research demonstrates the preference of users of community facilities to combine trips with shopping and other activities.
Promote flexibility and multiple use	Community facilities should be designed and built to maximise flexibility in use, so they can respond and adapt as needs change. Where possible, buildings should be capable of delivering a range of services, rather than designated for single uses or specific target groups that may quickly become outdated. Flexibility is enhanced by providing multi-purpose spaces capable of accommodating a diversity of uses, thereby enabling a range of activities and target groups to use the facility.
On a main street with ground floor street presence for optimum visibility and accessibility	Accessibility and visibility through main street locations with a ground floor presence can be important to maximising utilisation and enhancing accessibility. Urban infill areas often have a focus on Transit Oriented Development (TOD), town and village type centres, which provide centralised, visible and accessible locations for social infrastructure provision. Case studies like Rouse Hill Town Centre demonstrate how community facility space can be well integrated with town squares without compromising the availability of valuable retail space
Contribute to public domain and sense of place	Community facilities can contribute to urban vitality, local identity and sense of place, and become important focal points and gathering places for the community. Community facilities should be distinctive civic buildings and welcoming places, and should present as a reflection of local culture. This helps ensure they develop a strong local profile and are well known in the community, thereby promoting high levels of usage. Incorporating public art into the building design is also important in creating distinctive and welcoming community facilities.

Principle	Characteristics
Near open space to allow for related outdoor activities and events	Locations adjacent to open space including town squares, village centres and parks increase the range of activities that can occur on community facilities land. As an example, community facilities adjacent to parks and playgrounds are ideal locations for playgroups. Facilities located next to civic squares provide opportunities for markets, festivals and similar events. It can enhance utilisation, flexibility of use and provide opportunities for a wider range of community building activities.
Connected to public transport, pedestrian and cycling networks	Urban growth areas provide a great opportunity to maximise utilisation of public and active transport such as walking and cycling. The 30 Year Plan for Greater Adelaide, with its emphasis on TOD nodes, provides an important spatial framework for social infrastructure planning to integrate with. Linking to pedestrian and cycling networks provides another avenue to promote the accessibility of facilities to all groups in the population and is a further means to encourage sustainable behaviour and a healthy and active lifestyle.
Of sufficient size and design to enable expansion and adaptation	It is important to provide some flexibility in the provision of community facility space. While in greenfield areas, the common practice is to locate community facilities land, where possible, adjacent to uses such as 'non-essential' open space or surface parking areas to provide some flexibility for future expansion, land economics render this approach largely impractical in urban infill areas. However, examples such as the Vinegar Hill Library and Community Centre at Rouse Hill Town Centre, demonstrate how flexibility for expansion can be accommodated in town centre type locations with a design that enables expansion once a particular population threshold is reached.
Promote safety and security	Community facilities should be built in accordance with Crime Prevention Through Environmental Design (CPTED) principles. They should provide a high degree of personal safety for people entering and leaving the building, especially at night. Safety and security can be enhanced by involvement of the community in design and development; providing spaces that can be monitored by a range of people including passersby and shop keepers; strategically positioning lighting, trees, and meeting places; and using barriers to guide pedestrian and vehicle traffic.
Avoidance of conflict with neighbouring uses	Urban infill settings provide less opportunity for separation of uses and land intensive solutions. Higher density infill areas, by their nature, are planned to be more vibrant, mixed use environments where there is a relatively high level of activity throughout. While social infrastructure planning needs to consider how design, construction materials and other mechanisms can mitigate potential conflict, this mix of uses is in many ways the essence of urban infill areas.

4 Planning social infrastructure in urban growth areas

Beyond trends and principles, there are some specific considerations that need to be taken into account in planning social infrastructure in urban growth areas.

Issue	Explanation
Understanding the context	It is critical to understand the policy context in which social infrastructure provision occurs. In Greater Adelaide, the 30 Year Plan is a key document which identifies the nature of growth and change that social infrastructure planning will need to address. This policy context also identifies a new form of development for Greater Adelaide and it will be important to ensure that planning responds to the implications of higher density living including what are the likely household types and what this means for social infrastructure requirements. Also important for urban growth areas is understanding the physical and social context in which development will occur and what this means for social infrastructure planning as a means to address community needs and as, potentially, a vehicle for integrating new and existing communities.
The importance in urban infill areas of developing a sound understanding of existing capacity in social infrastructure	Planning social infrastructure in urban growth areas requires assessing existing facilities and infrastructure and carefully planning how relationships between any new and existing facilities will work. A comprehensive analysis of existing social infrastructure provision is required. This analysis should identify if there are any gaps in existing facility and service provision that needs to be addressed or if there is any spare capacity that could potentially be utilised by the new development.
Community and stakeholder engagement	Community and stakeholder engagement enables a greater understanding of existing conditions, unmet needs, local values, aspirations and concerns and helps to engender greater ownership and investment in the planning process. Agencies, service providers, community organisations and other stakeholders can help to identify existing gaps or inefficiencies, confirm future facility requirements and identify opportunities for future provision through a process of collaboration.
Recognising the unique application of standards for social infrastructure provision in higher density urban infill areas including their value and limitations	A traditional planning approach for community facilities relies on the use of planning standards or thresholds. Standards in urban growth areas are still relevant with some adaptation. Key to this is the use of the floor area component of the standards, rather than the site area. The site requirements are not practical or achievable in urban settings where land economics demand greater efficiencies and more compact urban forms of provision.
Utilising comparative study to understand what kind of facilities of what size have worked in similar urban growth area situations	While standards are one input, useful guidance on appropriate levels of provision of social infrastructure in higher density infill areas can be gained from analysis of other areas and learning from their practical experience. Case study research also provides an insight into the process that different agencies have pursued to identify and deliver social infrastructure in infill areas. The Case Study document prepared as part of this project provides a number of examples of levels of provision and planning approaches that can help to inform Greater Adelaide urban growth projects.

Issue	Explanation
<p>Developing a social infrastructure hierarchy</p>	<p>Social infrastructure provision can be considered at four levels: LGA wide, district, local and neighbourhood. LGA wide or sub regional facilities can serve populations of 100,000 plus people. They include major cultural and civic facilities, major recreation and sporting facilities, tertiary education such as TAFE, health services and higher order entertainment and leisure facilities. District level facilities serve populations of between 20,000 and 50,000 people. They include district libraries, multipurpose community centres, high schools, community health facilities and facilities and services for particular groups such as young people, older people or people from diverse cultural backgrounds. Local level facilities serve populations of between 5,000 and 10,000 people. They include community halls or small community centres, public schools, child care centres or kindergartens and access points for a range of services. Neighbourhood level facilities serve populations of between 2,000 and 3,000 people. They include small neighbourhood house and similar buildings that provide space for small meetings, gatherings and activities.</p>
<p>Integration with urban/spatial/physical/master planning</p>	<p>An important element of integrating social infrastructure planning with urban/physical planning is ensuring that social infrastructure provision is linked to the proposed urban hierarchy of the area by taking into consideration where the main town centres, village centres and local centres are proposed and identifying the role social infrastructure will have in these centres. For social infrastructure to be most effective it needs to be located in a good physical environment and an urban setting that itself encourages social interaction, health, wellbeing, accessibility and works for a diverse range of groups that ideally make up any community. There are a number of social planning frameworks (healthy built environments and safety by design, for example) that can be used to inform the design and planning of urban growth areas.</p>
<p>Developing more compact, urban models of facility provision that recognise the unique qualities and requirements of more dense, urban settings.</p>	<p>Higher density urban infill development presents both challenges and opportunities. Opportunities include mixed use development, leverage of Council and other government owned land and the integration of social infrastructure through master planning processes. To be fully realised, these opportunities require more urban models of provision to be practical and effective. These models are characterised by: smaller floor areas; integration with residential, commercial and other uses; central, accessible and convenient locations; and clustering and co-location to provide a 'one stop shop' environment that maximises convenience and reduces the need for multiple trips. It is not possible to achieve a new and different form of development while continuing to plan and provide a standard (largely greenfield) approach to facility provision.</p>

Issue	Explanation
Funding and delivery	Case study research indicates that a range of funding mechanisms is required to provide and operate social infrastructure. One of the commonly used mechanisms for funding social infrastructure is some form of developer contributions which is not currently available in South Australia. What the funding ‘predicament’ in South Australia does indicate is that a greater range of funding options and more innovative models of social infrastructure provision are required. Leverage of existing assets seems to be a key opportunity for many councils who have undeveloped or underdeveloped land assets in urban growth areas that have a significant, albeit latent, value. For local government capital funding is critical; however, ongoing operational costs are equally important. Planning and design should consider how revenue return can be built into facility design whether through inclusion of leasable space or incorporating community facilities within mixed use buildings.
Staging and timing	Case studies highlight the importance of considering social infrastructure issues early in the planning process. Our definition of social infrastructure, which includes a supportive physical/urban environment, suggests that social infrastructure planning should begin early when initial concept plans are being conceived. A key issue in social infrastructure planning is early provision. Full up front provision of significant community facilities relies on the early availability of significant funding sources. When funding is linked to development this is often not possible. The definition of social infrastructure adopted here, with its key elements of physical environment, community and cultural development, human services and community facilities also provides a form of staging framework with good design, community development and service delivery often preceding the construction of facilities. With facilities a staged approach to provision is as valid in urban growth areas as it is in greenfield settings.

Playford Alive

Playford Alive is a partnership between the City of Playford, the South Australian Government (represented by the Land Management Corporation and the Department for Families and Communities) and the local Playford community. Playford Alive involves the redevelopment and urban renewal of a public housing estate to create around 5,000 new homes, two new public schools, new and improved retail facilities, community and recreation facilities, improved public transport and training and community development programs. The Playford Initiatives Fund has been developed to support the capital funding of social infrastructure, public art and community development initiatives. The fund was established through a development agreement to provide funding and sponsorship for local initiatives that support community and economic development over the life of the project. The fund has utilised 1% of gross revenue from land sales in the renewal area with fund proceeds to support activities that increase community wellbeing through the project area.

5 Models and approaches

This section of the guide provides an overview of contemporary facility models and approaches with a focus on community hubs, unique opportunities in urban growth areas, integrated human services planning and an asset based approach to community development.

5.1 Community hubs

There are a number of definitions of community hubs. It is important for councils to identify their own definitions, objectives and aspirations for social infrastructure based on local needs and informed by community and stakeholder engagement.

Although definitions have a slightly different emphasis, a community hub, in essence, is a multipurpose public gathering and activity place where a variety of activities occur and where a wide range of community needs can be met in both formal and informal ways. The key to the community hubs concept is integration. This can mean both integration of services, programs and activities within a multipurpose community space or the integration of a range of activity generating uses including community and cultural facilities, shops, transport, parks and plazas.

The essential characteristics of a community hub appear to be that they:

- » Respond to, and are shaped by, the unique circumstances, needs and assets of their community
- » Co-locate or cluster a range of community facilities and human services
- » Include a variety of uses (including residential, retail and commercial) that attract different groups of people at different times of the day for a variety of purposes and meet a wide range of community needs and support community strengths
- » Attract people and are identified as a focal point and gathering place for the community
- » Are readily accessible to ensure all members of the community can utilise them
- » Have a civic quality, sense of stability and level of amenity that marks them as an important place in the community
- » Include an inviting public domain that encourages people to interact in the public realm.

The image on the following page represents these features and emphasises that community hubs are multifunctional locations that integrate a wide range of uses in centralised and accessible locations. Key to their success is the relationships between uses including how community facility space works with key public domain (such as a town square), active uses such as retail and proximity to a range of transport options including pedestrian and bicycle networks.

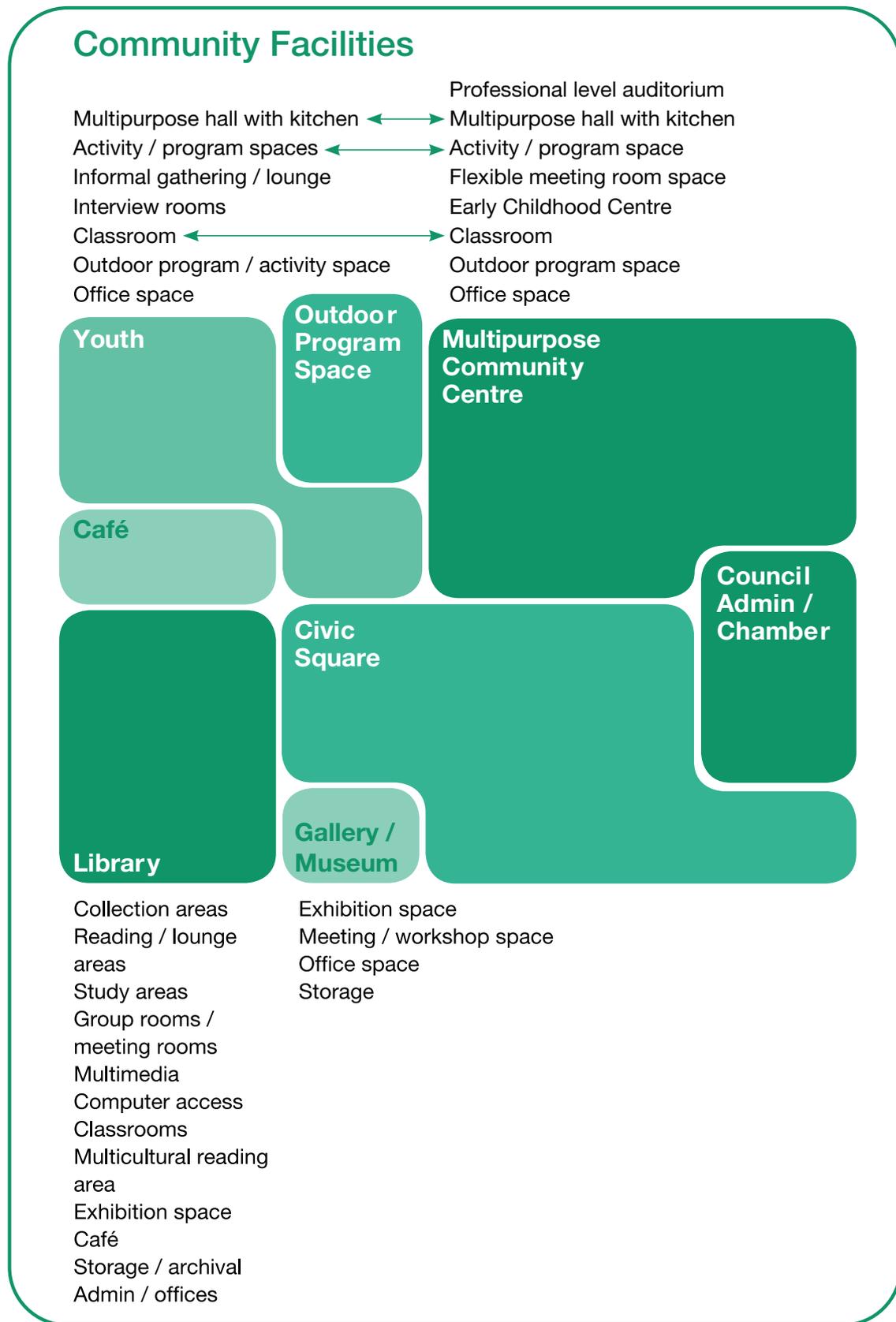
Community hubs are a particularly appropriate model for urban growth areas given their emphasis on co-location, clustering, shared use, and integration with activity centres. Master planning, a common feature of many urban growth areas, provides a great opportunity for the creation of community hubs as it enables greater integration with activity centres, transport nodes, public spaces and other people generating activities and places.

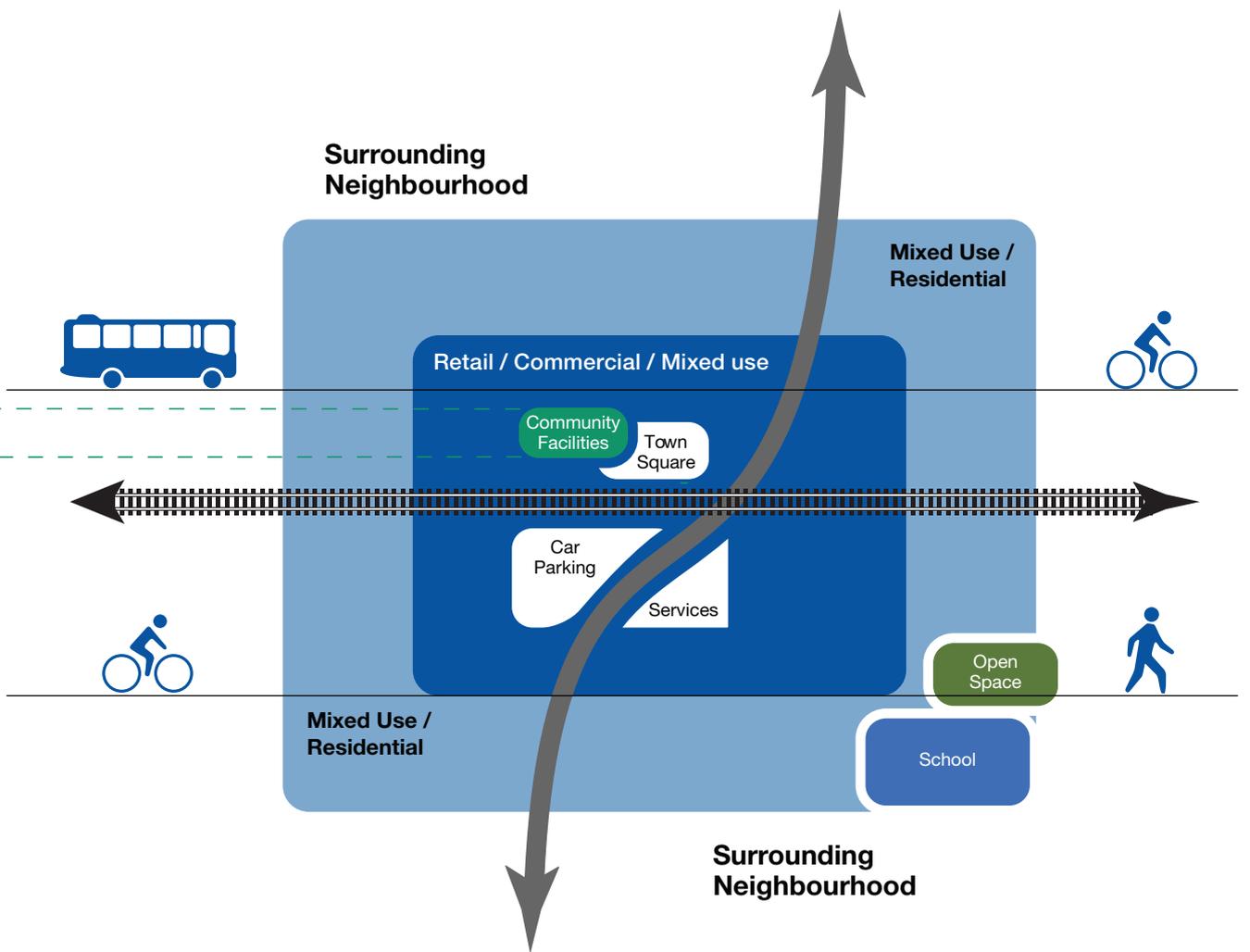
The *Sunshine Coast Social Infrastructure Strategy* (Sunshine Coast Council, 2011) clearly expresses the benefits of community hubs:

Locating social infrastructure within community hubs helps meet social needs by encouraging compatible uses, and increasing activity and flexibility within a defined geographic area. This provides opportunities for efficient social infrastructure provision centres round well-served communities, improves the economic viability of centres and access to services, reduces the length and number of private vehicle trips, facilitates better provision of public transport and encourages a sense of community.

The diagram on the following page is one interpretation of the community hub concept. It is intended as an example rather than a precise model or template. On the left of the diagram is an illustration of how different community facility uses may be co-located in a community hub model. (The arrows between specific uses/functions demonstrate the potential for spaces to be shared between facilities). On the right is an illustration of how the community hub concept fits with, and is an integral part of, an urban centre typical of many urban growth areas.

Urban Growth Area Community Hub Concept Diagram





5.2 Urban growth area opportunities

The urban growth environment with its increased densities, requirements for land efficiency, compact urban form, transit oriented development, focus on pedestrian activity and active streetscapes provides a number of opportunities for innovation in the provision of social infrastructure.

5.2.1 Mixed use development

Vertical integration of community facility space with residential, retail and other uses within the one building is an important model and one that is very suited to the urban growth context. The conception of community facilities as positive, active and vibrant community hubs positions them well to act as the active ground floor use of a mixed use building. The mixed use building model offers the opportunity for residential and other uses to be used to help to subsidise or support the capital and/or operational costs of the facility.

5.2.2 Revenue streams

Community facilities generally operate on a not for profit basis. However, planning for social infrastructure should consider ways to alleviate both the upfront capital investment and also the ongoing operational costs of a facility. Typical income generation means for community facilities include rental from long term hiring out office space, casual or short term hire for meetings, workshops and exhibitions, payment for fee paying courses, grant funding and fund raising. Rental income is a reliable and ongoing source of revenue. However, the most common tenants are community organisations and their capacity to pay is limited.

Increasingly facility design is incorporating spaces that are targeted specifically at attracting commercial rates for hire such as spaces capable of catering for weddings, cultural celebrations, concerts and exhibitions. Facility design is also increasingly integrating some form of retail space that can be leased for compatible uses with cafes being a common use, but also newsagents and pharmacies being possible.



The Castle Grand Library and Community Centre in the Hills Shire in Sydney (examined in the Stage One case studies for this project) is an example of mixed use development where Council developed their own land with a community centre, library and community health centre with 62 residential units above. Strata titling is complex and may be best avoided by councils, but there are ways for this model to support community facility provision while also meeting objectives for mixed use, higher density environments with active street frontages.

Castle Grand Library and Community Centre, Photo: Elton Consulting

5.3 Integrated human services planning

Urban growth areas that are planned to accommodate significant population growth require an integrated and collaborative approach to planning to be most successful. The case study research for this project strongly endorses bringing together relevant human service providers including government and not for profit organisations to examine the human service needs of a projected population and to identify ways to address those needs as early as possible in the planning process.

There is a temptation with social infrastructure planning to focus mostly on the 'hard infrastructure' or the physical buildings or facilities that are required. While this is critical, those facilities need a wide range of services and programs to operate from them if they are to contribute to addressing community needs. Research conducted for this project suggests that facility and service planning should be done in concert as each influence the other.

South Australia has a history of coordinated, interagency planning that dates back to the 1980s. However, since that time this approach has decreased. It is possible that as well as looking at the efficacy of the current approach and approaches from elsewhere, it may be useful to also reconsider some of the previous South Australian models and to test their applicability to the current situation.

5.4 Strength based community development

Community development is essentially focused on working with communities to assist them to find ways to identify and address their needs and interests. It is about strengthening communities so that individuals and organisations can collaborate with each other to develop a healthy and resilient local environment where people are able to respond positively to any changes and challenges that may confront them. Similar to the trend towards a more affirmative view of community facilities, community development is also increasingly focused on a more asset-based approach.

A strength based approach to community development focuses more on identifying and using the assets, talents and strengths of a community rather than emphasising the problems, needs and deficits. The definition of social infrastructure that we have used for this study assumes a strengths based approach and includes an emphasis on positive events, celebrations and capacity building.

Building a sense of community and integrating new and existing communities are key focuses of community development in the urban growth context where new communities are being created. While good physical planning creates the foundation, community and cultural events, activities and programs can contribute to building relationships between new and existing communities. A shared sense of community can be enhanced through collaborative efforts that support the formation of social relationships (such as working together on a local community festival). Fundamentally, community development programs should be developed based on a needs assessment of the focus community.

Community engagement with existing and surrounding communities is an important first step in the community development process. Working collaboratively with local communities helps to inform the planning process and also builds the capacity of local people to participate proactively in the planning process. As an example, the Land Management Corporation has established a Community Reference Group as part of its planning for the Bowden Urban Village project in the City of Charles Sturt. Collaborative forums like reference groups will need to be tailored to suit local circumstances with some potentially requiring a greater capacity building approach depending on local community needs.

The asset based approach to community development is an important shift that should be considered as part of social infrastructure planning for urban growth areas. However, care needs to be taken to ensure that programs are meaningful and respond to local community needs. While focusing on community strengths is a positive, caution needs to be exercised to ensure that real and potentially challenging community needs are not being left unaddressed.

6 Planning process

The process identified below is intended as a guide, rather than rigid requirements. Each local government area or agency will need to consider its needs, aspirations, resources and capacity. The social infrastructure planning process, although perhaps appearing elaborate from the table below, is actually very simple. It is based around addressing the following five key questions:

- » What is there now, who does it serve and how well is it working?
- » How are things going to change – how many people, where and when?
- » What is needed to provide for the future community (existing and new)?
- » What is the best way for this to be provided?
- » How will it be paid for?

6.1 A step by step guide

Planning phase 1: Existing situation analysis

Task	Description/comments	Urban growth application
1.1 Policy and document review	To help understand the background and policy context for future change and planning key policies and documents should be reviewed. This includes major regional planning initiatives such as the 30 Year Plan for Greater Adelaide, local planning controls including Development Plans, previous studies and policies on community facilities	Post occupancy information and policy literature on the unique qualities of urban growth/infill communities provides important context
1.2 Existing community profile	Key variables include total persons, age groups, family structure, income, employment, household type, size and tenure etc. Also examination of SEIFA index and social atlas to see concentrations and distribution of particular variables.	An understanding of the existing community is even more important in urban growth areas where development is occurring in the physical and social context of established communities with their own practices, values and sense of place
1.3 Facility audit	Assessment of existing community facilities based on criteria including: location, visual prominence, integration with other facilities and services, accessibility including to public transport, multipurpose design, relationship to outdoor space, building condition, safety and security, usage	A comprehensive audit process can identify which facilities are working well and which ones could be candidates for expansion, enhancement or rationalisation
1.4 Facility mapping	Understanding the spatial distribution of existing facilities forms an important base of information that will be built on throughout the process	Identifies where existing facilities are located and can be compared to projected urban growth areas to identify where gaps in provision are likely to be
1.5 Cultural mapping	In some areas, local history, culture and traditions may be a key aspect of the social and cultural context of the development. Understanding local stories, through oral history and other means, can provide important guidance for future development and influence the design, uses, character of new development so that it fits with and is meaningful to the existing community setting.	History and cultural heritage are important elements to incorporate into planning for urban growth areas. The process is about identifying and recording elements of historical significance and suggesting how those features could be incorporated into development through means such as public art, signage, naming, trails, facade treatment, etc.

Task	Description/comments	Urban growth application
1.6 Community and stakeholder engagement	Initial discussions with community members, service providers, government agencies, community organisations, landowners, developers to understand as much as possible about existing conditions, local needs and future plans and to engage stakeholders early in the process so that plans for change are clearly understood and incorporated into future social infrastructure planning	ULDA and others emphasise the importance of involving key stakeholders early in the planning process – service providers, government agencies, community organisations, landowners/ developers etc.
1.7 Existing levels of service	Comparing current provision with existing population levels provides a baseline of provision that can be compared to other areas and used to identify the desired level of provision for the future	Used as a reference point only as provision in more densely population, higher land value urban growth areas may be quite different than existing areas
1.8 Existing gaps and inefficiencies	Identification of the needs that already exist that may be exacerbated by future growth and change. May also be identification of inefficiencies/duplication/existing capacity that can accommodate demand from future growth and change	The impact on capacity of existing facilities is a key consideration in social infrastructure planning in urban growth areas. New growth can help to support ailing social infrastructure or can overwhelm existing infrastructure that is already close to capacity
1.9 Existing situation mapping	Based on policy and document review, community profile, facility audit and stakeholder interviews a summary of existing community needs. Important to develop an understanding of the spatial distribution of existing facilities, areas of high need, gaps in provision.	Forms a base map that other layers can be added to. Documents existing community needs.

Planning phase 2: Future situation analysis

Task	Description/comments	Urban growth application
2.1 Key development areas/projects	Can provide both the drivers/demand for social infrastructure provision in urban growth areas and also key opportunities for social infrastructure provision.	Urban growth areas have the potential to contain major renewal projects that can alter and intensify the pattern of demand for social infrastructure significantly
2.2 Population projections	While the reliability of projections obviously decreases with the timeframe of the projections, it is important to identify 5 year age cohorts and 5 year time spans for as long as possible	Government agencies in particular require robust population projections to plan for future social infrastructure requirements. Critical in population projections for urban growth areas are the assumptions about population profile (age, family, household type, etc.). The potential impact of policy measures to attract a more diverse population should be considered in projections if they are being considered as part of the approach for a particular project
2.3 Planned urban hierarchy	Identifying the hierarchy of centres including major urban, town, village and neighbourhood centres to ensure that facilities are planned to integrate with the centres and the different services, amenities, and transport access each affords	The role of TODs in the urban hierarchy is an important consideration in urban growth areas with TODs often making good location with district level social infrastructure
2.4 Social infrastructure hierarchy	Considering provision options on the basis of LGA wide/sub-regional facilities, district, local and neighbourhood.	Requires application of social infrastructure hierarchy to the proposed urban structure of the study area. For example, is the proposed urban growth area likely to function as a district centre and, if so, what types of facilities does this require be provided there
2.5 Gaps/projected unmet demands	Overlaying existing provision with projected population growth can provide a simple spatial picture of where future gaps are likely to be	Requires consideration of capacity of existing facilities and whether existing facilities can be enhanced or expanded to cater for increased demand from urban growth or whether new facilities are required
2.6 Community and stakeholder engagement	A checking in point with community and other stakeholders including service providers and agencies on the critical assumptions that will form the basis for identifying future facility requirements	Accurate assessment of future social infrastructure provision depends on the provision of good quality demographic projections and a thorough engagement process that involves key human services providers

Planning phase 3: Identification of likely requirements

Task	Description/comments	Urban growth application
3.1 Standards and thresholds	Standards are useful but as a starting point only with local conditions requiring consideration including characteristics such as levels of relative advantage/disadvantage, community needs, physical barriers and constraints, existing levels and standards of provision	Floor area rather than site area based standards are most appropriate for urban growth areas where land price and availability requires an efficient use of land
3.2 Comparative rates of provision	Utilising case study research of comparable areas can provide important insights into not only the rates of provision but also about the process for planning social infrastructure	Utilising provision information from comparable urban growth areas can provide some useful guidance but identification of social infrastructure requirements does still require a local process of needs assessment to underpin recommendations
3.3 Mapping future needs	Provides a spatial understanding of the relationships between existing facilities, areas of existing community need (through SEIFA and other social atlas mapping), future population growth areas, proposed urban hierarchy, main transport routes and nodes	Provides an important baseline of information to base future facility requirements on
3.4 Initial assessment of social infrastructure requirements	Broad and initial identification of social infrastructure requirements based on existing situation analysis including consultation with agencies/service providers regarding requirements	Provides a starting point for discussion/consultation with agencies.
3.5 Community and stakeholder engagement	Engaging (preferably in a workshop/group format) with service providers, government agencies, community organisations, community groups, developers etc. to clarify social infrastructure requirements, identify the potential for partnerships and opportunities for shared use, co-location etc.	Bringing agencies together rather than consulting separately can be a good way to explore the potential for synergies with co-location, joint use, etc.

Planning phase 4: Future plans

Task	Description/comments	Urban growth application
4.1 Develop models of provision	Taking the initial assessment from 3.4 and the outcomes of the consultation with stakeholders in 3.5 and developing those broad requirements into models – identifying what social infrastructure uses could work well together, in what form, and in what locations	Urban growth areas require consideration of more urban models of provision based on smaller floor areas; integration with residential, commercial and other uses; central, accessible and convenient locations; and clustering and co-location. More urban models can be challenging for some providers/agencies who operate on standard models that are mostly based on greenfield areas
4.2 Integration with land use planning, master planning	Early integration of social infrastructure needs into the physical planning process is critical to ensure that requirements for location, opportunities for co-location and clustering can be achieved	With requirements for land efficiency even greater in urban growth areas, early integration with the physical planning and urban design process is critical. With models such as community hubs relying on central, accessible, highly visible locations with good relationships to like services, open space and transport, these key sites need to be identified early in the planning process
4.3 Develop a social infrastructure spatial plan	Matched to urban hierarchy and social infrastructure hierarchy. Also includes classification of facilities into four main groups: new build, enhancement/improvement, maintain/retain, divest/rationalise	Clearly demonstrates the relationship between projected need and future facility provision
4.4 Explore funding and delivery options	While capital funding is critical, equally important for local government is the ongoing operational costs of managing and maintain community facilities. While increased rates revenues will come from urban growth areas, it is likely that other sources of funds will also be required. Leasing of community facilities space may also be an option in urban growth areas	Case studies for urban growth social infrastructure projects show that a range of funding options are required with single projects often reliant on a number of different funding sources
4.5 Community and stakeholder engagement	An important engagement phase to validate and test plans with community members and other stakeholders and to identify funding opportunities and partnerships	Engagement with stakeholders, particularly government agencies and service providers, is not only to identify the appropriate levels and types of social infrastructure but also creates a platform to consider collaborative approaches to funding and delivery

Planning phase 5: Funding and delivery

Task	Description/comments	Urban growth application
5.1 Confirm and develop partnership opportunities	Social infrastructure is the responsibility of a wide range of stakeholders with local government being but one of those. Partnerships between local government, state government, the private sector and non-government organisations are required to ensure that the full range of social infrastructure is provided in a way that meets community needs and is financially sustainable	Involving potential partnering organisations in the planning process from the beginning is important to not only identifying the full range of infrastructure needs but also developing the relationships and sense of ownership that can continue on into funding and delivery
5.2 Identify roles and responsibilities	Partnership arrangements should clearly identify the roles of each participating party with roles identified through a collaborative process	Urban growth areas may necessitate the redefinition or reconsideration of traditional roles. For example, land ownership by local government may create opportunities for councils to play an active role in leveraging their assets to support social infrastructure provision
5.3 Link to statutory planning and other delivery mechanisms	Wherever possible social infrastructure delivery should be linked to statutory process and other delivery mechanisms including developer agreements	While master planning can identify the location of community facility space, delivery and funding will often be addressed outside the formal statutory planning process. Agreements related to human services and community development will also need to be created with little statutory basis for these
5.4 Identify funding options	Exploration and confirmation of the full range of available funding tools as well as ownership and management options	Requires consideration of both capital and operation costs. In urban growth areas facility design, such as through mixed use buildings, may form a key part of both capital and operational funding
5.5 Finalise strategy and implementation plans	A synthesis of the key decisions regarding what will be delivered, by whom, and by when (and to what standard). Forms the basis of future delivery agreements and contracts	Higher density environments can be complex in delivery responsibilities. For example, mixed use developments incorporating community facilities can create a range of issues related to strata titling that councils need to consider carefully

7 Planning checklist

The following criteria or questions can be used as both a tool to inform the planning of proposed social infrastructure and also as a tool to assess existing community facilities.

7.1 Decision making criteria

Issue

Community need

Criteria/Question

- » Does the project respond to the identified strategic priorities of the community?
- » What assessment and engagement have been undertaken to identify local community needs and how has the proposed project responded?
- » Does the project help to address any existing inequities or disadvantage in the community?
- » Does the project respond to projected population growth and change?

Issue

Location

Criteria/Question

- » Is the project located in a place that people already have reason to go to? Is it co-located with shops, schools or other activity generators?
- » Is the project located centrally to its catchment – is it easy for most people in the area to get to?
- » Does the project integrate social infrastructure with the public transport and pedestrian/bicycling network?
- » Is the project adjacent to public space or have the potential to incorporate public space in its design?
- » Is social infrastructure positioned to encourage integration between new and existing communities?

Issue

Accessibility

Criteria/Question

- » Does the project ensure equitable access for all members of the community?
- » Does the project provide access to affordable programs, activities, service and events?

Issue

Facility model and design

Criteria/Question

- » Can a range of services, groups, activities and events be accommodated in the facility?
- » Does the project provide space for a range of both formal and informal activities?
- » Does the facility promote integrated service delivery?
- » Is the project designed and managed in a flexible way to ensure it can respond to changing community needs?
- » Does the design of the facility incorporate some potential income generation space including halls for hire, space to lease for commercial purposes (such as a cafe)?
- » Does the building have a visible street frontage?
- » Does the facility comply with requirements for disability access?
- » Does the facility comply with Crime Prevention Through Environmental Design principles? E.g. Is there natural surveillance of the building's entry? Is the area well lit and observed at night?

Issue

Management

Criteria/Question

- » Are there resources available to staff the facility? If not, how will it be accessed by community members and when?
- » Does the management model encourage integrated service delivery and shared use of the facility?
- » Does the project provide volunteering opportunities to build skills and capacity of community members?
- » How will management of the facility be monitored and performance evaluated?
- » How is management of the facility and the outcomes it achieves linked to the strategic priorities identified for the area? How will you know it is addressing community needs?

Issue

Funding and delivery

Criteria/Question

- » Is the site in public ownership and can it be leveraged to support the provision of social infrastructure?
- » Is there a range of funding sources available to support both the capital and operational costs of the project?
- » Are capital replacement costs included?
- » Does the project ensure efficient use of resources?
- » Does the project ensure accountability by monitoring and evaluating the social outcomes and ensuring they are meeting community needs?

8 Roles and responsibilities

Social infrastructure provision is not the sole responsibility of local government. The following table highlights the various roles of a range of stakeholders in planning and delivery of social infrastructure.

	Planning, policy and service development	Building and operating	Advocacy and leadership
Local Government	Plays a coordinating role – plans for social infrastructure needs	Construct and develop social infrastructure and provides services either directly or through some form of service agreement	Strong role by engaging with other levels of government, developers and community members
State Government (including land development agencies)	Strategic planning initiatives such as the 30 Year Plan for Greater Adelaide impact on social infrastructure provision. Involved in planning through groups such as the Government Planning Coordination Committee	Construct and develop State social infrastructure such as schools and health facilities	Land development agencies can act as advocates for social infrastructure provision. The Urban Land Development Authority, with its social planning emphasis, is an example.
Federal Government	Provides a policy framework for urban and infrastructure planning through agencies such as the Major Cities Unit of Infrastructure Australia	Construct and develop health facilities such as GP Super Clinics	
Non-government organisations	Work with local government in planning services	Lease community facilities to deliver services	Advocate individually and through peak bodies
Development industry	Many developers recognise the value of incorporating social infrastructure within their developments	May build social infrastructure and hand over to local government for operation	Can be advocates for inclusion of social infrastructure into developments when it is seen to meet their project objectives

Partnerships and coordination	Funding	Community building
Involved in developing partnerships to attract funding. Support government and community service providers to plan facilities and services and encourage integrated service delivery	Responsible for capital funding sometimes in cooperation/partnership with others. Often solely responsible for operational costs	Provides community development support, sponsors and supports community organisations to deliver community services
The Government Planning Coordination Committee's role includes supporting the implementation of the 30 Year Plan for Greater Adelaide including the coordinated provision of infrastructure (including social infrastructure)	Provide funding for State social infrastructure and can enter into funding agreements with councils regarding joint management of facilities such as school playing fields, gymnasiums and halls	Land development agencies often support community development activities for their own projects
	Provide funding for social infrastructure through funding programs such as Regional and Local Community Infrastructure Program and the National Economic Stimulus	Fund a range of human services
Work in partnership with local, state and federal government	Largely rely on funds from government to deliver services	Key providers of human services, social support and community development
Can work with local and state government to incorporate social infrastructure into their developments	Can contribute capital funding. In SA this is often as part of a developer agreement	Can support community development activities for their own developments for a fixed period (usually to coincide with sales period)

The role of partnerships – The Caroline Springs Partnership

The Caroline Springs Partnership was established in 2005 between the Shire of Melton, Delfin Lend Lease and Department of Victorian Communities (DVC) to trial a new way of planning and delivering infrastructure and services in Caroline Springs, a new township which is expected to be home to 24,000 residents by 2013. The partnership was a place based initiative that focussed on bringing government, business and community groups together to plan the provision of social infrastructure including community centres, education and health facilities.

Key objectives of the partnership were to:

- » Create a model for collaborative government in local areas
- » Increase the capacity of local government to plan and deliver social infrastructure
- » Deliver better quality, timely and sequenced social infrastructure.

In terms of planning for social infrastructure, joint funding and joint use were emphasised as a priority. A range of new facilities and services have been established around three distinct precincts:

- » The town centre includes four schools, a community bank, a library, council offices, a youth activity node, sport and recreational facilities, integrated public and private health services and shops
- » The Brookside Centre precinct includes three primary schools, a childcare centre, sport and recreational facilities, a youth and community house, child and family services, a library and shops
- » The North Lake Centre includes schools, child care, council and community services and health services.

Funding and delivery responsibilities were shared among the key project partners – local government, state government and developer. All new facilities have been joint funded. A feature of most of the new facilities is that agreements have been negotiated for joint use. Funding has been provided by Shire of Melton, Department of Education, Delfin (the developer) and other community organisations. Additional funding has been sought through applications to DVC and other public grants programs.

In the project evaluation, all parties reported that the planning model had led to timelier, coordinated delivery of services and infrastructure. Partnerships also led to greater efficiencies, innovation and opportunities that would not have otherwise been realised including joint use of facilities and integrating health, education and community services in the one precinct.

The evaluation report identifies the following four success factors for the Caroline Springs Partnership:

- » A good broker – a highly skilled, independent broker who helped groups navigate State bureaucracy
- » The right decision makers at the table with a commitment and willingness to contribute – people that attended meetings were not ‘seat warmers’ but had the authority to make decisions and contributions including regarding financial commitments
- » A shared vision, clear objectives and good process
- » Champions and early results – with scepticism from organisations subsiding with early successes with funding applications and projects on the ground.

9 Keys to success

This section of the guide reflects on what have been identified as some of the key factors leading to successful social infrastructure planning that responds to community needs in an efficient and effective way.

9.1 An integrated approach

Planning for positive and enduring social benefits needs to start early and be considered as a core objective of the initial concept development and master planning of any significant urban growth project. For social infrastructure to be most effective it needs to be located in a good physical environment and an urban setting that itself encourages social interaction, health, wellbeing, accessibility and works for a diverse range of groups that ideally make up any community. While community facilities are a key part of supporting community building and the development of socially sustainable communities, facilities considered in isolation are inadequate to produce strong and resilient communities.

There are a number of social planning frameworks that can be used to inform the design and planning of urban growth areas. These include: socially sustainable urban renewal, child friendliness, physical activity, communities for lifetime, universal design and safety by design. Although each has its own focus, there are some common features that can be derived from the social planning frameworks. These include planning around defined centres, walking and cycling connections, quality streetscapes and open space, local destinations, housing diversity, community engagement – all of which could be considered to be simply ‘good urban design’. Regardless of their origin, it is important that these features are considered throughout the planning process and the potential people impacts (including positive social benefits) of design decisions are kept at the forefront of the urban design process.

Getting this right provides an important physical foundation within which social infrastructure can be integrated and consequently have the potential to provide opportunities for maximum community benefit. The physical planning process should also consider, from the earliest possible time, community facilities needs, and the type, size, model and location of community facility space. A robust process of social infrastructure planning is required, part of which includes consideration and application of key location principles that include main street presence, clustering with other activity generating uses, proximity to open space, accessibility to public transport and to pedestrian and cycling networks, and capacity for adaptation.

In South Australia, the structure planning process provides an important opportunity for social infrastructure planning to be considered as part of the overall planning process. Local government and State government will need to work together to identify how social infrastructure can be better incorporated into the structure planning process and what level of information (evidence) is required to enable this to happen.

9.2 Evidence base

For social infrastructure to be a key consideration in the planning of new communities, the appropriate rigour in its planning is required. Social infrastructure planning needs to be sound and transparent. The processes highlighted in this guide, although requiring some modification to suit local circumstances, outlines the type of planning steps that are required if social infrastructure planning is to gain the credibility it should have and be considered as an equal in infrastructure terms to the so called 'hard' infrastructure.

Quantitative standards may be appealing in this regard, but they should be applied cautiously and with regard to the unique characteristics of each local community. Comparative analysis is equally important to gain an understanding of what types of social infrastructure, and of what scale, has worked well in similar contexts. All processes should be based on sound local needs assessment and a robust process of community and stakeholder engagement.

If social infrastructure delivery is to become the subject of a negotiation with developers or potentially the subject (in the future) of a developer contributions system, a soundly developed and robust plan that clearly outlines social infrastructure needs and links that to increased demand as a result of development will be important. This evidence base may be best encapsulated in a Social Infrastructure Plan that reflects some of the key planning steps outlined in this guide. Social Infrastructure Plans may become a requirement of all areas undergoing significant urban growth.

9.3 Community and stakeholder engagement

Community and stakeholder engagement is critical throughout the social infrastructure planning process. As has been emphasised, planning in the urban growth context, by definition, involves planning within an existing physical and social context. To properly plan social infrastructure, and to truly understand its potential to help with the integration of existing and new communities, an engagement process that seeks to understand the existing context for urban growth is critical. Working with existing community members to identify key local issues, values, aspirations and to also identify local community assets is critical to informing social infrastructure planning.

Engagement with key stakeholders throughout the process is also critical. These stakeholders include existing service providers and community organisations who understand the existing community and who also have a sense of existing gaps in provision, or over supply, that can be exacerbated or addressed by urban growth. Engagement with stakeholders also involves a range of state agencies that may be required to plan for new and enhanced social infrastructure as a result of urban growth. Integrated planning processes seek to bring those agencies, and other service providers, together with the view to exploring opportunities for partnerships and collaborative arrangements for the provision of social infrastructure. Case study research has shown that these processes can lead to innovative approaches to infrastructure delivery and shared approaches to funding for social infrastructure.

9.4 Collaboration and partnerships

Following from engagement, partnerships are critical. Local government cannot be the sole source of planning and providing social infrastructure. State and federal government, non-government organisations and private developers all have a role to play.

Local government is a key advocate. It has an important role in establishing a coordinated framework for social infrastructure and then focusing on developing the partnerships and collaborative arrangements that are required to put the plan into practice.

Consultation for this project has highlighted the need for improved coordination of social infrastructure planning between local and state government. It appears that, despite the existence of bodies such as the Government Planning Coordination Committee, there is a lack of a coordinated and collaborative approach to social infrastructure planning, that includes local government. Consultation suggested there was a need for greater clarity around roles and a more coordinated approach for solving issues and planning strategically for social infrastructure in urban growth areas. While needing to focus on enhancing the capacity and collaboration between existing agencies and local government, social infrastructure should also be seen as a key focus of any new approaches to planning for urban growth in Greater Adelaide. If some form of urban renewal/development authority were to be established for Greater Adelaide, it will be important that a coordinated approach to social infrastructure planning be a key and defined focus.

Given high land costs in urban growth areas, it is important to explore partnerships which can enhance the resources available for social infrastructure and also create opportunities for different models of delivery. One aspect of this, that is encouraged through the structure planning process, is developing a more regional focus for social infrastructure planning including the strengthening of cross boundary relationships between local governments. Examples already exist for shared funding of open space, such as between the cities of Charles Sturt and West Torrens, and this type of model may need to be further investigated for its application to social infrastructure.

9.5 Innovative models of delivery

Case study research and consultation undertaken for this project suggests that dedicated social planning resources are required to effectively plan and deliver social infrastructure. A key part of the social planning role is the 'technical' component including needs assessment, identification of space requirements, developing delivery models, etc. Also critical, is the 'driving' of the process, particularly partnership development and working collaboratively with residents, state government, community organisations, developers and other stakeholders.

9.6 Innovative models of delivery

The urban growth context with its higher density, urban infill locations provides a range of possibilities for the delivery of social infrastructure that may not be available in greenfield areas. Consideration of opportunities for leverage of Government owned land to contribute to social infrastructure provision is an opportunity that presents itself in urban growth areas. These may be well located, but underutilised, assets, with surface parking lots close to transport hubs and activity centres being a prime, and somewhat common, example.

While land value and availability is a constraint in many ways, it is also an opportunity to consider different models of provision that are more appropriate to a higher density, more compact urban form and that build in the potential for cross subsidy of community space. In the urban growth context these models that are characterised by:

- » Smaller floor areas
- » Integration with residential, commercial and other uses
- » Central, accessible and convenient locations
- » Clustering and co-location to provide a 'one stop shop' environment that maximises convenience and reduces the need for multiple trips.

The adaptation and development of new, more urban appropriate models is essential for the practical implementation of the growth strategy that underlies the 30 Year Plan for Greater Adelaide. It is not possible to promote a new and different form of development while continuing to plan and provide a standard (largely greenfield) approach to facility provision. Without the flexibility required to modify approaches to planning and facility provision, the objective of a more compact and urban development pattern may be undermined.

10 Concluding remarks

This project has highlighted that things will need to be different if the vision of the 30 Year Plan is going to be fulfilled. The 30 Year Plan envisages a different future for Greater Adelaide. For that plan to be realised a different approach to planning is required. It is an approach that involves greater coordination, communication and collaboration between key stakeholders, particularly local and state government. It is also an approach that recognises, and includes, social infrastructure planning as a fundamental component of infrastructure planning for the creation of liveable urban growth areas.

Through this project, some of the key features of this approach, as it relates to social infrastructure planning, have been identified as:

- » Strong leadership
- » Collaboration between key stakeholders
- » Clear communication about roles and responsibilities
- » Comprehensive community and stakeholder engagement
- » Holistic and strategic planning that includes social infrastructure
- » Strong partnerships
- » A focus on leverage of government owned assets
- » Consideration of a range of funding approaches
- » Innovative models of facility provision
- » An agreed and comprehensive evidence base to support social infrastructure planning
- » Resource allocation for social planning staff.

South Australia has a strong tradition of collaborative and integrated planning for social infrastructure dating back to the 1980s. The revival of that tradition has the potential to make an important contribution to the fulfilment of the vision for Greater Adelaide.

11 References

Key references for this implementation guide are the three previous documents prepared for this project:

- » The Theme Document
- » Case Studies
- » Service Planning Model.

In addition, the following references have also been used.

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