

Service Planning Model

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 Background

This report represents the second stage of the Planning Social Infrastructure and Community Services for Urban Growth Areas project. The project recognises that, although there is a range of literature and policy focused on social infrastructure provision, there is less information available on planning social infrastructure in the urban growth context (characterised as higher density infill development). There is little experience of planning for higher density infill development in South Australia, yet as identified in the *30 Year Plan for Greater Adelaide*, this form of development will be a key feature of Adelaide's anticipated growth over the next 30 years.

This 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 urban growth areas. It is intended that this guide will assist councils in Greater Adelaide, and South Australia more broadly, to respond to 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.

The first stage of the project involved preparation of a Theme Document and case study research. The Theme Document:

- » Analysed who was living in urban growth (higher density infill) areas
- » Provided an overview of resident perceptions and preferences regarding higher density living environments
- » Identified key themes related to liveability in urban growth areas:
 - Community diversity
 - Sense of community
 - Housing choice and affordability
 - Access, amenity and lifestyle
 - Integration of new and existing communities
- » Identified how social infrastructure can contribute to addressing those themes and the role that social infrastructure plays in the creation of liveable urban growth area communities.

The case study research examined a number of urban growth projects from Australia and overseas. Key lessons from the case studies were identified in the following areas:

- » Policy and planning
- » Needs assessment
- » Planning social infrastructure
- » Process and partnerships
- » Social infrastructure provision
- » Social infrastructure and diversity
- » Funding and delivery.

The outcomes from Stage One are summarised in the next section of this report. Stage Two of the project, reported here, builds on, and is guided by, the key findings from the Theme Document and case study research from Stage One.

1.2 Objectives

The overall aim of this second stage of the project is to:

- » Draw on the findings of the literature review and case study research from Stage One to identify key trends and guiding principles for the provision of social infrastructure in urban growth areas
- » Based on the findings from Stage One and additional research undertaken, identify how standards may be best used in planning social infrastructure in urban growth areas
- » Identify other key considerations in the planning of social infrastructure in urban growth areas
- » Identify social infrastructure facility models that are appropriate to the urban growth context
- » Identify specific issues related to the delivery of social infrastructure in the urban growth context including options for the funding of community facilities, human services and community development.

This work will also consider different contexts within the broader urban growth area environment and will consider any differences in approach that may be required in major urban renewal projects, compared to more incremental (but still significant) residential infill.

1.3 Defining social infrastructure

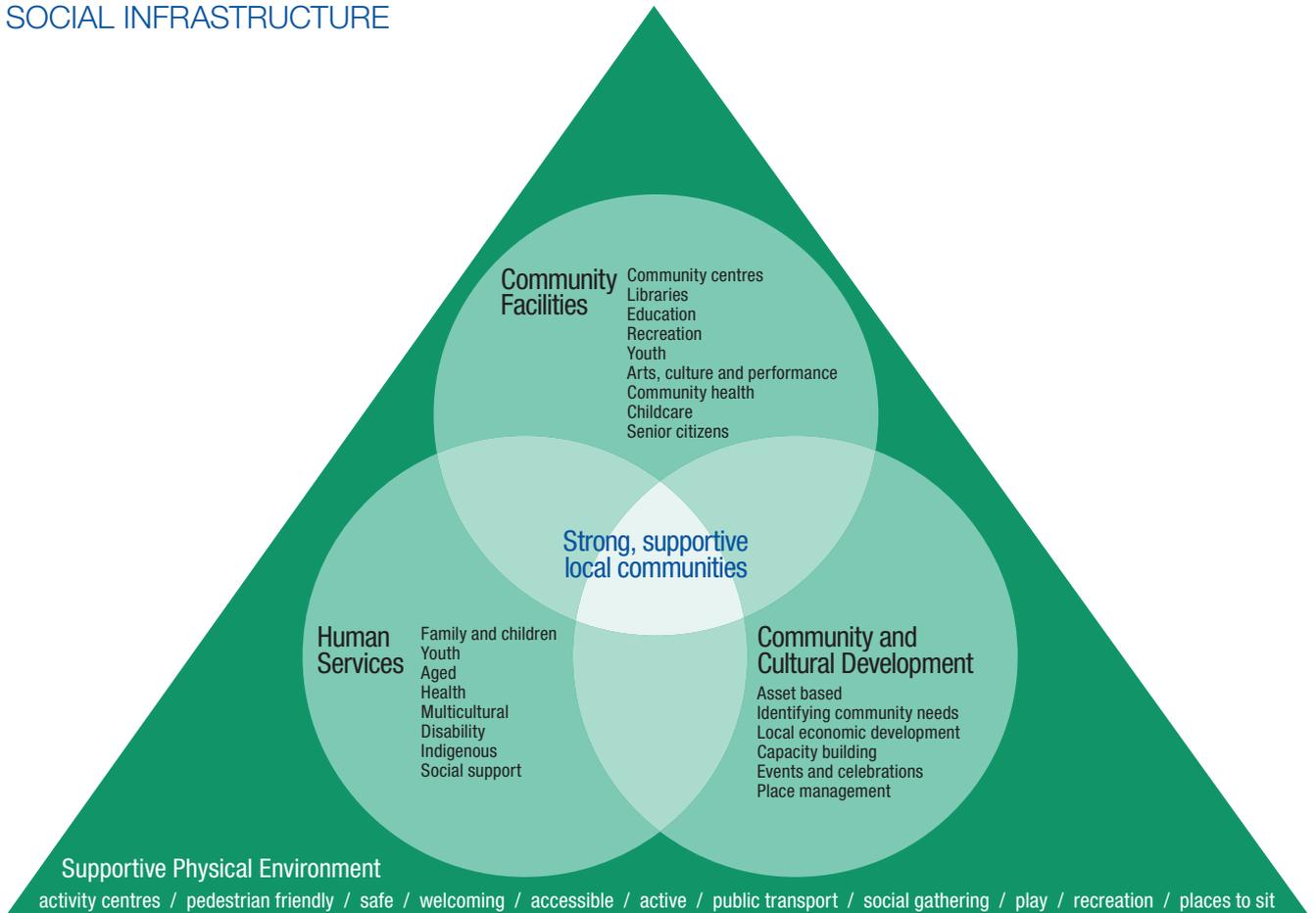
Social infrastructure includes a wide range of services and facilities that meet community needs for education, health, social support, recreation, cultural expression, social interaction and community development. Social infrastructure (including schools, community centres, libraries, community health centres and recreation facilities) are essential features of holistically planned communities and contribute to overall community wellbeing. Also considered to be social infrastructure are some of the basic services that are essential to the functioning of a community. These include local shops, pharmacies, post offices, banking facilities and other services.

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 diagram on the following page shows these key elements of social infrastructure and emphasises the importance of the interrelationships between them and how they all 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 environmental context and the qualities of that environment are also important in determining access, usage, quality, amenity, and the potential for community building.

SOCIAL INFRASTRUCTURE



2 Summary of outcomes from stage one

This section provides a summary of the main outcomes and directions identified in Stage One of this project which involved preparation of a Theme Document and case study research.

2.1 Theme document

Based on the research undertaken in Stage One of this project a number of key themes have emerged that can help to guide future planning for urban growth areas for the Greater Adelaide area. These themes can be grouped under the 'liveability' banner, with '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).

The themes under the 'liveability' heading that the Stage One research found to be particularly relevant to planning for urban growth areas are:

- » Community diversity
- » Sense of community
- » Housing choice and affordability
- » Access, amenity and lifestyle
- » Integration of new and existing communities.

Social infrastructure has been found to play a role in addressing each of these themes.

One of the key observations from Stage One is that there appears to be a mismatch between what the academic and policy literature say is desirable (higher density communities that are mixed and contain a diverse range of household types) and what the Census data and some of the post occupancy research suggests 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). It is also interesting to note that an exception to this is False Creek North in Vancouver where the City of Vancouver has taken a deliberate and long term policy stance to create more diverse, mixed income higher density urban communities (as enshrined by their 1992 policy on *High Density Housing for Families with Children Guidelines*).

Research undertaken in Queensland (QUT, 2011 and Queensland Government, 2010) has suggested that 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, access to services and facilities and consideration of issues such as social isolation in the physical design process.

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. Laurie Buys, from QUT's *Higher Density Liveability Study*, has suggested¹ starting the planning process with a focus on the people; reinforcing the importance of understanding community needs before developing design and planning solutions. This reflects the Jan Gehl philosophy of 'life, space, buildings', as a useful order for thinking about planning for higher density urban infill and renewal areas and provides guidance that will be carried throughout this project.

It is recognised that although the spatial planning dimension is obviously critical, an approach that goes beyond a purely physical planning outlook is essential. *The TOD Guide: Research Report* (Queensland Government, 2010c)² 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.

1 In a personal interview conducted for this project (March 2011)

2 TOD refers to Transit Oriented Development defined in the *30 Year Plan for Greater Adelaide* as "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 ... they are adjacent to key public transport interchanges – railway and tram stations and major bus interchanges."

2.2 Case studies

The intention of the case studies researched in Stage One was to identify some practical lessons that the City of Charles Sturt and its partner councils in Adelaide 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:

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 into social infrastructure planning. 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.

Social infrastructure planning in urban infill areas requires careful consideration of existing provision. A good understanding of existing nearby social infrastructure capacity is essential. 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.

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. 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. Case studies like the Idea Stores in London highlight the development of new models of facility provision to better address changing community needs and environments.

While planning standards may be used as a starting point, case studies highlight the value of engaging directly with key human service providers. 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.

Comparative analysis (looking at what has worked and not worked in other similar areas) is also identified in case studies as an important input into planning social infrastructure in urban growth areas.

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. As an example, Rouse Hill Town Centre highlights how a state land development agency can leverage its role to ensure that social infrastructure is recognised as an essential component of major land development projects.

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.

Given a lack of good quality post occupancy information, and some uncertainty regarding exactly who is going to live in these developments, social infrastructure in urban infill areas should be planned to be multipurpose, flexible and capable of adapting to changing community needs. Flexible, multipurpose spaces that can be used for a wide range of uses throughout various times of the day including morning exercise classes, playgroups, Pilates and yoga, adult day care, English language classes, after school care, afternoon sport and cultural activities, evening classes and meetings for community groups are important.

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. Research for projects like the Idea Stores and Vinegar Hill Library and Community Centre suggests people want to combine trips to community facilities with other activities such as shopping. The Idea Stores have been influenced by retail models that create interesting and attractive environments that are easily accessible and enjoyable to use.

The Vinegar Hill Library and Community Centre in Rouse Hill Town Centre also demonstrates how multipurpose community facilities can be successfully included in central town centre areas and designed in a way that balances good community facility access and presence while still preserving valuable, high profile town centre space for retail uses.

Social infrastructure and diversity

Much of the social planning work that supports the case studies recognises the importance of community 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 and delivery

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. Case studies such as the Idea Stores highlight the increasing involvement of private investment and the development of funding partnerships with a range of organisations.

Collaborative projects, like the Caroline Springs Partnership, also demonstrate how that collaboration extends to funding and delivery responsibilities 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 through the addition of residential and commercial space within, or on top of, a community facility building. 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 especially in agencies whose main focus is on physical planning and land development. 'Driving' the process involves facilitating cross agency cooperation, collaboration with the non-government and private sectors, and community engagement with existing and prospective community members.

3 Challenges and opportunities

This section documents some of the key challenges and opportunities in planning social infrastructure for urban growth areas identified through the research conducted for both the Theme Document and the case studies in Stage One. Both the challenges and opportunities are real and need to be carefully considered and addressed if the full benefits of urban growth are to be realised and the overarching planning vision for how the growth of Greater Adelaide is to be successfully delivered.

3.1 Planning for future urban growth

The nature of urban growth, that is the focus of this study, presents unique challenges and opportunities. The type of growth encouraged by the *30 Year Plan for Greater Adelaide*, with a focus on higher density, transit oriented development in established urban locations close to jobs, transport and services, is consistent with the growth management approaches of most major jurisdictions in Australia. However, it is a form of growth that South Australia does not have considerable experience of, nor a history of planning, regulating or developing. This creates challenges for how this growth is planned and delivered.

Some of the key questions to be considered are:

- » What is different about planning for urban growth areas and what lessons can South Australia learn from elsewhere?
- » What is the best way to plan, coordinate and deliver these areas so that government growth targets are met while the desired environmental, economic and social outcomes are also achieved?
- » Who is likely to be living in these urban growth areas and what are their likely needs for infrastructure and services including social infrastructure?

- » How can social infrastructure be best provided in these new communities given higher land values, the existence of surrounding facilities in nearby areas and the assumed lifestyle preferences and social needs of the likely inhabitants of these urban growth areas?
- » What is the relationship between new and existing communities and what can be done in the planning and design stages to facilitate integration and maximise potential wider community benefits?

For the successful planning and delivery of the anticipated growth for Greater Adelaide, experience from elsewhere suggests the importance of thinking holistically and looking strategically at the long term picture. For example, in a place like the City of Charles Sturt we know, based on the best available information, that in 2036 the city's population will be around 150,000. We know that this city of 150,000 people will include a hierarchy of centres – district, local, TOD, transport links etc. It is important to think now about the range of social infrastructure that will likely be required to support that 'ultimate' population and, given the proposed hierarchy of centres, what facilities and services are best located where, and at what scale. This future city will contain both major urban renewal projects and areas of incremental growth and residential infill. Both of these forms of growth present their own challenges and opportunities for future planning including the provision of social infrastructure.

A further challenge is that the social infrastructure required and provided in 2036 could well be quite different from what we understand about social infrastructure today. Given this, social infrastructure planning principles that focus on flexibility, multipurpose use, adaptability, accessibility for a wide range of groups and integration with activity centres and transport, are important today and likely to continue to be important into the future.

From what we currently understand, many of the proposed urban renewal projects are generally relatively large and mostly quite well defined. Again using the City of Charles Sturt as an example, projects like Bowden Village and AAMI Stadium have a clear geographic boundary and are subject to master planning that indicate the proposed land uses, street patterns, transport infrastructure, open space arrangements, dwelling yields and staging. For projects of this type, there is usually a reasonable indication, dependent on market fluctuations, of what is planned and when it is

likely to be delivered. These, often large projects, can result in substantial change and potentially significant social and other impacts. However, the master planning process provides an opportunity to plan for, and provide, key requirements such as social infrastructure as an integrated part of the planning of the new area. For this to occur and this 'promise of master planning' to be fully realised, social infrastructure requirements need to be identified and incorporated into the planning and design from the earliest stages. Case study research from Stage One indicates that cross-agency, whole of government collaboration is essential to the integrated, coordinated planning and timely, efficient delivery of social infrastructure.

While these large scale urban renewal projects are often the ones that attract a lot of attention in urban growth areas, and are often easier to comprehend and respond to, the individual residential infill and incremental growth can also present substantial challenges and have significant impacts. This growth is largely uncoordinated and not often subject to the integrating benefits of a master planning process. The incremental nature of this 'lot by lot' or 'block by block' development is often not of a scale that warrants the provision of its own social infrastructure but, cumulatively, can substantially increase demand for community facilities and human services. This more incremental form of development also presents significant challenges for how social infrastructure is funded, particularly with the lack of a contributions system in South Australia. Funding social infrastructure is considered in more detail later in this section and in Section 7 of this report.

3.2 Integrating new and existing communities

While it is tempting, particularly with large scale, urban renewal projects to focus on the proposed planning improvements, design enhancements, housing supply, etc. that are proposed for within a particular project's boundaries, it is critical to understand how this project and the inevitable (but not necessarily negative) change it brings will affect existing, surrounding communities. Urban growth, including residential infill and urban renewal projects, occurs within a physical and social context. Infill, by its very nature, is occurring among an existing community that has an established set of values, aspirations, motivations, lifestyle and view of itself as a community.

Land economics, market research and lifestyle preferences in combination, often mean that new communities, being created in more inner urban locations, have a different socio-economic profile to the existing neighbourhoods that they are now co-existing with. Gentrification, displacement and change of character are real concerns for many people whose neighbourhoods have become the focus of urban renewal. While, the research conducted for this project supports proactive measures being taken to ensure greater diversity in new development, the potential for 'enclaves' (whether based on income, status, or some other variable) must be considered as a potential, if possibly unintended, consequence.

As documented in the Theme Document, urban planning research suggests that social cohesion can be influenced by the planning and design of the urban environment with features such as walkable neighbourhoods, appealing destinations and activity centres, and places where people can meet and gather formally or informally. At the same time, the experience of urban renewal demonstrates that social cohesion can be undermined by some forms of development, such as housing projects that segregate and displace disadvantaged groups and infrastructure such as major roadways that sever existing communities or create barriers to connectivity.

It is clear that the focus of planning should not only be on what occurs within a particular urban infill development site, but how the creation of a new community will impact on its existing, surrounding community. Urban planning research suggests that there are potential benefits that need to be explored and maximised, as well as possible costs that need to be addressed and mitigated.

One of the great advantages of master planned approaches to urban renewal and infill projects is that they can provide great opportunities to provide social infrastructure on site in ways that can be integrated with the urban environment from the earliest stages of planning. However, the social dimensions of planning must be considered along with the physical. Questions about how new areas can be integrated with existing ones, how existing areas can benefit from new development in their neighbourhood, and how facilities and services can be planned so that they address the needs of and attract both new and existing residents are fundamental.

3.2.1 A role for social infrastructure

The provision of social infrastructure is one tool that can be used to assist with the integration of new and existing communities. Social infrastructure can be a focal point for community activity and a place for people to meet and connect. Research cited in the Theme Document highlighted the importance of social infrastructure as a catalyst in promoting social cohesion and sense of belonging and its potential role in bringing different groups in the community together.

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. Consideration should also be given to the augmentation or enhancement of existing facilities in the neighbourhoods surrounding a new development area.

The creation of new facilities in new areas may not always be practical or desirable. In these cases, enhancements to existing facilities in established surrounding areas is important to address increased demand created by the new development. Enhancement of existing facilities can also be an important factor in encouraging greater integration between new and existing communities. With the Barangaroo project, in the Sydney CBD, the City of Sydney, as well as requiring the provision of new social infrastructure, is also advocating for enhancements to existing community facilities in established, surrounding areas, such as Millers Point. The City of Sydney has identified the importance of forging linkages between the existing communities and Barangaroo and see encouraging usage of existing facilities by new residents as one way to encourage greater integration, knowledge and awareness that it is hoped will evolve into a shared sense of community.

This approach may have application to areas such as Bowden Village and the St Clair development (Cheltenham Racecourse) in the City of Charles Sturt, where one option is to consider the enhancement of existing social infrastructure to promote the integration of the existing residents of Bowden, Brompton, Hindmarsh and Croydon with the new residents of Bowden Village and the existing residents of Cheltenham, Woodville and Woodville North with the new residents of St Clair.

3.2.2 Community and cultural development

As identified in the Theme Document, while community facilities can provide an important physical base, connectivity and integration between new and existing residents can be further strengthened through community and cultural development. Community and cultural development, in this context, refers to the range of community building events, activities, programs and initiatives, both formal and informal, which help to strengthen bonds between community members and to facilitate the creation of a shared sense of community.

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. If integration of new and existing communities is a goal, then community development programs in infill areas should focus on ways to involve existing residents in the new community and new residents in the existing. This needs to be underpinned, and driven by, a genuine process of community engagement.

There are opportunities to explore how developers (including state land development agencies), local government, existing community organisations and existing and future residents can work together to develop a comprehensive approach to community development that looks at various ways to encourage greater integration between new and existing communities.

3.3 Funding social infrastructure

Funding social infrastructure is recognised as a key challenge in most jurisdictions and it could be argued is a particular challenge in South Australia. South Australia does not have any formal process to secure funding from the private sector for social, or other forms of, infrastructure. With the exception of open space and car parking, there is no formal process to allow councils to seek contributions from developers for the infrastructure required to support a particular development. Developer involvement in funding infrastructure in South Australia is not formalised and is largely dependent on processes of negotiation between developers/land owners and councils. While the current system is highly flexible, each arrangement is essentially negotiated in isolation and can vary considerably between local government areas. The system of negotiation means that the provision of infrastructure is as dependent on the quality of the

negotiation process as it is on the identified needs of a community.

As will be further explored in Section 7 of this report, negotiations, although always dependent on the skills and experience of the individual negotiators, may be appropriate for large scale infill projects such as Bowden Village and AAMI Stadium (in the City of Charles Sturt). However, negotiated agreements are not practical or necessarily applicable to the significant amount of development that will occur as small scale, incremental infill. This incremental development, although small scale when considered individually, can have significant cumulative impacts on demands for infrastructure.

Urban growth and infill areas, the focus of this project, are additionally complex. Besides the fundamental challenge of a lack of a legislative basis, funding mechanisms in infill areas must also deal with the complexities of clearly apportioning benefits and costs among existing and new residents. Any funding system needs to ensure that new residents are not being unfairly burdened with the cost of enhancing existing shortfalls in social infrastructure in established areas. This is by no means insurmountable, and is achieved by a wide variety of Australian jurisdictions that utilise a developer contributions system.

3.4 Diversity and housing choice

Planning wisdom and urban policy suggest that 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 urban policy and academic planning literature promote diversity as essential to the development of strong, resilient and sustainable communities, post occupancy data suggests that higher density urban growth areas are relatively homogenous places that seem to appeal to, or attract, a relatively narrow band of the population. However, recent reviews of urban higher density residential development in Australia (Andrea Young Planning Consultants, 2008), show that these places exhibit a fairly homogenous profile (25-55 year olds singles and couples with no children) and mobile resident population, with a low representation of families with children, young people and older people with relatively low levels of affordability, a significant proportion of investment properties with the resultant high rental occupancy and high turnover rates.

Housing mix is recognised as a vital component to achieving diversity. The experience of state land development agencies interviewed in Stage One of this project strongly suggested that some form of intervention is required. That intervention may be in the form of targets for affordable housing, requirements for a greater dwelling mix than what the market research may suggest, or by ensuring that the amenities and infrastructure that attract a more diverse population are evident. As case studies from places like False Creek North in Vancouver have shown policies for increasing diversity in high density urban development can be successful but must also be accompanied by commensurate strategies for the appropriate provision of social infrastructure to support a more diverse community.

Based on the research conducted in Stage One, including a review of social planning reports for urban renewal areas in Australia¹, strategies that support greater diversity in urban growth areas include:

- » Provide a range of dwelling types including 3 and 4 bedroom dwellings
- » Achieve a mix in the size and type of dwellings suitable for family households, group households, older households and for the operation of home based businesses
- » Achieve a proportion of affordable housing, including social housing, key worker housing and housing for people on low to medium incomes
- » Support ageing in place by promoting adaptable housing for older people and other people with disabilities
- » Promote high quality residential amenity with attention to visual and noise privacy, accessibility to private and common outdoor space, visual outlook, unit layout, design and storage and sociability within individual buildings as well as at the neighbourhood level
- » Address the street, create a human scale, connecting with and activating street frontages
- » Ensure design that promotes a comfortable micro-climate in outdoor areas and manages the visual and noise impacts associated with mixed land use environments
- » Provide the social infrastructure that attracts and supports a more diverse population including families with children and older people.

¹ See Andrea Young Planning Consultants (2008)

The Stage One research suggests that diversity among higher density populations does not just happen but requires active policy intervention, such as has occurred at False Creek North, to achieve.

3.5 Liveability and resident satisfaction

Beyond social infrastructure, there are some fundamental liveability issues that are integral to quality living in urban environments. In a recent Australian study on living in higher density areas, Easthope and Judd (2010) argue that liveability is essential to the success of urban growth areas. Questions of infrastructure costs, land supply, suburban preservation, and cost of living dominant debate about our urban futures. While these are all major issues, it is also important to recognise that if these urban growth areas, that are so central to growth management in South Australia and elsewhere, are not enjoyable, rewarding and satisfying places to live, then the predominant urban policy push towards higher density infill development is seriously undermined. Easthope and Judd (2010:17) argue that:

If government policies of urban consolidation are to be successful in our cities, then it is essential that the quality of life and residential satisfaction of the residents of higher density properties are taken seriously.

This project recognises that an understanding of what makes a liveable community in a higher density urban growth setting is critical. As presented in the earlier Theme Document, we have defined the key liveability themes in higher density urban growth areas as community diversity, sense of community, housing choice and affordability, access, amenity and lifestyle and integration of new and existing communities. Our work to date has shown that social infrastructure, with its broad interpretation as applied here, has an important role to play in addressing each of those themes.

While our focus is on social infrastructure, it is also important to recognise that some of the key impacts on peoples' lived experience of higher density living, and their propensity to remain as part of these communities, comes back to the basic, but important, 'lived, daily experience' issues that have been summed up as 'pets, parking and parties'. Thomson (2010) has documented the major themes in complaints and concerns for people living in higher density apartments as:

- » Inadequate conditions for families with children
- » Undue limitations placed on privacy and personal activity in higher density areas (e.g. restrictions on children's play due to fear of noise)
- » Strained neighbour relations due to noise transmissions and home modifications
- » Inadequate, expensive and poorly handled repairs and maintenance
- » Restrictive rules and by-laws that impact on quality of life/lifestyle (e.g. restrictions on pets, timber flooring)
- » Ineffective management.

These are all issues that affect resident satisfaction and this is something that fundamentally affects the core focus of this project in terms of the creation of strong, supportive local communities in urban growth areas. Easthope and Judd (2010:18) suggest that resident satisfaction is a concern beyond the quality of life of individual household members; it is an issue that can have significant impacts on the community as a whole. James and Carswell (2008, cited in Easthope and Judd, 2010:17) write:

Improving residential satisfaction is not only an important goal for property managers, but it also has significant social impacts. Residential dissatisfaction tends to increase transience ... simply put, investing heavily in building neighbourhood or community resources or social ties does not make sense for a person who is planning to leave.

So while it is tempting, and often understandable from a strategic planning perspective, to focus on what might be described as the 'big picture' planning issues, the seemingly prosaic experiences that impact on resident satisfaction are also key considerations in the planning of liveable higher density environments. An understanding of the daily experience of living in higher density areas should be considered carefully in preparing planning and regulatory frameworks for higher density urban growth areas.

The next sections of this report respond to some of these key issues by identifying key trends and principles that provide guidance for the future planning and provision of social infrastructure in urban growth areas.

4 Key trends in social infrastructure planning

This section examines some of the key trends in social infrastructure planning that have been identified through a study of the relevant literature, case study research and through experience of a wide range of social infrastructure planning projects. These trends relate primarily to community facilities and services including community centres, libraries, recreation facilities, youth centres, arts, cultural and performance facilities, community health and senior citizens' centres.

4.1 Number, size and scale

The number and size of community facilities is a key issue in urban growth areas due to land costs and availability. There is a clear trend in social infrastructure planning towards fewer but better appointed, more centrally located, multipurpose facilities. Many providers of community facilities have moved away from small, stand alone community buildings that serve local neighbourhoods. Management and maintenance costs, limited use, lack of flexibility, security issues and limited capacity for staffing are some of the issues that have seen these smaller, local level facilities appear less frequently on future plans for social infrastructure.

Instead, there has been a move towards the provision of larger, but fewer, facilities that are designed for a bigger population catchment. These larger facilities can provide a higher quality and wider range of spaces, services and activities. This approach assumes that people often prefer to travel a further distance to facilities that offer greater choice and better amenity, than to be within walking distance of a local centre with meagre facilities and a limited range of activities. Effective links with the transport system are essential to ensuring that this trend works.



Swansea Community Centre, NSW, Photo: Brewster Hjorth Architects

Facility size can be a real challenge in urban growth areas due to high land values. While fewer but better appointed, higher quality multipurpose facilities is an appropriate model for urban growth areas, larger floor areas can be difficult to acquire. This is where principles around efficiency, co-location, joint use and integration of community space into mixed use development become increasingly important in urban growth areas. All community facilities should be designed to fit within their urban context and be sensitive to, and integrated with, the local setting.

4.2 Location

Leading practice favours the clustering of community facilities in centres to enhance accessibility and connectivity with related uses. There is a move away from building stand alone facilities in residential areas, which are often poorly utilised. 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. Urban infill projects that have a town or village centre focus, therefore, are often suitable locations for community facilities. Case study research of social infrastructure provision has emphasised the importance to users of combining visits to community facilities with other activities such as shopping.

Centralised locations that are clustered with other activity generating uses increase convenience and decrease car trips by reducing the need for multiple trips when dropping children off at school and/or childcare, linking with transport for journeys to work, accessing services such as a library and undertaking everyday tasks such as shopping. These locations also enhance visibility, safety and convenient access.

4.3 Co-location

The co-location of community services, involving shared use of buildings amongst a number of agencies and service providers, is a commonly identified objective of most recent planning efforts for community facilities. Co-location usually involves bringing community services together in a single location, sometimes as part of a multi-use or multi-service centre. Co-location 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 also relates to the relationship between community facilities and open space and the wide range of possible benefits that this encourages.



Co-location has potential advantages in pooling resources to provide better facilities (such as meeting rooms and training facilities) than may be available if provided separately. An additional motivation, that is a key issue in urban infill areas where land is scarce and expensive, is the more efficient use of limited resources, by sharing common facilities rather than each organisation have its own separate spaces, staff (particularly administrative support) and infrastructure (such as telephone systems and computer networks). Co-location can also enhance synergies between services and encourage greater integration of service delivery.

4.4 Multipurpose and multifunction

Particularly in growing and changing areas, community facilities have to respond to increasingly complex and diverse social needs. Research into urban infill areas has highlighted both a lack of good quality post occupancy information and projections of more diverse households being attracted to higher density urban infill projects in the future. To respond to both the uncertainty around the future population, and the possible diversification of households, social infrastructure needs to be flexible enough to adapt to evolving community needs.

Community facilities designed for a single purpose have been found to lack the flexibility to respond to changing needs or to accommodate more than one type of service, program or activity at a time. It is not financially viable to build separate buildings to address the wide range of demands evident in places that are undergoing the type of change that is projected for Greater Adelaide.

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. This diversity requires a variety of flexible spaces and amenities, capable of being multifunctional and accessible.



*Pathways Enterprise Centre, North Lakes, Queensland,
Photo: Elton Consulting*

4.5 Place making and community identity

Community facilities provide important gathering places for people and can be focal points for community activity and catalysts for 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. The design of community buildings can enhance the physical quality and appearance of public places, help to reinforce a place's identity and make it a more attractive environment for people to gather and interact with each other. Research on urban infill areas has highlighted the key challenge of integration between new and existing communities. Social infrastructure has an important role to play in bringing people from new and established communities together.



Rouse Hill Town Centre Community Centre and Library, The Hills Shire Council, NSW, Photo: Elton Consulting

When located in or with retail and commercial uses, community facilities can help to reinforce the role of those areas as public gathering, meeting and information sharing places. 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.

4.6 Community building and social gathering

Community facilities are recognised as providing an important focus for community building activities, enhancing the connections and relationships among people in order to strengthen common values and promote collective goals. These goals may include community cohesion, safer neighbourhoods, support for isolated or disadvantaged people, healthier children and families, more local employment opportunities, greater cultural recognition, more equitable access to housing or more profitable local businesses.

Demographic trends suggest increasingly smaller households and larger proportions of lone person households, as being important features of future households. These trends reinforce the important social role that social infrastructure can play. While service provision, such as access to support services, will continue to be important, these household changes, and leading practice trends in social infrastructure planning, indicate the very important role of spaces that provide places for social gathering and meeting. This is likely to be increasingly important in higher density areas where smaller households and limited private open space are probable characteristics. Overcoming social isolation and engendering a sense of belonging will be an important contribution that social infrastructure can make to communities where increasing numbers of people live alone and are seeking social contact outside the home.

4.7 Sustainability

At a broad level, infill development, by its very nature, is argued to be a more sustainable form of development as its focus is on maximising existing, developed land, bringing people closer to jobs and services, and encouraging greater use of non-car based transport. For this to work, infill communities need to provide the appropriate levels of infrastructure and amenity to attract and support a growing population.

At a more detailed level, community facilities are also increasingly being used to showcase sustainable building methods and design. Many of these facilities incorporate sustainability education within them to, for example, demonstrate how much energy a building is using.

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. Some income generating activities are run as social enterprises to further the community building contributions of the facility. Capacity for commercial operations may need to be built into the design of the facility, to ensure compatibility with other activities and programs. These uses can also help to subsidise other activities.

4.8 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 ongoing operational costs in addition to the upfront capital requirements. There are opportunities in providing social infrastructure in urban growth areas to incorporate income generating space into the design of the facility that can help to support operational costs. These spaces include cafe, retail or leasable space for fee paying functions such as weddings, conferences, leisure, sporting and educational activities.

Staff are also critical in providing services and programs for high need target groups, to enhance the social benefit of the facility. Having fewer, larger facilities increases opportunities to base services with staff in the facility, thereby increasing levels of activity and utilisation. Given the difficulties of securing government funding for staff, many local authorities are leasing their facilities to service providers or community organisation with a broad community development focus in order to ensure they are activated.

Staffing is also important for enhancing coordination and collaboration among community facilities within a particular jurisdiction. A coordinated approach to social infrastructure planning helps to ensure that that community facilities are providing the right mix of programs to reflect community need and that duplication and gaps in service provision across the area are minimised. This coordination role provides a more strategic direction for what community facilities do and how they address the community needs and interests that have been identified across the jurisdiction and ensure that community priorities are addressed. A more coordinated approach can also facilitate the type of collaboration that can lead to joint bidding for funds rather than different agencies and organisations competing against each other.

4.9 Partnerships

Building on the concepts of multipurpose, multifunction and sustainability, community facilities are increasingly dependent on the development of partnerships to make them work.

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.

Urban growth areas are also an opportunity to consider the coordination of infrastructure delivery through an overall coordination authority or body. Urban growth areas to create a number of unique challenges and opportunities that require integrated planning. This level of integration may require an overall coordinating group to work across agencies and sectors to ensure that the full range of issues related to infrastructure are considered and that the possibilities for synergies are optimised.

4.10 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.

Asset management plans show how asset portfolios support the service delivery needs of communities into the future. Asset management plans should address:

- » The current situation of the authority's existing assets, what they do, their condition and expected life, what community benefits they produce
- » The existing level of service provided and how that is measured
- » The authority's goals, objectives and strategic directions and what role assets play in supporting those
- » An understanding of factors that may influence demand over time including population growth and change and how different trends and influences may create changes in the way particular assets, such as community centres and libraries, are used by community members
- » Desired future levels of service considering projected community needs, ideally developed in consultation with the community, and linked to a long term strategic and financial plan
- » Lifecycle management strategies including operations, maintenance and renewal/disposal
- » A plan for action that identifies how existing assets can be better utilised and what new assets may be required in the future, with links to a Financial Plan to identify funding sources
- » Links to long term strategic and financial plans, capital works and maintenance programs to ensure alignment with overall strategic directions and that any proposed expenditure can be accommodated
- » A system of data collection and monitoring to ensure that all assets, whether managed by Council or others, are producing the desired and planned community benefits.

4.11 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.

While community facilities are strongly linked, and considered a contributor, to place based notions of community, they also have an important role to play in more social networked or virtual approaches to community. Access to the World Wide Web, wireless technology, multimedia, digital art, desktop publishing and training and support are important resources that may not be available equally to all residents at home. Rather than seeing technology as competition to more traditional services, key trends in libraries provision focus on building strong virtual communities that parallel and support the physical facility presence and traditional functions and services.

A challenge for libraries and other community facilities in the future is the need for regularly updated technology to ensure that public facilities are seen as relevant contemporary services that meet the ongoing learning and social development needs of communities. For example, access to wireless services has transformed the way information is created and disseminated and has impacted on how people learn, work and socialise. Key to the future for libraries and other community facilities is their ongoing ability to embrace new technologies that will see them continue to thrive as places to learn, work and socialise.

In the context of community facilities planning it is interesting to consider how the increasing role of technology may influence the floor space requirements for facilities such as libraries. Trends in technology may lead to less floor space required for some functions (such as book collections) but potentially the same or even more for other functions such as for computers or meeting and gathering space.

5 Guiding principles

Based upon these trends, the following principles are proposed to help to guide the future planning of social infrastructure in urban growth areas in Greater Adelaide. Guiding principles are grouped as location, general, planning and design.

5.1 Location principles

The following location principles can be used to guide decisions regarding the location of community facilities land in urban growth areas. According to the principles, community facilities should be:

- » **Central to the catchment area and provide equitable access to all potential 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 land. 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)
- » **Accessible by public transport.** Urban growth areas provide a great opportunity to maximise utilisation of public transport. Public transport enhances accessibility for all population groups. As a principle, community facilities should ideally be located within 400 metres walking distance of a regular public transport stop. The 30 Year Plan for Greater Adelaide, with its emphasis on Transit Oriented Development (TOD) nodes, provides an important spatial framework for social infrastructure planning to integrate with
- » **Connected to pedestrian and cycling networks.** Planning for community facilities in urban growth areas requires a focus on enhancing efficiency and utilisation. 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
- » **On a main street with a ground floor street presence for optimum visibility and accessibility.** Community facilities are an important part of the civic fabric of our centres and suburbs. 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 TOD, town and village type centres, which provide centralised, visible and accessible locations for social infrastructure provision. Case studies like Vinegar Hill Library and Community Centre at Rouse Hill Town Centre in Western Sydney demonstrate how community facility space can be well integrated with town square type development without compromising the availability of valuable retail space
- » **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. Clustering can also contribute to overall sustainability by reducing the need for multiple trips and allowing residents to carry out a number of tasks in a single location through a single trip. Case study research demonstrates the preference of users of community facilities to combine trips with shopping and other activities. The Woodville Village centre in the City of Charles Sturt has the potential to act as community hub with the presence of a major library, community centre space, parkland, school, leisure and recreation facility, shops and public transport
- » **Near open space, to allow for related outdoor activities and community events, such as festivals and markets, where possible and appropriate.** 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 centres adjacent to parks and playgrounds are ideal locations for playgroups. Facilities located next to civic squares provide opportunities for markets, festivals and similar events. Locating community facilities near open space areas is another approach to enhancing utilisation, flexibility of use and providing opportunities for a wider range of community building activities. It is also another way to ensure that community facilities are integrated into their surrounding physical environment and seen as 'part of the community'

- » **Of sufficient size and design to enable expansion and adaptation as needs change.** It is difficult to precisely predict the absolute requirements for social infrastructure of a future population. Assumptions about demand are based on current projections regarding future populations. These projections may change and therefore affect requirements for community facilities land. Past experience has shown that 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
- » **Avoidance of conflict with neighbouring uses.** Master planning processes can provide an opportunity to locate community facilities uses in areas where impacts on residential and other uses can be minimised. In greenfield areas siting facilities to incorporate some form of separation and/or buffering from residential areas is often an important consideration in reducing any potential future conflict. However, urban infill settings provide less opportunity for separation of uses and land intensive solutions. Also 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 and other mechanisms can mitigate potential conflict, this mix of uses is in many ways the essence of urban infill areas. In infill areas the separation of community facilities and residential uses is often not possible, nor desirable, with mixed use building forms being a relatively common model that contributes to the vibrancy and activity of infill areas.

5.2 General principles

The following general principles are also helpful when considering future planning for community facilities. The future development of community facilities should:

- » **Contribute to the health, wellbeing and quality of life of residents** through 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
- » **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
- » **Promote equitable access for all sections of the community.** Equitable access is influenced through the location and distribution of facilities, the design of buildings, the programs and activities that are available and management policies. Facility management needs to consider the affordability of use for the target populations. Treatment of all user groups must be fair and they must receive an equitable share of the resources available. Equitable access is also about the physical design of facilities. Providing easy access through both universal design and public transport, helps to ensure that a wide range of people are attracted to, and able to use, the facilities
- » **Provide a range of community services, activities and programs.** Social infrastructure represents a significant investment of government and community resources. It is, therefore, important to ensure that community facilities are used as effectively as possible including use during day and evening hours, during the week and at weekends. Multipurpose and flexible design accommodates diverse groups and users and ensures that the centre has the potential to be well utilised. It is also important that the services, activities and programs offered are sufficiently diverse to attract a range of user groups to avoid the perception that a community facility is catering only for a particular group rather than for the whole community

- » **Reflect a ‘whole of Government’ approach.** The planning and development of social infrastructure requires involvement by a wide range of government agencies to ensure facilities and services are appropriately located, designed and developed and connect with other projects. Of particular importance is the need for social infrastructure to be considered at the early stages of planning for urban growth areas such as those proposed for areas like the City of Charles Sturt. It is important to ensure that appropriate social infrastructure can be incorporated into new development in a timely manner. Community facilities must be incorporated within government department’s asset management planning to ensure that there is a clear link with the overall strategic direction of government’s asset development and to ensure that facilities are not only provided but appropriately maintained. For major urban renewal initiatives that the 30 Year Plan for Greater Adelaide is essentially promoting, this whole of government approach could be manifested through some form of coordination or development authority. The authority’s charter could include the cross government integration of planning and coordination of infrastructure provision including social infrastructure.
- » **Identify opportunities for collaboration and partnerships.** The provision of social infrastructure is not the sole responsibility of local government and there are many other stakeholders involved in providing community facilities. These include state government, churches, non-government schools, clubs, private sector and community organisations. Government provided community facilities are part of a network of facilities that together meet community needs, and it is important to work collaboratively with other organisations to ensure that the social needs of the area are met and that Government facilities complement, rather than duplicate, facilities provided by other sectors. Given the high cost of community facilities, it is important to explore opportunities for partnerships with other organisations which can enhance the available resources and sustainability of facilities
- » **Involve the community.** In order to develop appropriate social infrastructure that meet community needs it is important to involve the local community in the process of planning, design, development, and delivery of facilities, services and programs. This also provides opportunities for people to be involved in the life of their community and to develop and use civic skills. It is however, important for government agencies to identify what they would like to achieve through community involvement in social infrastructure planning and to identify a range of possible options for community members to participate
- » **Seek sustainable approaches to management, funding and maintenance.** Sustainable funding, management and maintenance arrangements ensure that community facilities will be both financially viable and responsive to community needs in the future. Funding sources and arrangements for management and maintenance need to be identified at the outset to ensure facilities will be sustainable for the long term. It is important to ensure viable levels of resourcing, particularly recurrent funding for staff and programs, not just initial capital development.

5.3 Planning and design principles

The following principles relate specifically to the planning and design of community facilities:

- » **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.
- Community facilities should be clustered with other facilities such as shops and schools to promote convenient access, reduce unnecessary trips and help create a focal point for community activity. They may also be located with sporting, recreation and leisure facilities to create a health and activity focus.

Community facilities should be sited so as not to conflict with adjoining properties and their uses, and to reduce noise and privacy impacts. If possible they should have room to expand and adapt as needs change. Being adjacent to open space enables this to occur, and also allows for related outdoor activity and community events, such as festivals and markets.

» **Promote co-location with other facilities.** Integrating a number of community facilities can maximise their effective utilisation and activation. Co-location involves shared or joint use of facilities and often the integrated delivery of some services. Clustering or combining facilities in co-located facilities or hubs has a number of advantages, including:

- Pooling of resources to provide better facilities
- The concentration of compatible services and facilities to create a community focal point
- Improved access and safety for users who can access a range of services in a single location
- More integrated and innovative delivery of services
- More efficient use of land and other resources, through shared, rather than separate, uses such as meeting rooms, staff amenities and parking.

In considering the creation of community hubs, it is also important to enhance potential connections between social infrastructure and open space, to create outdoor civic spaces and links to unique open space features that can enhance the public domain.

» **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. A strong connection between the facility and the broader community can be fostered through development of facilities on landmark sites and with distinctive architecture and quality design.

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 centres. Public art is an important avenue to tell local stories and to create places that are recognised and valued in the community.

» **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. Multi-use facilities are also more dynamic and capable of responding and adapting to the changing needs and preferences of the community. Facilities that are responsive and flexible will be used more intensively over their lifetime.

» **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 of community spaces, leading to feelings of ownership of the space so it is more likely to be used
- Providing spaces that can be monitored by a range of people including passersby and shop keepers
- Strategically positioning lighting, trees, and meeting places
- Using barriers to guide pedestrian and vehicle traffic.

6 Planning social infrastructure

Beyond trends and principles, there are some specific considerations that need to be taken into account in planning social infrastructure in urban growth areas. While this chapter focuses on these issues, there are a range of other 'universal' considerations in social infrastructure planning that must also be taken into account. A fundamental one of these is ensuring that social infrastructure planning reflects and responds to community needs. As highlighted in the previous chapter on guiding principles, 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.

In recognising the existence of some 'universals', the following considerations have been identified in the research conducted for this project as having particular relevance to planning social infrastructure in higher density urban infill areas:

- » The importance in urban infill areas of developing a sound understanding of existing capacity in social infrastructure
- » Recognising the unique application of standards for social infrastructure provision in higher density urban infill areas including their value and limitations
- » Developing a social infrastructure hierarchy and matching that to the planned hierarchy of urban centres identified in the area's strategic land use planning
- » Utilising comparative study to understand what kind of facilities of what size have worked in similar urban growth area situations
- » Developing more compact, urban models of facility provision that recognise the unique qualities and requirements of more dense, urban settings.

6.1 Understanding current capacity

As identified earlier in this document, and throughout Stage One of this project, integration between new and existing communities is a key planning consideration in the development of urban growth areas. Understanding the social and physical context for new development in urban growth areas is critical. Part of that understanding is the nature, supply, distribution and capacity of existing social infrastructure. This is a dimension of planning that is more relevant for urban growth development than greenfield areas where the context is more of a 'blank slate' or 'starting from scratch'.

Planning social infrastructure in urban growth areas requires assessing existing facilities and infrastructure and carefully planning how relationships between any new facilities and the existing facilities will work. This planning should aim to ensure that new facilities complement rather than compete with existing ones and that the roles and purpose of new social infrastructure is clearly differentiated from that of existing facilities.

An analysis of the social planning processes for urban renewal areas, undertaken as part of Stage One of this project, suggests that a comprehensive analysis of existing social infrastructure provision is required as a fundamental step. What is already there in the nearby area; how is it being used; and what is the potential for enhancement, expansion or relocation are important questions that need to be answered and factored into future social infrastructure planning.

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. Comparative rates of provision and planning standards applied to urban growth areas should take into account the availability of any spare capacity in existing social infrastructure. There may be a need to upgrade or modify existing social infrastructure to accommodate the additional needs of the new community, which may differ significantly from the needs of existing residents. Social infrastructure planning should aim to ensure that existing residents are not disadvantaged and their access to facilities and services diminished due to increased demands from the new population.

6.2 Population thresholds, planning standards and rates of provision

A sound understanding of the nature of anticipated population growth and change is essential as a basis for future social infrastructure planning. This includes number of dwellings, dwelling mix or type, assumed occupancy ratios, timing and staging. This information, coupled with assumptions about the likely characteristics of the residents, can be used to develop a projected or future community profile which helps to estimate social infrastructure demand. One way to begin to estimate that demand for social infrastructure is through the use of planning standards and thresholds.

A traditional planning approach for community facilities relies on the use of planning standards or thresholds. Standards identify the threshold at which the population requires and can sustain the provision of a service or facility. They are usually expressed as a ratio comparing population numbers and facility or service provision. One of the benefits of using standards is that they prescribe a level of facilities per head of population for a given area and provide an easy means to calculate requirements for facilities. Standards provide a yardstick against which to measure existing levels of provision and are intended to result in uniformity of provision across an area.

For new growth areas, both the New South Wales Department of Planning and the Victorian Growth Areas Authority have developed standards for social infrastructure provision. The New South Wales Growth Centres Development Code identifies the following guiding thresholds:

- » One community service centre for every 60,000 people
- » One district library for every 40,000 people (with the NSW State Library Standards recommending one central library for every 100,000 people)
- » One performing arts centre/cultural centre for every 30,000 people.

The Victorian Growth Areas Authority *Community Infrastructure in Growth Areas* include the following:

- » One library for every 30-60,000 people
- » One youth resource centre for every 30,000-60,000 people
- » One multipurpose community centre for every 40,000-50,000 people
- » One community arts centre for every 40,000-60,000 people
- » One regional arts and cultural centre for each municipality
- » One community health precinct for each municipality
- » One university/TAFE for every two municipalities
- » One higher order performing arts facility for every two or more municipalities.

These standards or rates of provision are based in greenfield settings and need to be adapted to suit the higher density urban growth area context. Based on the case study research and interviews conducted for this project, this process of adaptation may not be as extensive as originally assumed. While land area requirements need adjustment to suit the more urban context, it has been suggested through this process that the requirements for social infrastructure may not differ greatly. The key caveat to this is that social infrastructure, whether in greenfield or an urban infill setting, needs to be planned in response to the particular community's needs.

If communities in urban infill areas are qualitatively different from greenfield communities, then the social infrastructure requirements should be different. But if the community profiles are the same then the social infrastructure needs will be similar, they will just need to be delivered in forms that are more appropriate to an urban context. The focus and purpose of community facilities should respond to local needs identified through a process of needs assessment and community engagement. If there are 30,000 people planned to live in Buckland Park and 30,000 in the eastern district of a more urban location like the City of Charles Sturt, they may both need a district level community centre but the form that takes and the activities, programs and services that it provides are likely to be different as the composition, needs and interests of those communities are likely to differ.

Table 6.1: Example Standards

Facility type	Rate of provision/standard (per head of population)	Floor area (GFA in square metres)
Art Gallery	1:30,000-50,000	400-1,500
Child Care Centre	1:4,000-8,000	For a 75 place centre – 3.25 square metres of indoor space and 7 square metres of outdoor (per child) plus food prep, admin etc
Neighbourhood house	1:2,000-3,000	200-300
Local community centre	1:6,000-10,000	600-800
District multipurpose community centre	1:20,000-50,000	1,000
Regional/LGA wide civic centre	1:100,000+	2,000-5,000
Community Health Centre	1:20,000-30,000	2,000-4,000
Branch Library	1:15,000-30,000	630-1,260
Central Library	1:30,000-150,000	1,200-6,000
Public Primary School	1:6,000-6,500 (when school aged children 12-14% of population)	To be determined
Public Secondary School	1:15,000-25,000 (catchment of 4 primary schools)	To be determined
Youth Centre (local)	1:10,000-20,000	200-400
Youth Centre (district)	1:20,000-50,000	600-1,000

The Queensland Government, in response to significant population growth, has also developed guidelines for the provision of social infrastructure that includes rates of provision for a wide range of social infrastructure (Queensland Government, Office of Urban Management, 2007). Importantly, in Queensland, that process of adapting standards to more urban, higher density, infill locations has begun to occur. The Urban Land Authority (ULDA) in Queensland is responsible for the development of significant urban renewal areas which are primarily located around inner metropolitan Brisbane. ULDA's experience with the application of rates of provision for social infrastructure to the urban redevelopment context is informative. ULDA's process includes a robust process of needs identification, based on sound population projections, followed by an application of rates of provision for social infrastructure identified in the Implementation Guideline no. 5 (Queensland Government, Office of Urban Management, 2007). Based on the experience of ULDA and others, standards in urban growth areas are still relevant but do need to be applied in a different way. The two key lessons in how standards are applied in higher density urban growth and renewal settings based on ULDA experience are:

- » Given the requirement for greater land efficiency in urban growth areas, the floor area component of the standards, rather than the site area, is most applicable. Existing standards based on greenfield settings include land or site requirements that are up to four times the floor area to accommodate for car parking, landscaping, servicing etc. These site requirements are not practical or achievable in urban settings where land economics demand greater efficiencies and more compact urban forms of provision
- » Existing facilities assessment, good quality population projections, future community profiles, staging information and an initial identification of social infrastructure requirements (through the application of standards) provide a strong base of information. It is important that this information is developed and utilised as part of an engagement process with key human service agencies. 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.

Some relevant standards, with a focus on floor area rather than site, are shown in the following table. These standards include South Australian examples where available, but are largely based on the Queensland examples where existing greenfield area standards for social infrastructure have been applied to more dense urban settings.

The other universal lesson regarding standards is that they should be considered as a starting point for identifying social infrastructure requirements, rather than a definitive solution. Some of the shortcomings of standards that need to be considered include:

- » There is no agreed or nationally recognised set of standards or rates of provision and there is some variation between those that do exist
- » Standards focus on numbers and do not account for more complex indicators of need such as health, socio-economic status, household structure, and the preferences people have for service usage
- » They do not account for density and layout of development and related accessibility factors such as physical barriers, distance, transport routes and available infrastructure in adjoining areas
- » Standards often do not account for size and quality of facilities and range of services offered by them
- » To be effective standards rely on population projections, so their accuracy is a reflection of the quality of the projections which include a wide range of underlying assumptions
- » Standards do not consider practical funding realities, particularly recurrent funding opportunities and constraints. Service capacity and quality is often more determined by staffing or program funding, than the building it operates from
- » They do not accommodate changing community expectations and preferences, shifts in government policy or funding, and changes in technology. Similarly they do not account for changing models of services delivery, innovations and solutions established outside program boundaries
- » Standards do not account for the role of non-government and private sector agencies in the provision of infrastructure. Nor do they account for the opportunities for partnerships and shared use of resources that emerge from integrated planning processes
- » Standards often reflect current levels of provision rather than ideal levels, and so can perpetuate inadequacies in service provision.

Any system of standards provides an initial guide only, and needs to be balanced by local, social, political and economic conditions, needs and priorities and considered in reference to existing infrastructure in the area. They must be regarded flexibly and developmentally in that the services/facilities, design, size, location, staffing and management may alter significantly in light of such things as demographic change in the local community, changing community expectations and improved models of service delivery.

Standards, or rates of provision, are provided here as examples that can be applied to urban growth areas in Greater Adelaide. However, they should be applied cautiously with local experience and knowledge used to adapt and modify as appropriate in order to address community needs, funding arrangements, the asset management context and the myriad of other factors that make an area unique.

Standards can be used to provide an indication of initial requirements, and when applied flexibly, and as one component of a more comprehensive methodology, they can be useful in providing an initial estimate of need. Although useful as a starting point, leading practice for the planning of social infrastructure encourages a range of other factors also be considered.

6.3 Comparative study

Following from these cautionary words relating to the strict application of planning standards, 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 examples examined for Stage One of this project show, for example, that in urban areas such as Docklands (Melbourne) and Bowen Hills (Brisbane) the following rates of facility provision have been used:

- » One multipurpose community hub for every 10,000 people of 1,400 square metres (GFA)
- » One community meeting/activity space for every 3,000 people of 300 square metres (GFA) for playgroups, recreation and fitness classes
- » One district library for every 30,000 people of 1,000 square metres (GFA)
- » One branch library for every 15,000 people of 550 square metres (GFA)
- » One community cultural facility for every 5,000 people of 300 square metres (GFA).

Case study and comparative research also provides an insight into the process that different agencies have pursued to identify and deliver social infrastructure in infill areas. This section of the report provides an overview of the key features of those processes with the common steps being: understanding current capacity; consideration of thresholds and standards; undertaking comparative study of like areas and projects; linking social infrastructure to the planning hierarchy of centres; developing more urban and sometimes innovative models of provision; and understanding timing and staging of infrastructure provision.

6.4 Planning hierarchy

In social infrastructure planning for local government, social infrastructure provision can be considered at four levels: LGA wide, district, local and neighbourhood.

6.4.1 LGA wide/sub-regional facilities

Local government area wide or sub-regional facilities usually serve populations of 100,000 people and over. Some local government areas, with large enough populations, may contain a major centre or centres that host these sub-regional level community facilities including:

- » Health services
- » Tertiary education such as TAFE or university
- » Major cultural or civic facilities such as civic centres, performing arts centres, major libraries, exhibition space
- » Higher order entertainment or leisure facilities
- » Major recreational and sporting facilities including regional parks or major stadia.

The Woodville Civic Centre and Library is an example of an LGA wide facility. The scale of LGA wide facilities means that they are larger, and can be less personal, than what is normally associated with a more local community centre.

6.4.2 District level facilities

District level services are more specialised and operate on a smaller district catchment usually from about 20,000 to 30,000 people, and possibly up to 50,000. Population catchments for district level community facilities will vary according to the particular characteristics and needs of the local population.

The scale of these facilities provides higher order services and is large enough to accommodate the needs of district level populations. District level facilities are most often located in activity centres, ideally linked to public transport and in locations where people have a cause to gather and visit. District facilities provide a range of activity and program space as well as accommodation for community organisations and service providers. District level facilities would usually have a relatively permanent staff presence whether that is a local government or service provider personnel. District level facilities include:

- » High schools and other learning facilities
- » Multipurpose community centre
- » Civic and cultural facilities, including a district or branch library and community arts spaces
- » Entertainment, leisure facilities and services
- » Sporting and recreation facilities
- » A range of medical and community health services
- » Individual and family support services, and services addressing particular issues such as welfare, legal aid, employment, housing
- » Facilities and services for particular sections of the population, such as young people, older people, people with a disability, people from culturally and linguistically diverse communities.

The existing West Lakes Community Centre and Library could be considered to be an example of a lower order district level facility.

6.4.3 Local level facilities

Local level services and facilities are more locally focussed and are usually planned to serve a population of about 5,000 – 10,000 people, but can range up to 20,000. Local level facilities provide a basis for community involvement and the development of social capital through opportunities for voluntary work and the development of social networks. Local level facilities may or may not be staffed.

Local level facilities typically include:

- » A primary school
- » A community hall or small community centre
- » Child care centre or kindergarten
- » Some form of access point for family support, health, and other forms of support services.

Cheltenham Community Centre is similar in scale and offers a similar range of programs to a typical local level community centre.

6.4.4 Neighbourhood level facilities

Neighbourhoods are collections of homes that are defined by boundaries such as major roads, water courses, or a distinctive urban form or development pattern. Although there is much variation the basic unit of a neighbourhood is often considered to be around 1,000 dwellings or 2,000-3,000 people.

Neighbourhood level community facilities include:

- » Space for informal meeting and gathering
- » Space for local programs and activities such as playgroup, dances, etc.

They are small scale and often include space for meetings, gatherings and small scale activities and programs. Local level facilities are not staffed and are used mostly on a casual hire basis. Neighbourhood or community houses are a typical neighbourhood level facility. Other neighbourhood level facilities include a local shop, parks, playgrounds, public telephone, postal services and possibly churches and medical services. Athol Park is an example of a neighbourhood level community centre.

The following table provides a summary of this hierarchy showing the populations served and the typical facilities provided at each level.

It is important to note that, following the guiding principles for social infrastructure, and with a focus on asset management and operational considerations, this study is focusing mainly on LGA wide and district level facilities for the construction of new facilities and enhancement of existing ones. It is considered unviable and impractical for councils to devote significant resources to the provision of neighbourhood, and to some extent local, level facilities. As an example, if the standards were to be taken literally, one neighbourhood facility for every 3,000 people would require the City of Charles Sturt to fund and find the annual operational budgets for up to 50 neighbourhood level community facilities. For this more localised level of facility provision, existing facilities need to be considered (where they are well used and not significant maintenance and operational burdens) as well as supplementing neighbourhood level facility access through the network of facilities available through non-local government means such as local schools, churches, registered clubs and sporting facilities include tennis clubs, bowling clubs and surf lifesaving clubs who are able to provide a range of community meeting and activity spaces.

The table on pages 32-33 shows how the hierarchy of LGA wide, district, local and neighbourhood facilities might be applied to a local government area using the City of Charles Sturt as the example. Following the table, on page 34, is a map that shows a possible spatial plan scenario for community facilities based on this hierarchy.

Table 6.2: Planning Hierarchy Summary Table

Level	Population served	Facility types
LGA wide	100,000+	Major cultural or civic facilities – civic centre, performing arts, central library Major recreational and sporting facilities including major stadia Tertiary education such as TAFE, university Health services Higher order entertainment or leisure facilities
District	20,000-50,000	Civic and cultural facilities such as district library, community arts facility Multipurpose community centre High schools and other learning facilities Community health and medical services Individual and family support services Facilities and services for particular population groups including young people, older people, people from culturally and linguistically diverse backgrounds
Local	5,000-10,000	Primary school Community hall or small community centre Child care centre or kindergarten Access point for family support, health care and other forms of support services
Neighbourhood	2,000-3,000	Space for informal meeting and gathering Space for local programs and activities such as playgroup, dance classes, etc.

Table 6.3: Community Facilities Hierarchy – City of Charles Sturt

Level	Location/s	Proposed Community Facilities	District Catchment (area to serve)
LGA wide/regional	Woodville Village	Central Library	LGA wide (located in Central District)
		Multipurpose Community Centre/Civic Centre	
		Youth space	
	Bowden Village	Cultural/Performing Arts Centre and local meeting/activity space	LGA wide (located in East District)
District	West Lakes Activity Centre	District Library	West
		Multipurpose Community Recreation Centre	
	Findon	District Library	Central
		Multipurpose Community Centre	
	Fulham Gardens (lower order district centre – future/longer term)	Multipurpose community centre	Central
Hindmarsh/Bowden	District Library	East	
	Multipurpose Community Centre		
Local	Bower Cottage	Community Centre	West
	Henley Beach	Branch Library	West
		Multipurpose Community Centre	
	Cheltenham	Local Community Centre	Central
	Woodville West or Seaton	Local Community Centre	Central
	Kilkenny (future/longer term)	Local Community Centre	East
	Neighbourhood	Includes existing facilities that are recommended to be retained, proposed facilities such as the Department of Families schools, churches, sporting clubs (surf clubs, tennis clubs, etc), licensed clubs (RSLs etc) that provide community me	

* Floor areas are estimates and multipurpose, co-located facility designs are likely to enable efficiencies in floor areas to be found through des

** (southern part of district - 25-30,000. Dependent on scale and timing of Fulham Gardens Activity Centre)

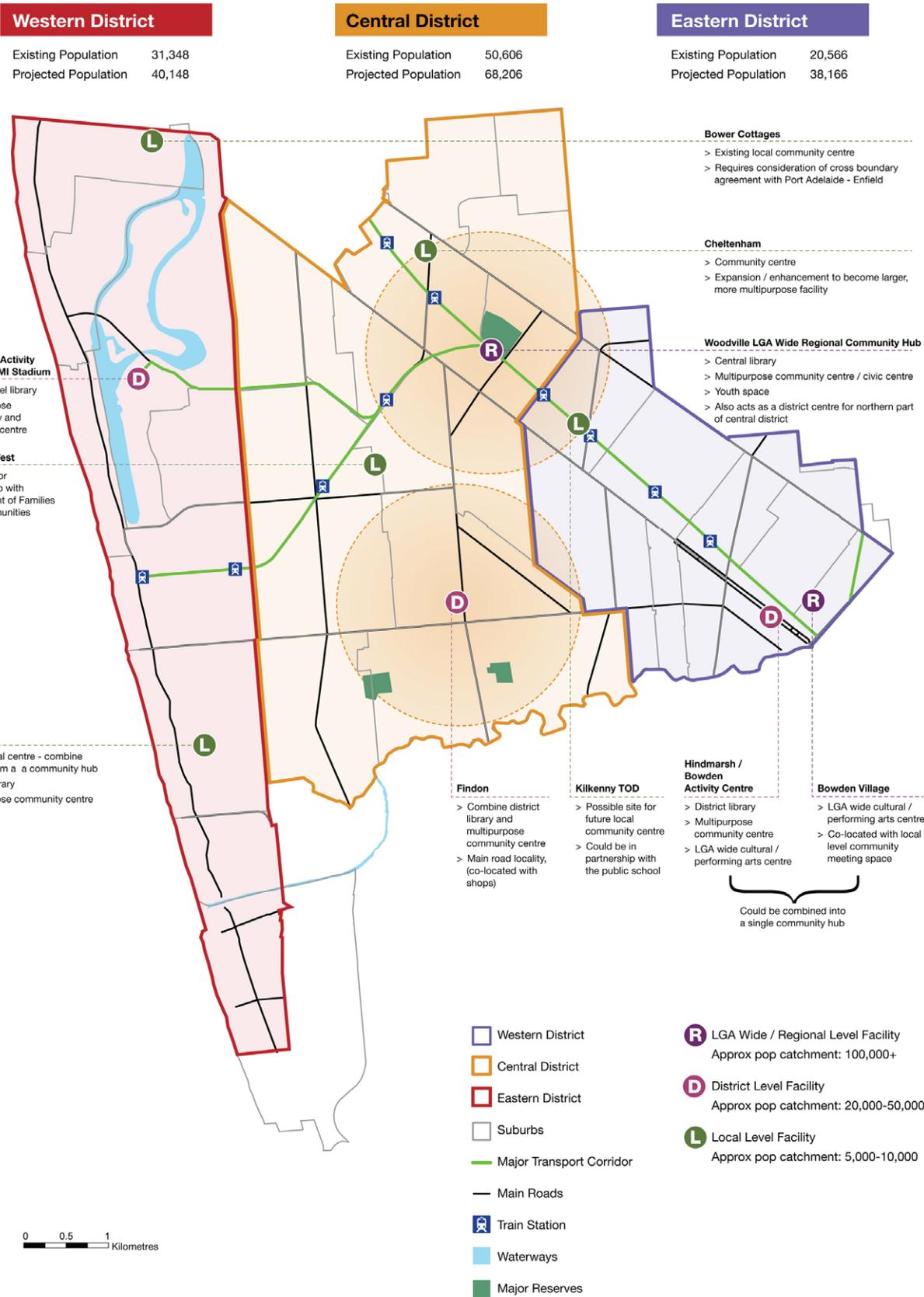
*** (Dependent on scale of residential growth with Fulham Gardens Activity Centre)

Projected 2036 district/ catchment population	Approximate floor areas required*	Comments
150,000 (LGA population)	2,500	Combined as community hub – Youth space should include outdoor recreation space. Library should also include multi-media, 'lounge' and group study space appealing to young people
	2,500	
	500	
150,000 (LGA population)	3,000 – 5,000	Performance, exhibition and gallery space. Facility to include community meeting space and perhaps library kiosk. Location in Bowden Village lends itself to an urban model of facility provision with facility located in central/town square type location as part of a mixed use building combining retail, office and residential uses
40,148 (district population)	1,000	Combined library and community centre to be integrated as part of the West Lakes District Centre master planning. Recreation focus could build on history of site and existence of recreation focused infrastructure.
	2,000	
68,306**	1,000	Ideally combined as a multipurpose library and community centre
	1,000	
Approximately 20,000***	800-1,000	Lower order district centre. Part of the long term plan and will be dependent on timing of the development of the Fulham Gardens Activity Centre. Planning for the activity centre should consider incorporation of space for a lower order district community centre
38,166 (district population)	1,500	Ideally combined as a multipurpose library and community centre. (Could potentially be combined with regional performing arts/cultural facility recommended for Bowden Village)
	1,200	
Approximately 5,000	300	Located on the boundary of the Charles Sturt LGA, but is an active facility that provides significant community development support to local housing trust areas. Charles Sturt is working on developing a regional community services agreement with neighbouring councils to explore the integration of community service provision across boundaries
Approximately 15,000 (southern part of western district)	800	Ideally combined as a multipurpose library and community centre
	800	
6,000-10,000 (dependent on level of infill/ growth in the area)	800	Potential for existing Cheltenham Community Centre to be retained on site but expanded/enhanced to develop a more multipurpose focus. Location on park and close to transport are key features of this centre that could be better capitalised on. Park space opens opportunities for use by playgroups and other children, family and health focus activities.
6,000-10,000 (dependent on level of infill/ growth in the area)	600	Rather than build a separate facility at Seaton, there may be an opportunity to work with the Department of Families and Communities to explore options for the expansion/enhancement of their planned community centre at Woodville West to expand this to become a larger, more local level community centre that serves both Woodville West and Seaton. Consideration will need to be given to natural catchments and physical barriers including the rail line.
6,000-10,000 (dependent on level of infill/ growth in the area)	600	Possible as a longer term initiative – timing dependent on development of Kilkenny TOD. Could involve exploration of partnerships with primary school and other local institutions to form a local community hub with local government as one stakeholder.

es and Communities proposal for a small community centre at Woodville West and the network of non-Council facilities including local meeting and activity space

ign that encourages shared use of space, flexible design, etc.

City of Charles Sturt Community Facilities Spatial Plan Scenario



The Spatial Plan scenario on the previous page shows:

- » LGA/Sub-regional Level facilities to serve a population of 100,000 people and over include Woodville Village (central library, multipurpose community centre/civic centre, youth space) and Bowden Village (a cultural/performing arts space)
- » District level facilities in West Lakes Activity Centre, Woodville Village (being both a regional and district serving facility), Findon, possibly with Fulham Gardens in the long term (not shown on the map) and an eastern district facility in either Welland or Bowden/Hindmarsh
- » Local level facilities in Henley Beach, Cheltenham, and possibly Woodville West and/or Seaton and possibly Kilkenny in the longer term. Woodville West may be a neighbourhood level facility or expanded to become a local level instead of Seaton – dependent on further analysis and negotiations with Department of Families and Communities.

Following is a more detailed explanation of the Spatial Plan scenario by district.

Western District

The Western District includes the suburbs of:

- » Semaphore Park
- » West Lakes Shore
- » Tennyson
- » Grange
- » Henley Beach
- » Henley Beach South
- » West Beach.

The Western District had a 2006 population of 31,348 people and is anticipated to grow to around 40,148 by 2036 (accommodating approximately 20% of the projected future growth for the City of Charles Sturt). The key major developments in this area include the West Lakes District Centre TOD/AAMI Stadium which is projected to include around 2,340 dwellings for approximately 5,620 people.

The West Lakes District Centre as the major district centre with the TOD redevelopment a key project in the area. West Lakes is proposed to function as the district level centre for the Western District and is recommended to contain a district level library and a multipurpose community and recreation centre. The master planning for West Lakes District Centre TOD/AAMI Stadium should incorporate space for district level community facilities as described here on a central site that responds to the location criteria described earlier.

In the southern part of the western district, Henley is proposed to operate as a larger local centre. It is projected to service a population of around 15,000 in 2036. Future planning should consider opportunities for the consolidation of community facilities in Henley.

As well as a range of separate existing facilities in the Henley area, the Western District also includes the Bower Cottages Community Centre on Bower Road on the northern border of the City of Charles Sturt. This facility, although located on the periphery of the Charles Sturt LGA, is an active facility that is providing significant community development support to the housing trust areas in this area. Charles Sturt is working on developing a regional community services agreement with neighbouring councils to explore the integration of community service provision across boundaries with Bower Cottages and the Parks Community Centre in the City of Port Adelaide-Enfield being good examples of facilities that address local community needs across LGA boundaries.



Bower Cottages, Photo: Elton Consulting

Central District

The suburbs in the Central District include:

- » Royal Park
- » Hendon
- » Cheltenham
- » Pennington
- » Athol Park
- » Woodville North
- » Woodville
- » Albert Park
- » Seaton
- » Woodville West
- » Woodville South
- » Findon
- » Fulham Gardens
- » Kidman Park
- » Flinders Park.

It had a 2006 population of 50,606 and is anticipated to grow to around 68,206 by 2036 (accommodating approximately 40% of the projected future growth for the City of Charles Sturt). The key major developments in this area include Woodville Village, Woodville West, Seaton and (more long term) Fulham Gardens Activity Centre.

The large projected population for the Central District requires it to be viewed as two precincts or sub-districts – north and south. The northern sub-district is centred around Woodville Village and the southern around Findon.

Woodville will serve as both the LGA wide community facilities hub as well as addressing the district level needs of the northern sub-district. Although Arndale is identified in the *30 Year Plan for Greater Adelaide* as a major district centre it has a mainly retail focus. From a social infrastructure perspective, and considering the guiding principles identified earlier, the Woodville Village TOD is considered to be a more appropriate location as the city's regional centre for social infrastructure. This is because:

- » It is centrally located to the whole of the city
- » Has good access to public transport
- » Is designated as a TOD site with a significant increase in population projected

- » Has an existing cluster of community facilities including civic centre, library, youth centre, high school, recreation centre
- » Council land ownership provides an opportunity for leverage and/or potential redevelopment
- » Is planned to include a catalyst rejuvenation project along Woodville Road which will focus on renewal of government owned land, streetscape improvements and the creation of a vibrant 'high street' environment.

Woodville would serve regional needs but would also act as the district level facility for the northern part of the central district. These district needs include the provision of community facility space to address the needs of the new population of the St Clair development which is located approximately one kilometre from Woodville Village. Because of its proximity, and in recognition of the importance of integrating new and existing communities, it is recommended that the community facility needs of St Clair residents be addressed through nearby new and enhanced facilities in adjoining suburbs. These would be primarily Woodville and secondarily, Cheltenham Community Centre.

Findon is proposed as the district level centre predominantly serving the southern sub-district. Ideally, the existing separate library and community centre at Findon would be consolidated to create a multipurpose library/community centre. The existing library location in the shopping centre at the intersection of Findon and Grange Roads is one possible location for a combined facility that addresses many of the location criteria including central, accessible, convenient location, main street location with high visibility, integrated with other uses, located in a place where people already gather, reasonable access to public transport, etc. However, Council does not own land in this area and the integration of community facility space may be dependent on redevelopment of the Findon shopping centre and the outcomes of negotiations with the owners regarding the incorporation of community facility space. This option also raises the question of the future role of the existing Findon Community Centre further north on Findon Road.

The existing Findon Community Centre site on Findon Road could be considered as another option for the consolidation of facilities. Although not as well located, it is Council owned (the existing Findon Library site is leased) and has a pleasant setting with good quality open space.



Findon Community Centre, Photo: Elton Consulting

A network of local level facilities will also be required in the central district. The Cheltenham Community Centre is recommended to remain as part of the local network of facilities in this area. However, it is suggested that the possibility of transitioning Cheltenham into a more multipurpose facility be explored. The community centre is well located adjacent to the train station and includes a small but good quality pocket park. While an extensive review of the services and usage of this facility will be required there may be opportunities to expand and enhance this facility (including the property next door) to cater for a wider range of community activities. The location with the park provides opportunities for playgroup, adult day care and similar uses that a process of local needs assessment will be required to identify precisely. Future assessment should consider the capacity of an enhanced Cheltenham Community Centre to cater for some of the community needs created through the development of St Clair at the Cheltenham Racecourse.



Cheltenham Community Centre, Photo: Elton Consulting

According to the 05 August 2011 version of the *North West Corridor Structure Plan - Draft for Consultation* (Department of Planning and Local Government, 2011), as well as the TOD proposed for Woodville, the central district will include neighbourhood level stations at Cheltenham and Hendon

and village stations at Seaton and Seaton Park. While public transport availability is not the sole determinant of community facility location, accessibility is an issue as is the likely development that a station will attract. Additional local level facilities may be required in the central district. While Cheltenham is established, other possibilities include Hendon, Seaton and Woodville West.

The Department of Families and Communities have identified plans to include some form of community space in the Woodville West redevelopment. While this is most likely to be a neighbourhood level facility, there may be an opportunity for the City of Charles Sturt to work with the Department of Families and Communities to explore options for the expansion/enhancement of their planned community centre at Woodville West to expand this to become a larger, more local level community centre that serves both Woodville West and Seaton (rather than Council build a separate facility at Seaton). Consideration will need to be given to natural catchments and physical barriers including the rail line.

Another existing local level facility in the Central District is the Athol Park Neighbourhood Centre in the north of the City of Charles Sturt. Athol Park is a temporary facility located in Falk Park. Future planning should consider the community needs of this area and identify local or neighbourhood level community facility needs. An option for facility and service provision in this area include working with the City of Port Adelaide-Enfield regarding the role of the Parks Community Centre (located in Port Adelaide-Enfield but serving Athol Park). As will be highlighted later in this section, consideration should also be given to non-council provision of facilities including local schools and churches that could be made available for community activities and meeting space. Part of this non-Council provision is the facilities constructed on school grounds as part of the National Economic Stimulus that stipulate community use as a condition of funding.



Athol Park Neighbourhood Centre, Photo: Elton Consulting

Eastern District

The Eastern District includes the suburbs of:

- » Woodville Park
- » Kilkenny
- » West Croydon
- » Beverley
- » Allenby Gardens
- » Welland
- » West Hindmarsh
- » Croydon
- » Ridleyton
- » Brompton
- » Bowden
- » Hindmarsh
- » Ovingham
- » Renown Park.

The eastern district had a 2006 population of 20,566 and is anticipated to grow to around 38,166 by 2036 (accommodating approximately 40% of the projected future growth for the City of Charles Sturt). The key major developments in this area include Bowden Village TOD which is estimated to include around 2,000 dwellings and approximately 4,800 people.

The Spatial Plan scenario shows the inclusion of an LGA-wide facility in Bowden Village that has a cultural/performance/arts focus. This facility would also incorporate some small, local meeting/ gathering/ activity space to serve local needs.



Artist's impression of Bowden Village, Land Management Corporation

The population numbers for the eastern district (with a projected 2036 population of around 38,166 people) indicates that an additional district level library and community centre will also be required (noting that the existing Hindmarsh Library is currently in leased premises). The Spatial Plan scenario shows a district level facility located in the Hindmarsh/Bowden Activity Centre area. Finalisation of the precise location of the proposed district library and community centre will require further more detailed study and discussion with the Land Management Corporation and others to confirm. Possible options include:

- » Incorporating the district level library and/or community centre into the Bowden Village TOD. Advantages of this location include the opportunity: to design a new purpose built facility integrated into a master planning process; to explore an urban model of facility provision; to work with what is essentially a single land owner (in the Land Management Corporation) who is receptive to the value of social infrastructure in urban growth areas, to link with planned facilities in Bowden Village such as some form of cultural/arts facility; and greater opportunities to leverage funding through being an integrated part of the Bowden Village development. Potential disadvantages include: some concerns around the accessibility of this facility to residents of the wider district, land/space constraints; that planning for Bowden Village to date has not included such a facility; location at the edge of the Charles Sturt local government area; a lack of Council owned land in the area.
- » Elsewhere within the Hindmarsh Activity Centre (400-800 metre radius of the Bowden station). Advantages of this location include: linking with a significant growth centre; a prominent and accessible location should be possible; ideal location would serve both new residents of Bowden Village but also existing residents of surrounding suburbs; and opportunity to link with public transport. Potential disadvantages include: location at the edge of the LGA with the facility catchment extending outside the boundaries of the City of Charles Sturt, therefore, may not be centrally located to Charles Sturt residents; and a lack of Council owned land in the area.

Asset rationalisation

As part of planning for future community facilities, councils will need to look closely at their existing assets and determine which ones are working effectively to address current and projected community needs. While facilities that are working well to address community needs should be retained wherever possible, plans for future facility provision may rely, or be premised, on assumptions about rationalisation to make them practical.

Asset rationalisation is a sensitive, and can be a difficult, process. It needs to be carefully planned and managed. A clear rationale for rationalisation needs to be evident and thoroughly thought through. A methodology for the assessment of existing community facility assets will be included in the Implementation Guide (the next stage of this project).

The process for timing of rationalisation is also critical with one principle being that rationalised facilities not be closed for community use until an alternative and enhanced, better facility is available.

Local level facilities

Given the trends towards larger, more multipurpose facilities that support larger catchments it may be the case that future plans for social infrastructure may not include the creation of new neighbourhood, and perhaps even local level, community facilities. It is important that local government explore other possibilities for the provision of local level facilities where it is not possible or feasible for councils to do so. Examples include facilitating partnership arrangements with schools, churches, sporting groups and other organisations that may have facilities available for local community use. An example of this that relates to virtually every local government area are the recently constructed school/community facilities built as part of the Building Education Revolution funding.

As an example, in the City of Charles Sturt, the following schools (government and non-government) have received Commonwealth Government funds to construct new multipurpose halls through the National Economic Stimulus Plan and the Building the Education Revolution program:

- » Allenby Gardens Primary School
- » Flinders Park Primary School
- » Fulham North Primary School
- » Grange Junior Primary School

- » Henley Beach Primary School
- » Islamic College of South Australia
- » Nazareth Catholic College
- » Our Lady Queen of Peace School
- » Pennington Junior Primary School
- » Pennington Primary School
- » Seaton Park Primary School
- » Whitefriars School.

In addition, the following schools have received funds to construct new libraries:

- » Challa Gardens Primary School
- » Kidman Park Primary School
- » Star of the Sea.

A condition of the Building Education Revolution funding is that school facilities space must be made available for general community use. The conditions of funding for all Building Education Revolution projects state that:

The school must agree to provide access at no, or low cost to the community to libraries and multipurpose halls funded under this element of BER. This must include reasonable access by any community or not-for-profit groups in the local community. Schools must agree to advertise the availability of the infrastructure for use by the community through any avenue available to them which does not incur significant cost to the school (e.g. newsletters, school website, free community papers). Schools may charge a low fee for the use of the facility where the charge is to cover recurrent costs incurred by the school in providing the community access (e.g. electricity, cleaning, security). Schools that have facilities funded under BER that are not libraries or multipurpose halls must make either their existing library or multipurpose hall (or a comparable facility within the school) available for community use under the same conditions as set out above; unless they have an exemption from the Commonwealth. (Australian Department of Education, Employment and Workplace Relations)

The BER projects demonstrate that there is a potential network of locally based social infrastructure in Charles Sturt and undoubtedly other local government areas. Although there are restrictions around access and usage times, these facilities could form an important part of the community facilities hierarchy. Trends in community facility provision and financial constraints, signal a likely move away from councils being able to fund local level facilities that may be required for meeting space, activities, dance, after school activities, community education, leisure classes, etc. While these constraints are real and need to be recognised it does not mean that those local level needs cease to exist. The possible availability of other venues could be an effective way to 'fill the gap' in local level provision.

As examples, the BER information identifies two multipurpose halls in Pennington which may help to address community meeting space needs in the Pennington/Athol Park area as well as a multipurpose halls in Grange, Henley Beach, Seaton Park, Fulham North and Flinders Park.

This approach also reflects the trend towards joint use of community facilities with 'schools as community centres' being a key policy directions for governments across Australia. Experience elsewhere suggests that for community use of school facilities to be effective, regional agreements between schools and community representatives need to be made. Local government is in a good position to contribute to these agreements and may be able to act as a facilitator. Issues such as public liability, security and maintenance arrangements have been obstacles for community use of schools in other areas and when agreements are reliant on individual negotiations between each school and each community group the process can be cumbersome and a deterrent to use. Councils may be able to play a role in working with local schools, perhaps at a regional level, to forge area-wide agreements that can help to facilitate community use of school facilities.

6.5 Consideration of more urban models of provision

Further lessons and guidance can be gained from understanding more about the urban models of social infrastructure provision with some of these lessons also evident from case study examples. Higher density urban infill development presents a number of challenges as highlighted throughout this study. However, a number of unique opportunities are also presented by the urban growth context. These 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
- » Clustering and co-location to provide a 'one stop shop' environment that maximises convenience and reduces the need for multiple trips.

The Vinegar Hill Library and Community Centre at Rouse Hill Town Centre in Western Sydney is an example of a relatively contemporary approach to community facility provision in a town centre (if not infill) setting. The Vinegar Hill facility is extremely well integrated with the Rouse Hill Town Centre (as shown below).



Vinegar Hill Library and Community Centre, Rouse Hill Town Centre, Photo: Elton Consulting

The Vinegar Hill facility demonstrates one approach to addressing a key issue for social infrastructure provision in town centre settings – that is locating accessible and visible community facility space in what are also high value income generating commercial areas. While there is increasing evidence to suggest that community facilities can add value and attract customers to commercial precincts (SGS Economics and Planning, 2011), it remains important to identify ways for community facilities and retail uses to co-exist in a mutually beneficial way.

Rouse Hill Town Centre is a model of how community and retail uses can be balanced and integrated so that they support each other in a town centre setting. At Rouse Hill, the library and community centre has a highly visible and well located entrance and foyer space directly on the main town square. However, the bulk of the community facility floor space, including a 1,300 square metre library and 1,100 square metre community centre are located on the first and second floors respectively.

The facility has also been designed with the flexibility to expand as the area population grows and demand for social infrastructure increases. The facility was originally planned as a 2,800 square metre facility to meet the needs of a district population of 15,000 to 20,000 people but as that population grows and the population threshold of 25,000 people is reached, the facility has been designed to expand by another 1,300 square metres.

While Rouse Hill provides a good example of how social infrastructure can be designed to be both integrated and flexible and work well in town centre settings, developing appropriate urban models is still a key issue. One of the challenges presented by urban growth areas is that some of the prevalent trends in social infrastructure provision for things like schools are not for more compact and urban models. As an example, the South Australian Department of Education and Children's Services school facilities planning includes the 'super schools' concept. Super schools are large campus facilities that combine junior and senior schooling ranging from pre-school to year 12.

Somewhat against this trend, the Land Management Corporation has been working with the South Australian Department of Education and Children's Services to investigate the feasibility of including a 'vertical school' as part of the Bowden Village development. Vertical schools are built over multiple levels to reduce overall land requirements. This will prove a good 'test case' to see how standard departmental practices and models are able to be adapted to suit the more urban context that is the cornerstone of State Government policy for growth management. This 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.

6.6 Timing and staging

In South Australia organisations like the Land Management Corporation, through their '5 pillars' approach to sustainable development (that includes an emphasis on liveable communities and place making) and the South Australian Active Living Coalition are focusing on how urban design can contribute to positive social outcomes such as safety and healthy, active lifestyles. The earliest stages of urban design and master planning work should consider how the physical environment can help to create social benefits and encourage social interaction and community building. Part of this process is early consideration of the nature and location of social infrastructure and ensuring community facilities are located in central, accessible locations with good relationships to public space, transport nodes and activity centres. For this to occur, local governments will need to assist, and facilitate, this process by ensuring that they have identified social infrastructure requirements through a robust and transparent planning process that can then be incorporated into the physical planning for urban growth areas.

Case studies such as Green Square Town Centre and the Brisbane urban renewal projects 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 requires that, to be most effective, social infrastructure planning needs to begin in the early stages of the physical planning and urban design process when initial concept plans are being conceived.

A key issue in social infrastructure planning is early provision. Consideration of what forms of social infrastructure can be provided and when is a critical planning issue. Full up front provision of significant community facilities relies on the early availability of significant funding sources. When funding is linked to development (such as through levies or contributions) this is often not possible. Our definition of social infrastructure, with its key elements of physical environment, community facilities, human services and community and cultural development, is again a useful framework.

As mentioned, the physical environment is an important first step to be incorporated into the urban planning and design process. Following that the three key elements of social infrastructure can be used as a form of staging framework. The Redlands Social Infrastructure Strategy (Redland City Council, 2009) from South East Queensland provides an example of how this can work. The following table is adapted from the Redlands strategy.

Table 6.4: Timing and Staging of Social Infrastructure

Social infrastructure	Delivery timeframe		
	Short	Medium	Long
Community development	Community development to build local networks	Organisation of community activities and events Capacity building of local groups and organisations	Establishment of self-managing community groups and organisations Consideration of place management approach
Human services	Development of interagency planning frameworks	Attract relevant services and programs	Integrated service delivery Monitoring and evaluation
Community facilities	Social infrastructure planning – existing conditions analysis, population projections, identification of models and locations	Identification of community facility space requirements Identification of funding sources Development of interim facility space Identification of management model	Identification of management body/entity Development of community facilities

This table and the general approach again highlight the importance of an integrated approach to social infrastructure that incorporates community and cultural development, human services and community facilities.

7 Funding and delivery

Social infrastructure plays a vital role in supporting the wellbeing of local communities. Local government has a major interest, and is a key stakeholder, in the provision of social infrastructure. However, increasing financial pressures, competing demands, changing standards, ageing assets and increasing community expectations, are combining to inhibit the capacity of councils to effectively plan and manage social infrastructure. The situation in South Australia is compounded by what is perceived to be a lack of funding options and mechanisms to support the funding of infrastructure generally. Kellogg Brown and Root (2006:v), in a study for the Local Government Association of South Australia, found that “South Australian councils have limited means to legally access contributions from developers.”

Various studies commissioned by the Local Government Association of South Australia and others have found that the two principal pieces of legislation available to local government (the Development Act 1993 and Local Government Act 1999) do not contain sufficient powers to allow developer contributions to occur. Some possibility for contributions for open space and car parking and for contiguous land or specific activities are available, but the opportunities are limited and the system inflexible.

Some municipalities across South Australia have negotiated with developers and landowners to secure funding arrangements for the future provision of infrastructure. While the provision of social infrastructure such as community centres and libraries has traditionally been the responsibility of local government in South Australia, there are recent examples of developer funding. The Lightsview development (formerly known as Northgate) eight kilometres north east of the Adelaide CBD is a joint venture between CIC Australia and the Land Management Corporation. The joint venture has formed an agreement with the City of Port Adelaide Enfield where the developer has made a financial contribution to community facilities and community development.

While the negotiation process can result in good community outcomes, as highlighted by Lightsview, Macroplan Australia (2007:12) report that “Anecdotaly, larger municipalities tend to achieve stronger bargaining positions and successful funding outcomes on a case by case basis when compared with smaller municipalities.” The concern is that negotiated agreements can be inequitable and somewhat ad hoc with outcomes as dependent on the quality of the negotiation, and the expertise of the negotiators, as it is on the merits of the proposal and the actual community need for infrastructure that has been identified.

Although any future system should retain the flexibility to allow for individually negotiated agreements, it is also recognised that effective systems of infrastructure funding are usually characterised by consistency, coordination, transparency, equity, fairness and predictability and apply equally to all municipalities and developers. Kellogg Brown and Root (2006:v) conclude:

Clearly a process is required that replaces the ad-hoc and unfair nature of the current situation with a fairer more collaborative system. It is considered that the responsibility for the provision of infrastructure should be a shared one amongst all stakeholders, including the private development sector. Adequate commitment to this by stakeholders is in the best interests of meeting the needs of the community.

7.1 Funding approaches

Case studies undertaken for this project highlight the importance of having a range of funding mechanisms available with some projects utilising a number of different measures in concert. For example, the Ideas Stores in London utilised the Community Infrastructure Levy plus a range of other funding sources including private entities, educational institutions and philanthropic trusts (the Whitechapel Idea Store included a combination of eight different funding sources). In Docklands in Melbourne the funding sources for social infrastructure included the Developer Human Services Contributions plus funds from City of Melbourne and VicUrban.

Some funding mechanisms are more appropriate for some development projects and contexts than others. For example, a negotiated developer agreement is a practical option for major development projects such as Bowden Village and AAMI Stadium where there is a large, consolidated land holding, usually an integrated master plan, significant dwelling yield, mutual interest in the provision of community infrastructure and one or few landholders or developers to negotiate with.

It is apparent that while negotiated outcomes are appropriate for major projects, and should be available as one of a suite of tools to use, they are not practical for the significant amount of small scale infill development that is projected to occur across Greater Adelaide undertaken by many owners and developers. These are small scale incremental developments that do not generate sufficient demand, on their own, for additional social infrastructure but when considered cumulatively do generate a need for new or enhanced social infrastructure. For example, a reasonable proportion of the projected growth across Greater Adelaide will be in the form of small scale, incremental residential infill. In this case some form of levy or per lot contribution that can be pooled to fund or enhance social infrastructure may be a more appropriate and practical form of contribution. Macroplan Australia (2007:27) write that “in established urban areas, where there is little opportunity to acquire open space and development is often incremental, a fixed levy may be the most suitable option.”

In their study for the Local Government Association of South Australia, Macroplan Australia (2007) identified four options for infrastructure funding in South Australia. Those options are:

1. Special Rates or Infrastructure Levy – essentially a form of taxation based on property value.
2. Negotiated Planning Agreements – negotiation and agreement between planning authorities and developers to resource public benefits. This approach is currently used throughout South Australia but lacks consistency and a guiding policy framework
3. Local Infrastructure Contributions – Levying contributions from developers to fund local infrastructure requirements. A one off payment designed to meet the cost of infrastructure required
4. Region Wide or Metropolitan Infrastructure Contributions – Councils and State Government working collaboratively to fund regional infrastructure requirements.

Generally speaking, it is considered that options 1 and 2 (special rates/levies and planning agreements) can be undertaken now without major changes to legislation. However, contributions systems that cover social infrastructure would require legislative change in South Australia. To date, contributions for social infrastructure have not traditionally been supported by the South Australian Government with the principal concerns reported to be the potential impacts on housing affordability. Interestingly, the Productivity Commission has generally dismissed suggestions that development contributions would “have a major impact on affordability” (Productivity Commission, 2004).

While acknowledging the concerns of South Australian Government, it appears that a number of other jurisdictions are recognising the importance of developer contributions in supporting social infrastructure provision for new and growing communities. Both overseas, with the recent introduction of the Community Infrastructure Levy in the UK, and in Australia, with the recent gazettal of State Planning Policy 3.6 Development Contributions for Infrastructure in Western Australia, contributions mechanisms for social infrastructure provision are continuing to be introduced in recognition of the need for a range of mechanisms and a consistent approach for funding community facilities.

One of the increasing challenges with developer contributions systems relates to the nexus argument with the shift to social infrastructure planning at a more district level with less direct links to any single development. However, it is generally recognised that developments at the local level should contribute, with those contributions being apportioned, to district level facilities where it can be established that those district level facilities have been planned to cater for increased demand generated by development in that particular area.

In what provides some useful guidance for South Australia, Western Australia's recently (November, 2009) introduced contributions system has a strong focus on social infrastructure. As highlighted in a report by URPS for the City of Playford (URPS, 2010), the Western Australian system was developed collaboratively with participation by the Urban Development Institute of Australia, Western Australia Local Government Association and the Western Australia Department of Planning. The aim was to provide a consistent and transparent framework for social infrastructure contributions that, similarly to South Australia, had previously only occurred through ad hoc negotiation.

Importantly, the Western Australian system does not abandon the tradition of the negotiated agreement. It remains as part of the new system which allows the provision of social infrastructure through contributions or through voluntary agreement. Another important feature, that supports the guiding principles identified in this project, is that contributions plans for social infrastructure are linked to councils' strategic and financial planning processes.

Also critical, and following from the point made earlier in this section, social infrastructure needs must be clearly identified in advance through a Community Infrastructure Plan that "includes demand analysis, identifies service catchments and includes a methodology for determining the proportion of costs of community infrastructure to be attributed to growth and the proportion to be attributed to existing areas" (URPS, 2010: 8). This relative attribution of costs is a critical issue for urban growth areas and is one of the key distinguishing features between planning and financing social infrastructure in urban infill locations compared to greenfield settings.

7.2 Alternatives or additions to developer contributions

Case study research from Stage One of this project demonstrates that successful projects around Australia and internationally engage a variety of funding mechanisms to provide and operate social infrastructure. While developer contributions of some type are often a part of a mixed funding model, other methods of funding include the following.

- » General rates – a number of councils, including in NSW which has rate capping, utilise general rates income to support the funding of social infrastructure. Although reprioritising the use of rates income to pay for social infrastructure provision can be a sensitive process, it is one of a suite of options used successfully by some councils. The costs of social infrastructure can be viewed as part of a council's overall asset management planning, whereby councils plan for and prioritise all of their asset needs (capital and recurrent) and link this planning to long term financial plans and operational budgets, including the allocation of rates income for this purpose
- » Special rate levies – while legislation varies from state to state, a number of states allow councils to raise additional rates income tied to a particular purpose or set of projects. In effect, a rate increase is permitted (including in NSW where rates are capped) which can then be used for a range of purposes, including to fund social infrastructure. Again, this may be a sensitive prioritisation process for the council to decide to both increase its rates beyond a CPI style increase and then to allocate the resultant rates income for social purposes. Legislation generally requires solid needs assessment and demonstrated community support
- » Leverage from or rationalisation of council owned assets – a number of councils have achieved new, purpose built social infrastructure through the rationalisation and sale of underperforming assets, as part of a structured asset rationalisation and development program

- » Borrowing/loans – some councils utilise internal and external borrowings to fund significant asset maintenance and capital development, with loans repaid from rates and other recurrent income over a defined period of time. Many councils in the past have focused borrowings on roads, footpaths and other similar infrastructure expenditure used by all residents and ratepayers rather than to assets used by more targeted groups within a community, like social infrastructure. However, there are a number of examples of social infrastructure being funded in this way
- » Bonds – bonds can be issued to pay for particular projects with the bond debt repaid through either income generated through the project (often not the case with social infrastructure) or through grants or increased rate revenues
- » User charges - some councils have used loans to help fund social infrastructure, with user charges then assisting to service the loan repayments. In other cases, user charges and other commercial income derived from a commercial component being included in the social infrastructure (e.g. a café, wellness/health centre, adult classes) have been used to fund some of the recurrent costs of the infrastructure
- » Grants and subsidies from state or federal government – the size and range and of grants varies from state to state and federally, related to changing government policies and priorities over time. Many local, sub regional and regional social infrastructure projects have utilised such funding as a component of their financing package
- » Community trusts and funds – community trusts and funds usually involve a proportion of sales value being allocated to fund community initiatives. They can involve public and private developers. A local example of a public/ government agency driven fund is the Playford Alive Community Initiatives Fund. The Playford Alive Community Initiatives Fund was established through a developer agreement with the Land Management Corporation to provide funding for community initiatives to the value of \$4-5 million. The Playford fund utilises 1% of gross revenue from land sales. The Ellenbrook Community Development Fund is an example from Western Australia which involves a partnership between a private developer (LWP Property Group) and the City of Swan. The Ellenbrook Community Development Fund involves a sum of approximately \$300 from each new block sold being allocated by the developer

to provision of community infrastructure and facilities, with additional contributions from local government and other agencies. From the initiation of the Ellenbrook Development Plan in 1991, a 'Community Board' was set up as a consultative committee and to make decisions on how these community reserve funds are spent. The board meets bi-monthly and comprises representatives from the Ellenbrook community, the City of Swan and the LWP Property Group

- » Public/ private partnerships – these partnerships or joint ventures often involve a commercial partner gaining rights to develop council owned land in return for the construction of social or other infrastructure, sometimes associated with a cash payment. The allocation of risk in the joint venture is one of a number of factors that determine the level of infrastructure benefits to council. While these arrangements have sometimes resulted in poorer quality social infrastructure because of the comparative commercial skills of the council staff and the commercial partner involved in the negotiations, there are some success stories.

Although this list is relatively extensive it should not be misinterpreted to suggest that there is an abundance of viable funding options for social infrastructure. Many of these options listed above are minor contributors and, in some cases, remote possibilities for many projects.

Some combination of these mechanisms often with a contributions scheme have funded much social infrastructure around Australia. It appears that any form of financing agreement, whether in the form of a negotiated outcome, contributions or some other funding mechanism, is likely to depend on the local government authority being able to clearly and transparently identify its future social infrastructure needs. The social infrastructure planning process will be required to be logical, evidence-based and be grounded in the principles of reasonableness and nexus. The identification of social infrastructure needs will need to ensure that requirements are not overly onerous and that proposed supply can be clearly linked to projected demand.

Part of this social infrastructure planning process involves the comprehensive analysis and careful consideration of the efficiency and effectiveness of existing facilities. Redevelopment and population growth require councils to consider their existing portfolio of assets and whether they could be managed more effectively to better address both existing and projected community needs.

Urban renewal and infill provides some unique opportunities for social infrastructure provision and the opportunity for innovation in how social infrastructure is provided and funded. This can be particularly the case where land values are high and densification is occurring associated with the infill. Some of these opportunities (many of which were identified in Macroplan's 2007 study) include:

- » Co-location of private and public facilities, community use of schools and other publicly funded facilities, multi-use of facilities ensure more efficient use of public resources
- » Leasing buildings for public purposes rather than outright purchase
- » Offering incentives for private sector provision (e.g. planning agreements, rate relief)
- » Examining the actual capacity of existing facilities as well as investigating alternative approaches to providing the facility through contributions
- » Using opportunities that may arise when clubs, schools, and other groups propose to build new premises or undertake alterations or additions to existing facilities (the school Building Education Revolution facilities and their requirements for community use are an example of this)
- » Development of council owned land which may include a range of assets not just community facilities land with surface parking lots in strategic locations near transport nodes being key opportunities for many councils
- » Development of mixed use buildings with either residential or commercial/retail space being sold to offset capital costs or leased to contribute to operational costs.

Following from the last point, one of the essential considerations in discussing funding for social infrastructure is the importance of planning for both capital and operational implications of infrastructure provision. In a number of the alternatives suggested, the up-front capital cost may be minimised and the recurrent cost reduced, however, neither of these costs are likely to be fully offset and some requirement for continued funding is likely.

7.3 Funding principles

There are some basic principles that a system of funding social infrastructure should consider. Those principles include:

- » Recognition that the provision of social infrastructure is essential to the well functioning of communities
- » Recognition that the provision of social infrastructure is a shared responsibility that includes public, private and non-government (community) sector
- » Ensuring that all new development provides a fair contribution towards the provision of social infrastructure
- » The ongoing operational costs (staffing, management, maintenance, etc.) are recognised in addition to the initial capital expenditure and a 'full net cost recovery' approach be considered
- » Requiring a sound evidence base with regard to development contributions, in the form of a social infrastructure needs assessment or 'Community Infrastructure Plan' that identifies the need for social infrastructure based on the projected population growth and that establishes a clear 'nexus' between the required infrastructure, its cost and the needs created by new development
- » A range of funding sources should be considered and developed strategically to ensure that there is the capacity to support social infrastructure provision through a variety of means. The particular combination of funding sources will need to cater to the unique circumstances and opportunities of each project
- » It needs to be as efficient and flexible as possible to use a combination of funding sources so that a mix and match of funding is enabled, while maintaining appropriate accountabilities, rather than creating onerous reporting or compliance requirements
- » Equity and transparency is important. Existing arrangements in South Australia are ad hoc, not transparent and potentially inequitable. Particularly in infill areas, equity also relates to the fair apportionment of costs between new development and addressing existing shortfalls
- » Timely provision of social infrastructure is essential to supporting the development of urban infill areas
- » A basis in legislation is required if social infrastructure provision is to be transparently and fairly resourced in South Australia.

This section highlights that case study research indicates that a range of funding mechanisms are 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 available in South Australia. The Western Australian example shows that contributions can be introduced in a context with some similarities to South Australia and that collaboration between key stakeholder groups is critical to achieving this. Beyond an exclusive focus on contributions, what the 'predicament' in South Australia does indicate is that 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. Case study research has shown that urban growth, higher density redevelopment and renewal projects can present opportunities for the delivery of social infrastructure that may not be available in other, such as greenfield, settings.

7.4 Delivery and coordination

Urban growth and higher density infill is a new development form for Adelaide. It is new for governments to plan for and regulate and new for the local development industry (public and private) to deliver. Given this, the establishment of a body or authority to oversee, assist and facilitate urban infill development in Greater Adelaide may be an option for consideration. The New South Wales Government is in the process of establishing a Metropolitan Development Authority that will be "responsible for paving the way for higher density developments in identified urban renewal sites" (Easthope and Judd, 2010:8).

Other models that provide some lessons to the South Australian Government are the East Perth Redevelopment Authority (WA) and the Growth Areas Authority (Victoria).

East Perth Redevelopment Authority

The East Perth Redevelopment Authority (EPRA) was established as a result of the East Perth Redevelopment Act to act as the responsible Authority chosen to "plan, undertake, promote and coordinate" redevelopment of land in the designated Redevelopment Area.

EPRA's vision is for a "vital Perth where people want to live, work and visit" and is underpinned by a number of goals that focus on:

- » Sense of place
- » Urban efficiency in infrastructure
- » Social inclusion including affordable housing, community infrastructure and social interaction
- » Economic wellbeing
- » Mixed land use
- » Enhancing connectivity
- » Environmental integrity.

EPRA is a statutory authority of the State Government of Western Australia. It is governed by a Board appointed by and answerable to the Minister for Planning. EPRA has a CEO and five directors (Corporate, Planning, Place Management, Operations, Corporate Affairs).

EPRA undertakes urban planning using a place making approach which includes:

- » Place creation – bringing together planning, architecture, environmental science and engineering to produce the Master Plan documents that form the foundation of new communities
- » Place development – involving active consultation with local authorities, government agencies and the community including on the delivery of new infrastructure
- » Place management strategies – supporting project vision and sustainable community development through asset management and investment attraction, land sales and development control, and community and economic development initiatives.

Growth Areas Authority

Although focused more on greenfield development, the Victorian Growth Areas Authority is another model that may provide some lessons for South Australia in the coordinated planning and delivery of urban growth areas. The Growth Areas Authority was established in 2006 as part of the Victorian Government's plan for outer urban development. The Growth Areas Authority works in partnership with local Councils, developers and the Victorian Government to help create sustainable, well serviced communities.

The Growth Areas Authority is an independent statutory body with a broad, facilitative role to help create greater certainty, faster decisions and better coordination for all parties involved in planning and development of Melbourne's growth areas. The authority reports directly to the Minister for Planning.

The Growth Areas Authority's role is to improve planning and infrastructure coordination in five growth areas: Casey-Cardinia, Hume, Melton-Caroline Springs, Whittlesea and Wyndham. The key is improving the planning processes around the release of land and providing the Government with in-depth and long-term advice on infrastructure needs.

The Growth Area Authority's objectives are to:

- » Ensure development and infrastructure occurs in a coordinated and timely manner
- » Promote sustainable development, housing diversity and affordability and jobs in growth areas
- » Ensure employment land is provided for commercial and industrial purposes in a coordinated and timely manner
- » Deliver communities that are socially, environmentally and economically sustainable
- » Improve the operation of the regulatory environment and administrative processes to reduce costs and inefficiencies for developers and local government.

One of the biggest issues for Government is providing the services and infrastructure that new communities need, as residents move in. Coordinating infrastructure provision by Local and State Government is a key challenge for the Growth Areas Authority with a focus on reducing this lag time. The Growth Areas Authority is coordinating Precinct Structure Plans across the growth areas to take a long range view of future needs. This will drive smarter infrastructure planning and timely advice to government.

The Growth Areas Authority has set up a group to focus on infrastructure coordination and is working with all councils and state authorities as well as developers on identifying needs and recommending priorities to government. In doing this, the authority is taking into account existing developer contributions levied by councils, under section 173 of the Planning Act and Development Contributions Plan processes. The authority has been involved with the State Government in reviewing developer contributions levies.

Macroplan Australia (2007:59) in their study of developer contributions mechanisms for the Local Government Association of South Australia suggested that the equivalent of a Growth Areas Authority "be established to work in partnership with councils and provide advice to government on the coordination of land development, infrastructure needs and service provision in growth areas" with the aim being that this body "would work cooperatively with councils, the development industry and government agencies to achieve its objectives of good planning, timely infrastructure provision and quality development for growth areas."

If such an authority were to be created in Greater Adelaide it will be important that the coordination of planning and provision of social infrastructure be an integral part of its responsibilities. It may also be an opportunity to consider the introduction of a greater range of funding mechanisms, including providing the legislative basis for alternative funding options, to support this development which is a fundamental component of State Government plans for growth.

8 Models and approaches

8.1 An integrated approach to social infrastructure

In this chapter, integration applies to a number of dimensions of social infrastructure planning in urban growth areas:

- » Firstly, how social infrastructure is defined - with this project adopting a relatively broad definition that includes community facilities, community and cultural development and human services, as well as the physical environment in which this infrastructure is located and accessed
- » Secondly, the integration of social infrastructure planning with physical, land use and urban, planning is explored
- » Thirdly, with a focus on human services, this chapter concludes by examining opportunities for a more integrated approach to human services planning through the strategic and collaborative approach to social infrastructure planning for urban growth areas.

8.2 The elements of social infrastructure

For the purposes of this project, social infrastructure was originally defined relatively broadly. Specifically the project originally set out to look not only at built facilities, but also human services and community development. All were seen to be important forms of 'infrastructure' that supported individuals and groups to grow and evolve into strong, supportive local communities.

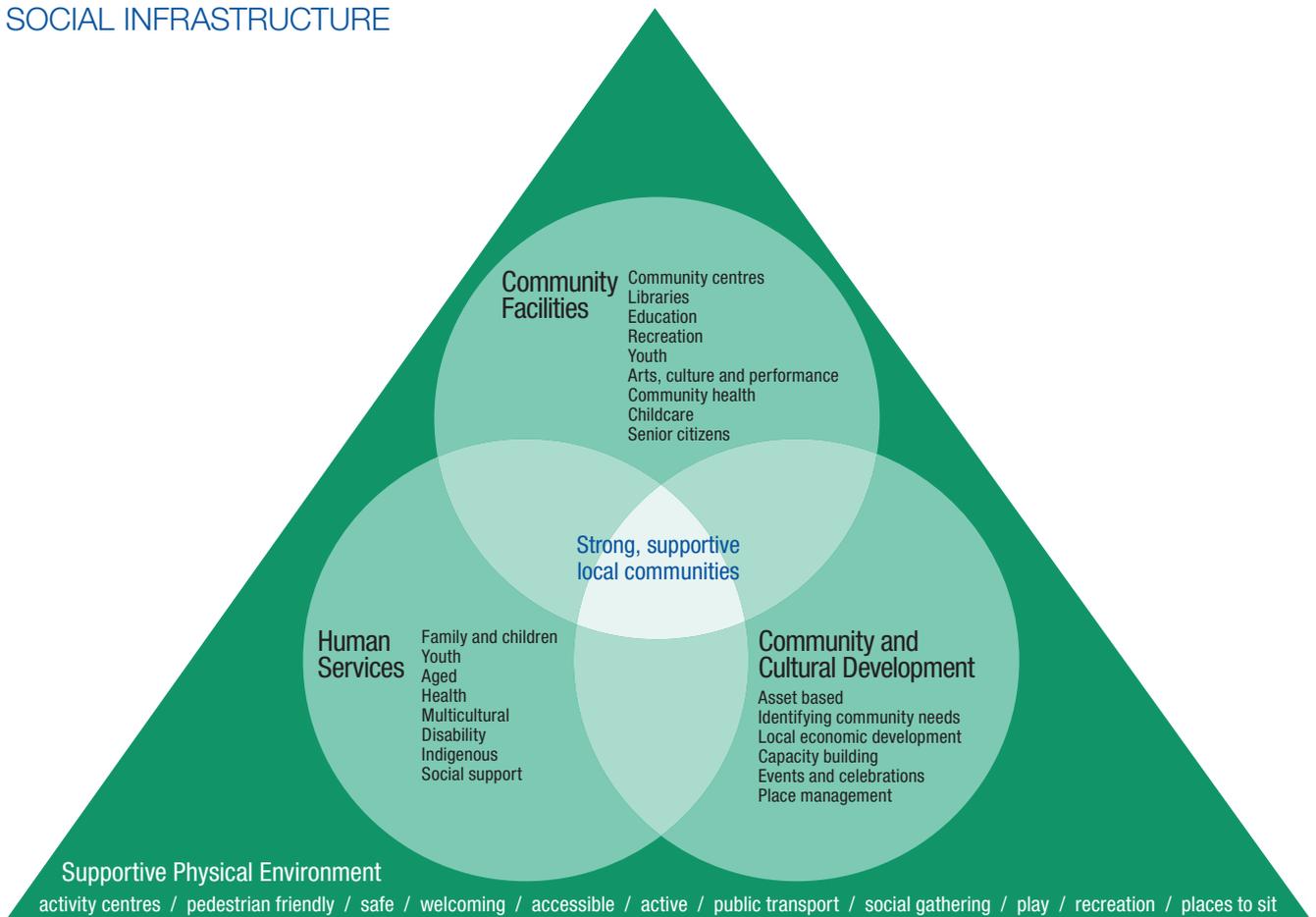
As the project evolved, and particularly through the case study and key stakeholder interview research, the importance of the urban environment to not only social infrastructure provision but also broader social goals became evident. These goals include good health, safety, accessibility, and the design of the public realm to encourage social interaction and 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. As highlighted previously the urban growth environment provides a number of unique opportunities for redefining the role and purpose of social infrastructure.

The definition of social infrastructure that has evolved (as shown in the diagram on the previous page) also recognises that while a strong physical foundation is critical, a physical plan alone is not enough to promote positive community benefits.

Emily Talen, a US academic who has written extensively about New Urbanism, argues that although planning and design can create situations where people come into contact with each other, this is not sufficient to ensure that this contact develops into community relationships (Talen, 1999). 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 community development workers and programs, in addition to providing facilities and public spaces for social interaction and community activities. Community development programs commonly provide welcome initiatives for new residents, set up community activities and support groups, establish local organisations and support community events that draw a range of people together. Resources for community development may be provided by developers, local councils, State Government, or government funding programs, or a combination of all.



8.3 Integration with physical planning

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 project. As shown in the social infrastructure diagram on the previous page, 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, they are useful references to guide the urban design and physical planning process. Some of the common features of each of these social planning frameworks are:

- » Communities planned around defined centres that provide a focal point for community activity

- » Walking and cycling routes including route continuity, accessible paths of travel, linking to local destinations and focal points, and safety
- » Quality streetscapes including traffic calming, pedestrian operated lights, clearly marked crossings and landscaping including street trees
- » Local destinations including local facilities, food stores and shops within close walking distance
- » Open space including providing pleasant places for people to sit, meet and talk, connected to walking and cycling routes with the broader network, create recreation opportunities for children and youth, community gardens
- » Public transport including clearly signed, well lit and direct routes for people walking and cycling to transport stops, clear crossing points, adequate lighting and surveillance for night time use
- » The provision of a range of housing types that are more likely to attract a more balanced and diverse community structure including affordable housing and housing suitable for older people and families
- » Safety and wellbeing including design measures to enhance community safety and reduce crime including encouraging activity to enhance natural surveillance
- » Communities designed to be accessible to all, inclusive of all age, culture, socio-economic status and mobility

- » Opportunities for good health and mental stimulation including strategies to encourage physical activity and allowances for places for conversation and contemplation
- » Civic, community, cultural, religious and recreational activities provided to meet the needs of a diverse range of households
- » Fostering community spirit including engaging community members early in the process, incorporate high quality community art programs, design places to accommodate community events and cultural development.

These common features derived from the social planning frameworks 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. As highlighted earlier in this report, 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 with maximum visibility
- » Clustered with other activity generating facilities
- » Proximity to open space
- » Centrality to catchment
- » Accessibility to public transport
- » Connection to pedestrian and cycling networks
- » Capacity for adaptation.

8.4 An affirmative view of social infrastructure

One of the fundamental innovations in social infrastructure provision centres on understanding, and perhaps reinterpreting, its role and purpose. Despite a number of significant lifestyle changes related to technology and the nature of work, many people still identify feeling part of a community as an important priority in contemporary life. Consultation for a wide range of urban growth and

development projects reveals the strong preference for the inclusion of social places where people can gather, meet and feel like they are part of a broader community. A relatively universal concern that is voiced in many different ways across Australia is the increasing scarcity, but strong desire for, 'places that you can spend time, without having to spend money'. These 'third places' (not home or work) are increasingly important in communities where social isolation, time poverty and stress are common afflictions of contemporary lifestyles and where the desire to feel the security, comfort and connection of being part of a real community remain strong.

In the urban context, quality streetscapes, urban squares, village greens, activity centres and main streets are all important forms of 'third places'. Social infrastructure can also be an important form of a 'third place' where people can gather, meet and participate in the life of their community. While previously social infrastructure has been viewed as places for the provision of support and services for disadvantaged communities and those in need of assistance, the role of social infrastructure is increasingly expanding. While the provision of social support (whether through direct service delivery or information and referral) will continue (with a greater focus in some areas, depending on community needs), community facilities have undergone a transition to become places of celebration, information, recreation, education, social gathering and community building.

In response to this, there is a need to consider how to better promote the role of social infrastructure to a wider community audience to ensure that the facilities are well used by a range of community members throughout various times of the day and evening. It is this kind of use that ensures the utilisation of these spaces and helps to justify the investment in them. They may not be revenue raising investments for councils but it is important that the investment that is made can be justified by ensuring the fullest possible community use. This is where the trends and principles around multiple, flexible, multipurpose use are important and why it is difficult to continue to justify small, single purpose, occasionally used facilities that may work for one or two groups but do not meet wider community needs. Models that are integrated with other activity generating uses, that place social infrastructure at the heart of communities, and position them as positive places for the whole of the community are emerging and are appropriate for the urban growth area context.

8.5 Community hubs and precincts

One of the prevalent models of social infrastructure provision is the community hub. Community hubs have been variously described as:

A space where communities gather and meet, supported by a range of compatible land uses including residential, retail, commercial (economic/employment), open space, social infrastructure, education, transport, essential services and technology uses ... They offer a way to improve services to each individual community, and deliver services in an efficient, effective and inclusive way. Community hubs enhance local character and identity, create active and vibrant centres, and assist in casual surveillance and safety (Sunshine Coast Council, 2011)

A conveniently located public place that is recognised and valued in the local community as a safe gathering place for people and an access point for a wide range of community activities, programs, services and events (Parramatta City Council, 2008).

A series of conjoined building on a new central site where a wide range of community services and activities can be co-located. A place where the community can come together to have many of their needs met. It may include a neighbourhood learning centre, a senior citizens centre, a youth centre, meeting rooms, a childcare centre, a public library and much more (La Trobe City Council, 2008)

A hub is a collection of facilities clustered together on the same or adjoining sites ... Together, they create a focal point for community activity. A hub is often also a base for outreach services to other smaller facilities or surrounding communities. Community hubs can also be created by locating a number of facilities in a common locality. This arrangement would be appropriate in transit-oriented and inner-city communities, where social spaces in the public domain are limited. These hubs play an important role in helping to bring people together and creating a sense of local community identity (Queensland Government, Office of Urban Management, 2007)

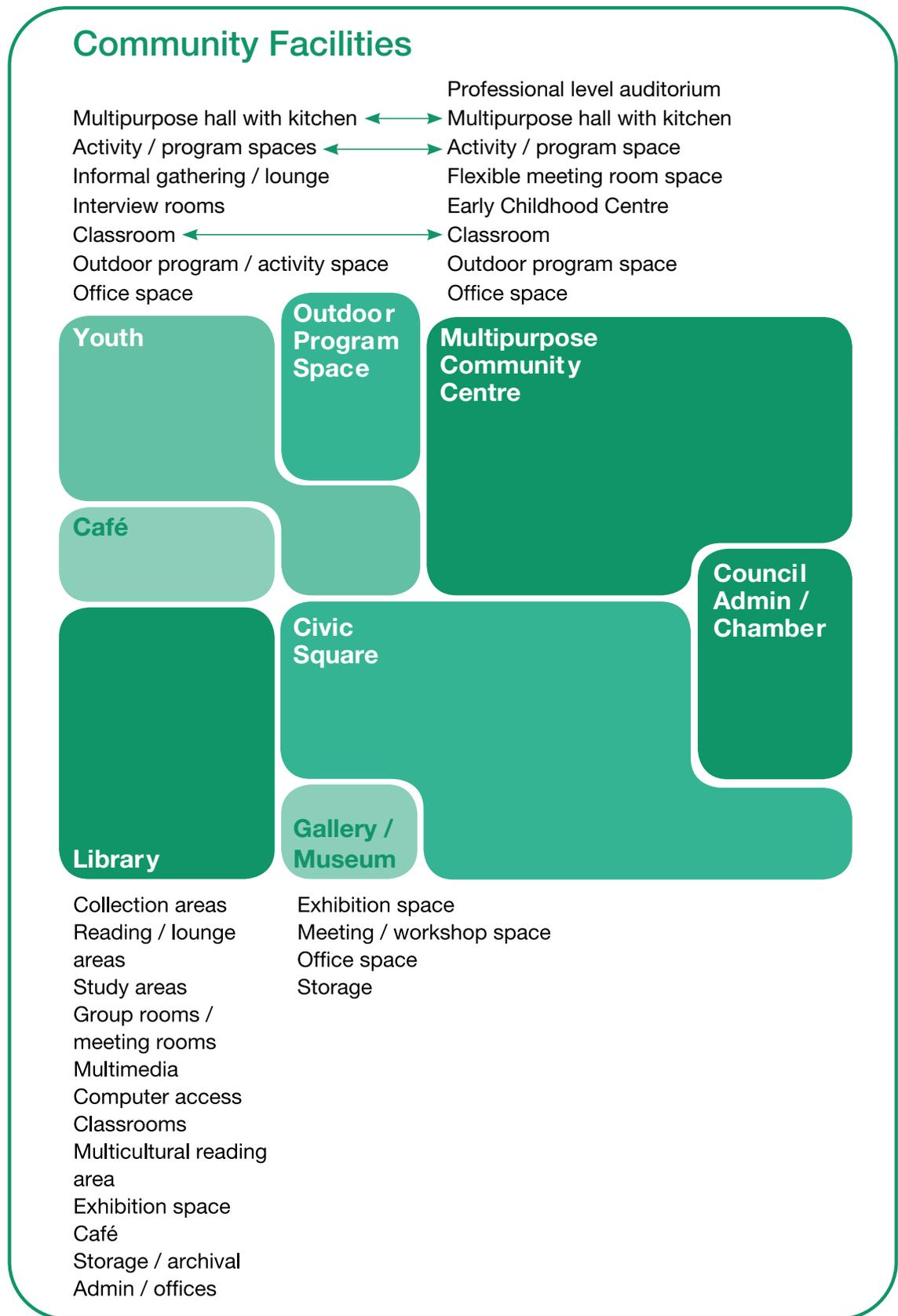
Although each of these definitions has a slightly different emphasis, we can see that a community hub, in essence, is a multipurpose public gathering and activity place where a variety of activities occur and where a wide range of community needs can be met in both formal and informal ways. The key to 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.

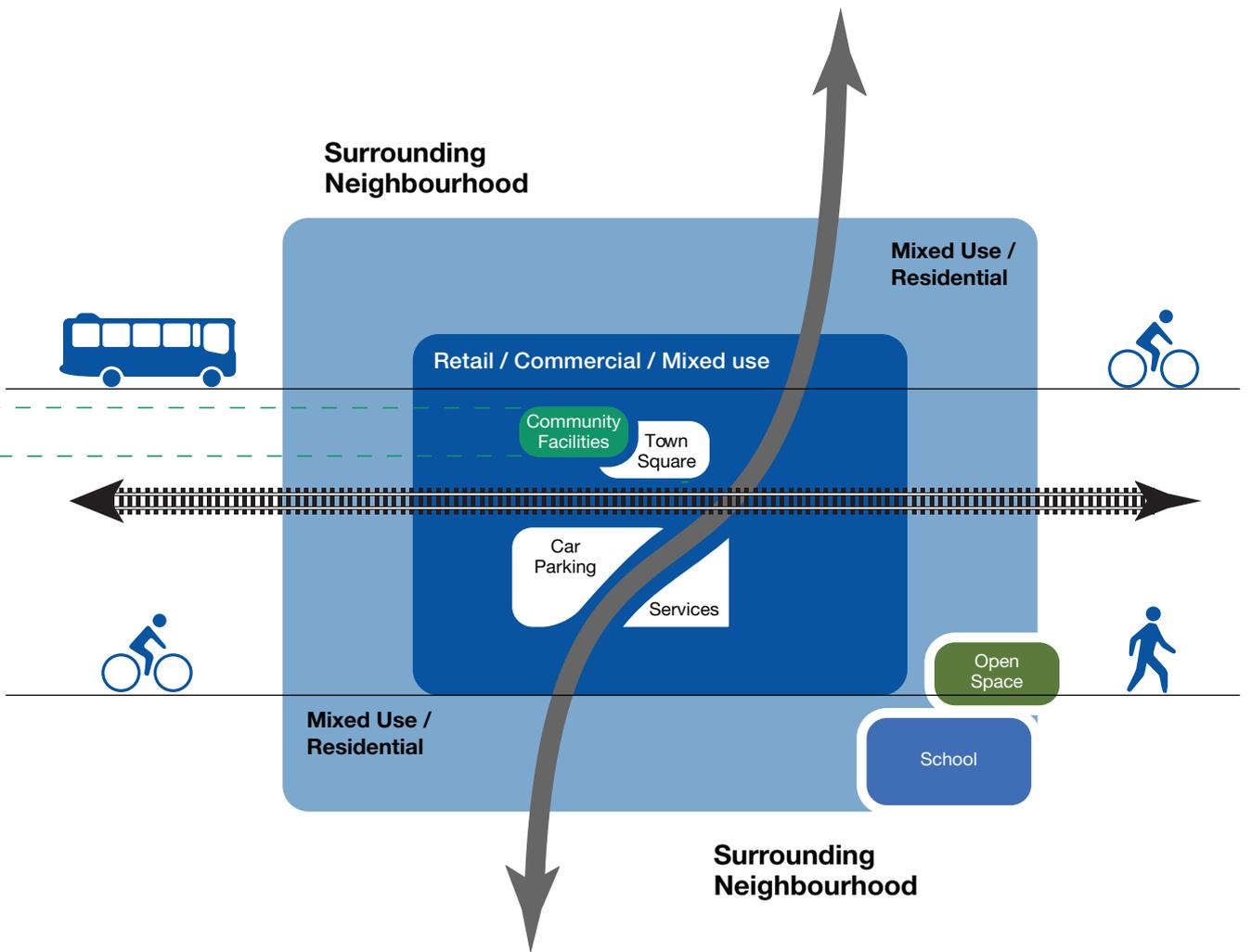
The essential characteristics of a community hub appear to be that they:

- » 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 following diagram 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.

Urban Growth Area Community Hub Concept Diagram





Community hubs respond to the key trends identified earlier in this report in that they:

- » Are based in locations are readily accessible by public transport and where people already congregate
- » Cluster with other activity generating uses to increase convenience and enhance safety
- » Bring community services together to improve both coordination and convenience of use
- » Provide for multiple uses, serve a range of population groups and offer a diversity of services, programs, activities and events
- » Provide important gathering places for people and act as a focal point for community activity
- » Rely on partnerships arrangements to be most effective with no one entity likely to be completely responsible for funding, service provision or operation.

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.

8.5.1 Family and Children's Hubs

There are a number of variations of the community hub model. Hubs focusing on the needs of specific groups such as families and children have been introduced in a number of urban areas. While their applicability to the urban growth context may not be immediately obvious, the case study and policy research from Stage One of this project indicated that it is important to investigate ways to attract families to live in higher density infill environments and that appropriate and good quality social infrastructure is one potential attractor.

The Port Melbourne Family and Children's Hub is an example from the City of Port Phillip that involves the creation of a space from "which to support and connect local families and children to accessible and inclusive community groups, activities and services that build community strength". Importantly this example also shows that hubs may not always be in the form of major new facilities in the centres of urban renewal projects but may tap into and build on some of the existing social infrastructure in the area. Demonstrating this, the Port Melbourne Family and Children's Hub Port

(which opened in May 2007) is located on the grounds of the Port Melbourne Primary School. It is home to the Port Melbourne Toy Library, Southport Occasional Childcare Service, Community Playgroups, Inner South Community Health Service programs and the school's Out of School Hours Care Program.

The City of Port Phillip's Terms of Reference for the hub reference group (City of Port Phillip, 2007) explains its purpose. The objectives of the facility are to provide a community hub which will:

- » Provide a venue for the establishment of family and children's services and community meeting space at the Port Melbourne Primary School
- » Engage the local community in the planning, design and delivery of local family and children services and activities in Port Melbourne
- » Support community participation in, and ownership of these services and activities
- » Enhance the utilisation of the Hub building by the local community
- » Reduce the social isolation experienced by families in Port Melbourne
- » Enhance the ability of disadvantaged families and children in the Port Melbourne neighbourhood to participate in community life
- » Create pathways for Port Melbourne families into the Port Melbourne Primary School
- » Provide opportunities to increase the connections amongst residents in Port Melbourne.

The Port Melbourne Family and Children's Hub project is part of a broader Community Strengthening Project run by the City of Port Phillip, Port Melbourne Primary School and the Victorian State Government. The project aims to bring local people, agencies and governments together to identify needs, plan and decide jointly around community activities, local services and events.

8.5.2 Idea Stores

Another variation of the community hub is the Idea Store, which was reviewed in the case studies as part of the first stage of this project. The Idea Stores involve a reframing of the contemporary library as a one stop shop for library, learning and information services. While library services remain at the core of the Idea Store model, a wide range of other services are also available. Information seeking and skills development are fundamental to the Idea Store concept and typical inclusions include the lending library, DVD and CD collections as well as adult learning classrooms, open learning centres, public access internet, homework clubs, study space, crèche, multimedia, art exhibitions, shops and cafes.

As part of that redefining of what a modern library should be, the Idea Store concept has been influenced by contemporary retail philosophy and design where the focus is strongly on the needs of the user and creating a pleasant and interesting experience that will encourage users off the street and to spend time in the facility.

An essential feature of community hubs is that they are a form of social infrastructure that is not seen in isolation but rather as an integrated, valid and contributing element of a vibrant and interesting activity centre or neighbourhood. They can act as important people attractors and add significant value to town and commercial centres; their multipurpose nature also enables them to be targeted to address specific community needs and to adapt and evolve over time. 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-serviced 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.

8.6 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.

8.6.1 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. 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 this 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

8.6.2 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 facility includes a large auditorium space that can be divided into three smaller spaces. During weekdays these three spaces are regularly booked for a range of community activities including playgroup, dance and adult day care. The Facility Manager reports that virtually every weekend the large auditorium space (that seats over 350 people) is booked for weddings and other cultural celebrations. The venue is particularly popular for Indian wedding celebrations that require large spaces. The Castle Grand auditorium has addressed a gap in the market to provide a lower cost alternative for holding large weddings and celebrations. This niche role, identified through research into unmet community and market needs, now provides a valuable revenue stream to support the operation of the Castle Grand facility.



Castle Grand Library and Community Centre, Photo: Elton Consulting

Higher density urban growth projects like Bowden Village may present opportunities for generating revenue streams in a different way. This includes the opportunity to design social infrastructure cross subsidisation into the physical master planning process. With Bowden Village being a government led (Land Management Corporation) project there may be opportunities for Government to leverage their position and capture the potential value of these uses. This may be in the form of either government operated or leasing government owned space for income generating uses. As an example, and subject to market demand analysis and business case development, a facility such as a 'health/wellness/fitness centre' could be a potentially income generating use in an area like Bowden Village. Given government ownership of the land such income generators could be operated as a public facility or leased to a private operator with the view to explore how such a use could utilise its revenue raising capacity to support social infrastructure. A range of ownership, leasing or partnership approaches could be examined to investigate ways for the value generated by such a space to be used to support the development or operation of relevant and compatible social infrastructure.

8.6.3 Public private partnerships

While public private partnerships can be controversial and politically sensitive they are an additional potential form of procurement for the delivery of social infrastructure and should be considered as part of the array of opportunities that the urban growth setting provides. Public private partnerships involve the public sector providing incentives for private sector involvement in the delivery of infrastructure. The key issue is the allocation of risk with more risk assumed by the private sector partner generating greater returns for them.

There are a range of opportunities for public/private partnerships. Development incentives and agreements can be used to encourage private contributions for social infrastructure on government owned land. In other cases, agreements can be made with owners of facilities (such as tertiary institutions) to allow public access to facilities. The Queensland University of Technology Library, located near the Kelvin Grove Urban Village in Brisbane is a good example of how this can work. In higher density areas, the planning process can be utilised to incentivise the provision of space for social infrastructure within private buildings.

Public private partnerships have been used successfully in Australia for the delivery of schools, health facilities and other forms of social infrastructure. Social infrastructure projects are characterised as generally being smaller in scale than other infrastructure projects such as major roads; with local government social infrastructure projects often smaller again, many may not generate the potential returns to attract private investment. However, in the urban growth context when the provision of social infrastructure can possibly be coupled with significant residential, retail or commercial development and the potential for joint venture type arrangements then the economics may be more attractive.

Collaborative and comprehensive planning and a strong relationship between the public agency and the private partner are important to the success of public private partnerships.

8.7 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 influences the other.

The Urban Land Development Authority in Brisbane, in planning for their urban renewal areas, has a large emphasis on social infrastructure planning including human services delivery. The authority includes a Community Planning Team which focuses on social infrastructure planning. This team coordinates and drives the process of interagency collaboration that is recognised as essential to the planning of urban renewal areas. The City of Sydney (Green Square Town Centre) and the Caroline Springs Partnership are other examples of integrated human services planning from the case studies.

South Australia currently has a Government Planning and Coordination Committee administered by the Department of Planning and Local Government. Its membership includes chief executives of Planning and Local Government, Health, Education and Children's Services, Families and Communities, and Further Education, Employment, Science and Technology. Interviews conducted for this project suggest that while the structure and mechanism for coordinated planning exists, there appears to be some scope for improvement regarding how this actually occurs (including how the existing structure is utilised) and the extent to which social infrastructure, including social infrastructure provided by local government, is considered as part of the planning process.

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.

8.8 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 (see section 1.3) 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. As such a community development program targeted at Bowden Village should differ significantly from one developed for Woodville West or Seaton. Perhaps the more challenging question is around the creation of a community and cultural development program that will help bring together the new residents of Bowden Village with existing residents and their neighbours in Brompton and Hindmarsh. Initial community development and needs analysis work will need to be undertaken to identify what the key elements of a 'bridging' community development program might be, with (for the Bowden/Brompton/Hindmarsh example) community arts being a possible common theme.

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.

9 Recommendations for change

This stage of the project has identified a number of key trends, guiding principles and steps in social infrastructure planning that will be important to incorporate into future social infrastructure planning for urban growth areas in Greater Adelaide. The next stage of this project, the preparation of an Implementation Guide, will take these trends, principles and steps and develop them into a concise guide that can be used to assist councils in future planning for social infrastructure in urban growth areas.

Some of the key lessons to emerge from this stage of the project include the importance of:

- » A robust approach to planning for social infrastructure (that includes analysis of current capacity, consideration of thresholds, and recognition of the urban planning hierarchy) and the role of those plans in influencing master planning processes for urban growth area developments
 - » Integrating social infrastructure planning into the physical planning process as early as possible ensuring that planning for social infrastructure is considered as a fundamental issue from the earliest planning stages
 - » Considering social infrastructure as a hierarchy and planning around LGA wide, district, local and neighbourhood level facilities
 - » Recognising that local government does not have the resources to be solely responsible for future social infrastructure provision and acknowledging the importance of considering other providers for neighbourhood, local and potentially other levels of facilities in the future
 - » Acknowledging that a sustainable level of future provision may require rationalisation of existing assets to be workable
 - » Community hub models that are characterised by clustering of facilities and services, including a variety of uses, flexibility to adapt to changing needs, capacity to act as a focal point for community activity and integration with shops, transport and public space
 - » Interagency collaboration that considers community facility and human service needs in concert and as an integrated component of the planning process
 - » Developing close and collaborative relationships between councils and the Land Management Corporation (if they have a significant presence or interest in the local government area) and working together to identify ways to leverage land to support social infrastructure provision and operation
 - » Coordinating the delivery of urban growth areas with social infrastructure planning and provision are key aspect of that coordination
- » The availability of a wide range of funding options for social infrastructure and recognition that a new approach to deal with incremental infill growth (where negotiated agreements are unlikely) needs to be developed in South Australia
 - » Considering the incorporation of revenue raising capacity into the initial planning and design of future community facilities
 - » Investigating innovative models of provision in urban growth areas that may include mixed use buildings and opportunities for cross subsidy of community space.

Based on these key lessons, the following are some suggested recommendations for change.

Delivery authority

Given the fundamental importance of the successful delivery of the urban growth areas to the fulfilment of the *30 Year Plan for Greater Adelaide*, it is recommended that a delivery coordination authority model be considered to oversee the planning and development of the urban growth areas. From the perspective of this study it will be essential for that authority to include a specific focus on the coordinated planning and delivery of social infrastructure.

Legislative change

Consideration of the introduction of developer contributions for social infrastructure is required. The Western Australian example seems to provide a relevant model with its emphasis on collaboration and the preservation of the ability to negotiate. It seems some form of contributions is critical in order to aid consistency, transparency, certainty and to find a way to capture the demand created by incremental, infill development that will be a key feature of the growth anticipated by the *30 Year Plan for Greater Adelaide*.

Innovative models of delivery

There are opportunities for the further exploration of more innovative models of delivery of social infrastructure. Higher density, urban infill locations provide a range of possibilities for the delivery of social infrastructure that may not be available in greenfield areas. Government control of land may provide extra opportunities in some cases. 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.

10 Next steps

If social infrastructure planning is to advance in South Australia it seems that a key issue will be the ability of local governments to clearly and transparently identify their future social infrastructure needs. The social infrastructure planning process will be required to be logical, evidence based and be grounded in the principles of reasonableness and nexus. The identification of social infrastructure needs will need to ensure that requirements are not onerous and that proposed supply can be clearly linked to projected demand. While the absence of clear and widely accepted thresholds and standards for social infrastructure makes this more challenging, it is hoped that the planning steps identified here can be further developed into a process that is widely accepted, credible and can form the basis of a robust social infrastructure planning framework.

The next and final stage of this project involves the development of an implementation framework that will provide further direction and assistance in achieving these goals. The implementation framework will be a concise document that will utilise the knowledge and insights gained from the project's initial stages to create a practical tool that can be used by local government in Greater Adelaide to assist in their future planning for social infrastructure in urban growth areas.

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