



London Thames Gateway  
Social Infrastructure Framework

# The Case for Social Infrastructure Planning

EDAW

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# Foreword

In February 2003, the Deputy Prime Minister launched the Sustainable Communities Plan which set out the Government's vision to create sustainable communities that contain a broad range of living and working opportunities together with the full range of supporting infrastructure.

The quality of the social infrastructure– the schools, health centres, children's centres, sports and community halls and so on – are all vitally important, providing the 'glue' that can bring together and strengthen local communities. This is especially true in the London Thames Gateway, where inequality, disadvantage and deprivation often sits side by side with significant opportunities for physical, social, economic and environmental transformation.

It is vitally important that local communities and stakeholders provide high quality social infrastructure as an integral part of ongoing growth and regeneration, ensuring that both new and existing populations can access a full range of high quality social infrastructure services at convenient times and locations throughout the Gateway.

The Government is committed to working with its agencies and partners in local government, the voluntary sector and private businesses to make this happen. This will involve looking at new ways in delivering services, unlocking new resources and making existing resources work more effectively. Indeed, given the context of the London Thames Gateway and the significant growth and transformation that is planned for it, it will be vital to ensure that the public sector plays an active role in stimulating this growth through the delivery of effective and efficient public services.

The importance of social infrastructure will be fully recognised by the forthcoming Thames Gateway Strategic Framework, as a vital component of making the Gateway and attractive and successful place to live and thus helping to achieve the ambitious growth targets that have been established for it.

The London Thames Gateway Social Infrastructure Framework introduced in this document has an overall objective to promote healthy, successful and sustainable communities across the Gateway ensuring that population and residential growth is accompanied by a supporting network of high quality, accessible, and effective social infrastructure services & facilities. The full consideration of social infrastructure will enable the London Thames Gateway to become an exemplar for sustainable development enhancing the quality of life for both existing and new populations.

There is no doubt that this will require a long term commitment, but right now we are investing in the future and working with local people to shape sustainable communities across the London Thames Gateway. We want people to be attracted to, and proud of, the Gateway because of the quality of life that it can offer. In this document we take a first step by setting out what we need to achieve and how we can get there.







# 1. The Context

## Social Infrastructure and the Sustainable Communities Agenda

1.1. Sustainable communities as defined by the ODPM are:

**“places where people want to live and work, now and in the future. They will need to meet the diverse needs of existing and future residents, be sensitive to their environment, and contribute to a high quality of life. They will also need to be safe and inclusive, well planned, built and run, and offer equality of opportunity and good services for all.”**

- 1.2. A key aspect of successful, healthy and sustainable communities are that they should be well served by a full range of public, private, community and voluntary services that are appropriate to people’s needs and are accessible to all.
- 1.3. Current and emerging Government Policy has confirmed the importance that social infrastructure plays in the creation of strong, healthy and sustainable communities.
- 1.4. Strategic documents highlight the fact that sustainable communities require good schools, good health services, good parks, good transport, flourishing businesses and vibrant communities, as well as a range of housing types. In particular, the Sustainable Communities Plan emphasises the need to give more power and say to communities in the planning of the services that affect them and to promote a strategic approach to skills, transport, planning and infrastructure.

## The London Thames Gateway

1.5. The London Thames Gateway presents a huge opportunity for London and the South East of England. It has been identified to accommodate

much of London’s population and economic growth into the future.

- 1.6. It was targeted by the Office of the Deputy Prime Minister (ODPM) in the Sustainable Communities Action Plan as one of four priority areas for the development of new residential communities, in order to tackle South East England’s persistent housing supply crisis.
- 1.7. The area contains a wide diversity of communities, neighbourhoods and urban forms, ranging from the high density multi-ethnic character of Inner East London, through to the lower density suburban character across parts of Outer East London. It covers a number of separate Local Authorities and as such a wide diversity of stakeholders are involved in delivering and planning for public services at the local level.
- 1.8. The area today has a population that is diverse and deprived. Unemployment rates across the London Thames Gateway are in excess of 10 per cent and rates reach more than 20 per cent in certain local neighbourhoods. There are also pockets of severe long-term unemployment, particularly within certain black and ethnic minority communities. In addition, the area suffers from relatively high crime and poor health. Addressing disadvantage, providing equality of opportunity and improving the quality of life for existing residents is a key part of Government policy. Public services have a vital role to play as part of this process.
- 1.9. Expectations for residential and population growth across the Gateway are high and will be reinforced by the forthcoming Thames Gateway Strategic Framework. The Sustainable Communities Plan





originally envisaged 50,000 new homes in the London Thames Gateway area. In July 2003, the ODPM increased the target to approximately 60,000 new homes during the period 2003-2016. The Thames Gateway Development & Investment Framework set a more ambitious target of 91,000 dwellings.

- 1.10. Across the East London sub-region, The London Plan proposed a minimum increase of 142,300 homes over the period 1997 to 2016. Alterations to the Housing targets based upon the 2004 London Housing Capacity Study, have increased the number to 141,300 over the period 2007/08 to 2016/17, almost doubling the annual target as originally envisaged in the London Plan.
  - 1.11. The growth targets that have been set for East London and the Thames Gateway are both ambitious and challenging. They rely upon the public and private sector working together to create the right kind of environment within which sustainable, healthy and successful communities can thrive.
  - 1.12. This is particularly important in relation to bringing forward a sustainable mix of housing typologies and unit sizes, including family housing, to ensure that parts of the Gateway do not become polarised by certain development typologies and associated occupier profiles.
  - 1.13. To achieve a real occupier mix, maximise the quality of life and attract private investment, it will be crucial to ensure that a range of high quality social infrastructure services and facilities are available to address the needs of a diverse population base. People want to live in areas that are served by good schools, good health services, high quality open spaces and recreational activities, all in accessible and convenient locations.
- The public sector has a key role to play here, working closely with the private sector to provide the right conditions within which market demand can be stimulated, by ensuring that exemplar public services are delivered across the Gateway for the benefit of all.
- 1.14. The current network of social infrastructure servicing Thames Gateway communities is often based on outdated models of service delivery and in need of upgrading. Full and proper planning for social infrastructure is therefore essential if we are to meet the challenges of providing improved services to existing communities as well as addressing the needs of increased local populations, driven by housing development on both brownfield and greenfield sites across the Gateway. Social infrastructure services and facilities that are planned well can promote social cohesion and maximise efficient asset utilisation through co-location and integrated services reflecting new, emerging and aspirational models of service delivery.
  - 1.15. Given the extent of local socio-economic disadvantage it will be crucial to ensure that new investment in social infrastructure can also address specific local issues of inequality and deprivation. There are real concerns being raised by existing residents across the Gateway that new development will not be fully integrated or accessible to all. It will be vital therefore to ensure that investment occurs in a properly planned and transparent way for the benefit of both existing and new communities.
  - 1.16. Other concerns have been raised in relation to the scale of construction activity that will occur across the London Thames Gateway and the associated cross boundary and cross sector social implications that an



increased immigrant workforce will create, not least due to the preparations for the Olympic Games.

local authorities must develop a strategic approach to infrastructure provision when preparing them.

### Achieving true 'Spatial Planning'

- 1.17. Given the crucial role that social infrastructure plays in creating, healthy, successful and sustainable communities, the process of planning for new services and facilities forms a key component of the new 'spatial planning' agenda.
- 1.18. The core rationale for the new 'spatial' system is to move away from pure land-use considerations and ensure that future planning embraces all the various components that come together to create healthy and sustainable living and working environments.
- 1.19. Planning Policy Statement 12 (PPS 12) : Local Development Frameworks (ODPM, 2004) describes spatial planning as 'bringing together and integrating policies for the use and development of land with other policies and programmes which influence the nature of places and how they function.' (paragraph 1.8)
- 1.20. Integration is a key driver of the concept of spatial planning, and this integration will need to occur both geographically, and sectorally to bring together a range of stakeholders to address issues together and evolve appropriate solutions.
- 1.21. One of the key tests relating to the new generation of plans including Local Development Frameworks and Regional Spatial Strategies will be soundness. Unless plans are genuinely spatial, ie if they do not integrate all policies and programmes that influence places, then they risk being judged to be unsound.
- 1.22. It will therefore be crucial to ensure that the capacity of existing infrastructure and the need for additional facilities should be taken into account in the preparation of Local Development Documents, and that

- 1.23. The guidance in PPS 12 unequivocally supports the view that Development Plan Documents should be used as a policy and investment integration mechanism. It should pursue integration cross sectorally, both in space and in time.
- 1.24. In relation to social infrastructure the process must be dynamic and iterative. Effective integration will not be achieved by adopting a linear, reactive approach with an expectation that infrastructure provision will inevitably follow development. Infrastructure planning and delivery should be anticipatory. Existing infrastructure capacity will need to be a key factor in prioritizing growth allocations. Equally new growth allocations should be made in those areas where infrastructure provision will be most cost effective.
- 1.25. The barriers to spatial planning in general and to integrated resource and infrastructure planning in particular are significant – technical, political, organizational, financial and cultural. The entrenched sectoral perspective sometimes described as silo thinking will not be overcome easily.
- 1.26. Drawing together a range of partners to consider social infrastructure as advocated by the London Thames Gateway Social Infrastructure Framework introduced later in this document will thus offer a vital mechanism to help secure the integration that is central to the new concept of spatial planning. It can provide the basis for spatial and temporal integration and enable robust investment planning to take place. At the regional, sub regional and local levels the outcome will be
  - Social infrastructure investment will be optimized;
  - Social infrastructure will be available at in the





right place and at the right time;

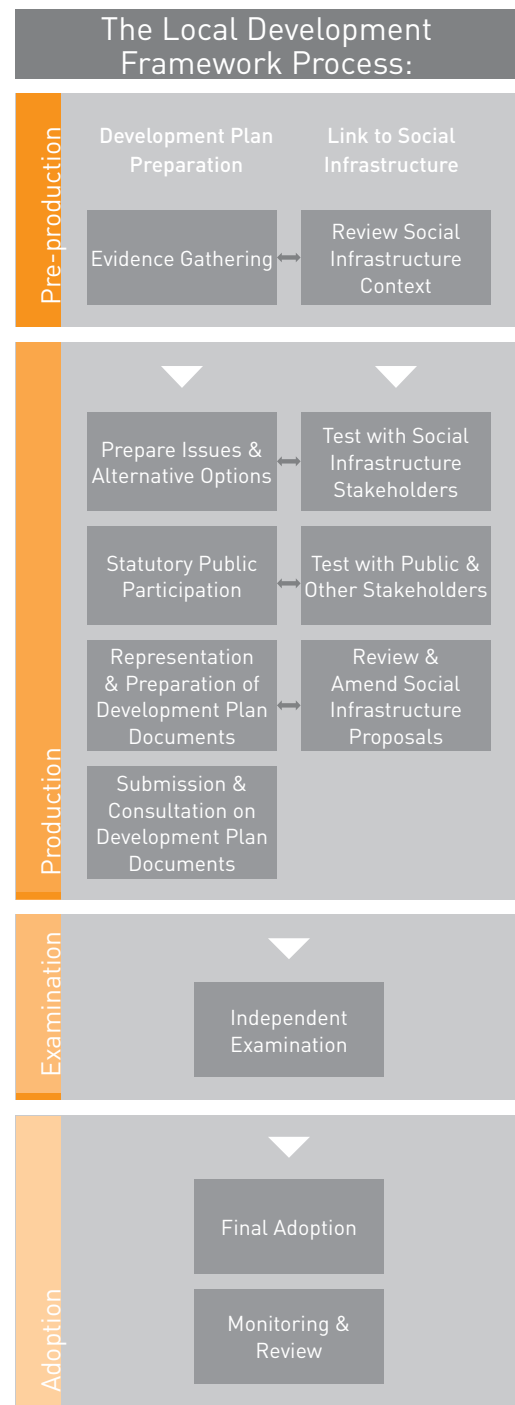
- Market confidence will be enhanced;
- Consumer confidence will be built; and
- Value for money will be achieved and waste of resources minimized.

1.27. The process to prepare new plans such as Local Development Frameworks focuses upon bringing a wide range of relevant stakeholders together to consider and plan for change. The ability to draw together the various components of social infrastructure and establish appropriate mechanisms to plan for and deliver new and improved service are therefore fundamental to achieving the best from this new spatial system.

### Social Infrastructure: Parameters & Principles for the Future

1.28. The policy environment influencing social infrastructure service delivery is fast moving, with new documents and initiatives of varying importance launched and reviewed regularly. Having said this, there are a number of key themes that illustrate the overall parameters and principles within which social infrastructure services across the London Thames Gateway should be planned for and delivered into the future. These include the following:

- Social infrastructure is a vital part of the creation of Sustainable Communities, and can act as a key focus point in local community life drawing people from different backgrounds together;
- Social infrastructure can also play a crucial role in achieving broader regeneration objectives, with direct links to education, health & well being;
- A broad range of services should be delivered from locations close to the point of need, in particular through joint working or co-location;



- High quality design and the specific sitting of new facilities should maximise the attractiveness and potential usage of facilities, whilst at the same time being in accessible and visible locations;
- Delivering high quality services at the local level would enable and lever in private sector investment to create successful, sustainable communities through the existence of high quality local public services;
- Public sector partners should come together to consider the most effective and efficient use of assets, in particular land;
- The development and implementation of Local Area Agreements (LAA) will have a key role to play as the central objectives of the Agreements are to improve service delivery, efficiency and partnership working;
- Investment is already going into the existing social infrastructure estate and as such new growth

proposals will need to be factored into current investment programmes to ensure that need and capacity issues can be considered in tandem; and

- Ensuring 'flexibility' in terms of the scope and scale of services that are delivered both through the physical design of new facilities and the configuration of activities within them.

1.29. Considerable attention is often placed on more directly physical and technical aspects of 'infrastructure' such as transport and utilities. It is crucial to ensure that when creating (and enhancing) successful living environments, full consideration is placed on the factors that can actually improve an individual's quality of life, what services and facilities are needed and what is the best way of delivering those services efficiently and effectively. This will require all stakeholders to think about new ways of working, capitalising upon the opportunities that the transformation of the London Thames Gateway could provide.

#### Hampden Gurney Primary School, London Borough of Westminster

Hampden Gurney is located on a constrained, inner urban site and provides nursery and primary accommodation. The site integrates the core school space together with adjoining residential blocks.

The building was designed to fit onto the site with play space was provided on each floor within the school building, which itself was designed to be fully immersed in the local community. This innovative and careful design enabled the project to proceed despite not meeting minimum size guidelines, but this has raised issues in terms of the relative inflexibility of the structure to accommodate potential changes in service delivery or the configuration of activities within the building over time. It was also an expensive build solution, although it has achieved savings in terms of land take and the associated realisation of land value for alternative use (residential) on the site.

The building was delivered through a public-private partnership between the school trustees and a housing developer with the school holding the freehold of the site.



More information concerning this initiative is contained in the Appendices to the London Thames Gateway Social Infrastructure Framework: Toolkit to Guide Decision Making Appendices.





## 2. Issues & Challenges

- 2.1. The importance of social infrastructure and the role that it plays in creating sustainable communities is easy to understand, as are the objectives to deliver services in an efficient and cost effective manner. However, the process of planning for and delivering services across the London Thames Gateway area is subject to a wide range of issues, challenges and barriers. These cover a number of separate themes including:
  - financial constraints;
  - project leadership;
  - working culture;
  - legal issues and regulation;
  - policy alignment;
  - building in flexibility; and
  - community and user participation.
- 2.2. Moving beyond these barriers, enabling stakeholders to innovate and evolve new ways of working will be crucial to creating a sustainable future for the Gateway and achieving the scale of population growth that is proposed.
- 2.3. Having said this, given the special socio-economic and demographic character of the London Thames Gateway and the considerable geographical area that it covers, many of these issues are exacerbated and act as key barriers to moving forward.
- 2.4. Stakeholders will need to address current shortfalls in the quality of existing service provision. New proposals will therefore need to evolve that do not merely replicate existing or 'traditional' levels of service, but actually move ahead to introduce new, better standards into the future.
- 2.5. As part of the evolution of the London Thames Gateway Social Infrastructure Framework,

these issues, challenges and barriers have been investigated in more detail and are introduced across a number of themes below.

### 1. Financial & Investment Issues

- Funding dimensions -public investment constraints and cash flow issues, even with planning contributions being taken into account, can be prohibitive especially in the early stages of a regeneration project. The planning system and associated timing of contributions must be configured to reflect where difficult market situations occur in these areas.
- Constraints to Co-operation - Joined up capital investment is difficult to manage due to different lines of mainstream stakeholder and funding accountability. There are also regulatory constraints regarding sharing of budgets. Incentive schemes to promote co-ordinated/integrated strategy, procurement and funding will need to come forward.
- Policy/Performance Alignment - Policy, service level agreement and performance standard alignment will be required at the national level.
- Inconsistent Data and Analysis Processes - The inconsistent process across different stakeholders to quantify need (i.e. population forecasting) leads to disjointed funding programmes, mis-aligned baselines and timescales for future investment planning.
- Revenue/Capital Alignment - Revenue schemes need to be addressed alongside capital schemes. More flexibility is required to respond to changing needs.





- Joint Community Engagement – across different stakeholders needs to occur to increase effectiveness, give clarity to the consultee and also to reduce the costs incurred.
- Public Risk and Reward – consideration of the timing of public/private investment potentially in return for a share in value uplift deriving from new development and public investment;
- Pooling Resources – Social infrastructure impacts can occur across administrative boundaries in particular in relation to the delivery of ‘strategic’ services. Merged budgets and ‘pooled’ developer contributions would be needed to address such circumstances, but are difficult to achieve in practice.

## 2. Leadership

- Accountability – to ensure that projects can proceed correctly, that relevant bodies have appropriate decision making powers and that partners are incentivised to secure efficient co-operation.
- Prioritisation – Government would need to recognise and demonstrate commitment to social infrastructure evidenced by a coordinated and comprehensive policy and investment programme.
- Operational Area Incongruity – Many operational areas are not the same whether at local/area or regional level. Certain activities (such as health and police) are beginning to be re-organised to reflect regional planning and housing areas and this would make co-operation and alignment easier. Similarly, if Local Authority boundaries were selected as the “local” boundary then alignment would be easier.

## 3. Cultural

- Co-operation Rationale - There are issues with regard to the devolution of funding and policy making powers to local authorities from Whitehall which may be addressed in the Lyons Review.
- Working in Silos – There is some evidence of poor communication within service deliverers as well as between them. For higher levels of strategic co-operation to be translated down to facility provision and service delivery, a simpler and more open system of dialogue will be required.
- Workforce Impacts – Delivery ‘efficiencies’ will involve broadening staff roles and combining jobs. Whilst this will be welcomed by most it may be considered unacceptable to some and invoke resistance.

## 4. Regulatory & Legal

- Foundations for Co-operation - There is a need for a change in the regulatory and in some case statutory basis to enable co-operative initiatives to come forward.
- Performance Measures - Public performance indicators require simplification. Currently they can be too service provider specific and focus on particular facilities rather than on the wider outcomes for the community.
- Duplication of Responsibility - A significant amount of duplication occurs through the proliferation of partnerships with overlapping responsibilities and different priorities.
- Best Value – The current process for generating public capital receipts from the disposal of



surplus public assets at “best value” can remove the opportunity to deliver social infrastructure efficiently. Best value must recognise the wider regeneration and social benefits and not focus on financial return.

- Exclusivity - Current individual initiatives such as NHS Lift and DfES BSF are sector specific and do not provide for sharing with other service providers thus limiting opportunities for joint working.
- LA/PCT Delegation Constraints - The inability of Local Authorities/PCTs to delegate their statutory discretion to other bodies.

### 5. Policy

- Spatial Planning – The new spatial planning system should play a key role and provide the common link through service planning activities. This needs to be fully understood and implemented.
- Strategy Alignment – Many service provider strategies are not subject to wide public scrutiny except through a mixture of regional and local stakeholder consultation. The interaction between different strategies needs to be managed and further consideration given as to how these could and should affect each other.
- Plan Rationalisation - The production of fewer plans as supported by the ODPM rationalisation programme needs to be incentivised by offering it across all Local Authorities.
- Timescales of Inter Service Provider Agreements - There is a need for stakeholders to have the

ability to enter longer strategic partnership agreements with other stakeholders and this should be linked directly to funding availability.

### 6. Buildings

- Specification – Any specific building specifications will need to be flexible to allow different activities to occur as needs evolve and change over time.
- Managing Growth – Population growth will deliver cross-boundary demand impacts and full strategic coordination will be required to formulate appropriate responses.
- The Use of Buildings & Lifetimes – Different services require buildings with different lives and maintenance/service requirements. Security of tenure is normally a pre-requisite of any public or private investor and as with vertical mixed use aspirations can lead to landlord and tenant issues.

### 7. Communities

- Community Engagement – The democratic deficit requires wider community engagement in strategy and needs assessment. This is particularly important in relation to the delivery of services that affect peoples lives.
- Existing and Emerging Communities - Engaging with new communities as they emerge is essential as they may not fit into existing democratic structures. This is difficult across the London Thames Gateway in terms of forecasting exactly ‘who’ will be living there in the future.



- Varying Community needs - Different communities and individuals have different needs and different cultural and other requirements which need to be captured.

2.6. The review of issues, challenges and barriers has revealed the complexity of delivery and the problems that are faced by stakeholders wishing to deliver effective and financially efficient services for the benefit of local communities. This will have many implications upon how stakeholders can work together into the future to achieve real benefits in terms of upgrading public services.

#### Coram Community Campus, London Borough of Camden

The Coram Community Campus is a multi-agency facility that provides health and social care services for children and parents.

The Campus is located within a deprived inner urban location that contains a high proportion of minority ethnic, refugee and homeless families. The Campus illustrates the range of services that can be delivered from one location, but early research into its effectiveness illustrates that there is a long period of learning that has to be gone through once the facility has become operational before the full impacts and benefits can be assessed.

Funding for the Campus was initially secured from the Single Regeneration Budget, but ongoing revenue funding has been a key issue.



More information concerning this initiative is contained in the Appendices to the London Thames Gateway Social Infrastructure Framework: Toolkit to Guide Decision Making Appendices.



## 3. The Rationale for Action

### What we want to achieve

- 3.1. The Thames Gateway Growth Area includes some of the most disadvantaged areas in the country, containing communities that have substantial social infrastructure requirements for existing populations as well as those deriving from the proposed scale of new development. The core rationale for the London Thames Gateway Social Infrastructure Framework (LTG-SIF) is to ensure that future public investment in Social Infrastructure comes together in a cohesive and efficient fashion for the benefit of all.
- 3.2. Socio economic disadvantage, deprivation and inequality must be addressed, as recognised by a number of Government policy documents. Efficient and effective public services have a key role to play in enhancing community and personal well-being, improving educational and economic performance and building community spirit and social cohesion. The challenge and opportunity presented by the London Thames Gateway creates a unique set of circumstances within which growth and regeneration will need to occur into the future. The public sector has a key role to play here, assisting not only to address underlying socio-economic disadvantage and inequality, but also by helping to create the climate to stimulate private sector investment, population growth and diversification.
- 3.3. The planning for and delivery of social infrastructure has occurred within the context of major Government re-organisation over the past few decades, which has resulted in complex and in some instances restrictive legal and regulatory frameworks that in effect can hinder the ability to deliver the best possible services and social infrastructure facilities. The rationale for change, and 'doing something better' is clear, and driven by a number of factors including:

### Helping to build truly 'Sustainable Communities'

- Delivering improved services and facilities that provide better levels of service than today, located conveniently to new and existing population bases and are directly responsive to their needs;
- Ensuring that communities are balanced in housing tenure, access to jobs, skills development and socio-economic support with appropriate social infrastructure as the foundation to help them to become more prosperous, safe and attractive.

### Sharing Best Practice & Proper Planning

- Ensuring that planning for social infrastructure is taken forward in a comprehensive and co-ordinated manner;
- Removing barriers between different stakeholders who often plan in isolation;
- Bringing forward solutions that learn from good practice.

### Promoting the Profile & Importance of Social Infrastructure in the development process

- Ensuring that Social Infrastructure is given equal weight as other 'physical' infrastructure that will be required to deliver sustainable communities across the Thames Gateway;
- Enshrining the delivery of social infrastructure into the new 'spatial planning' processes that are evolving through the new planning system and emerging Local Development Frameworks;
- Ensuring that social infrastructure is given due and proper attention in the developer contributions process and the potential Planning Gain Supplement.





### Contributing towards Social Cohesion & Community Integration

- New development needs to be “integrated” into existing communities. The potential to secure social infrastructure for existing communities needs to respond (and be accessible) to both existing and new communities;
- Social infrastructure has a key role to play in promoting social cohesion, bringing different socio economic and ethnic groups together, and creating a true sense of community belongingness.

### Enhancing Service Delivery

- Taking forward the ‘joined up’ Government agenda to deliver more customer focused and efficient processes;
- Enabling separate stakeholders to consider the best ways of working together, free from regulatory, legal or administrative constraints that may be currently restraining them from doing so;

- Enabling modern services to be delivered at the right time and in the right locations to respond to local needs.

### Ensuring Financial Efficiency

- Ensuring cost effective delivery by considering new ways of delivering services;
- Promoting economies of scale through co-location and integration, introducing cost savings in capital and revenue streams.
- Making the most efficient use of land and buildings across the entire public sector property estate.

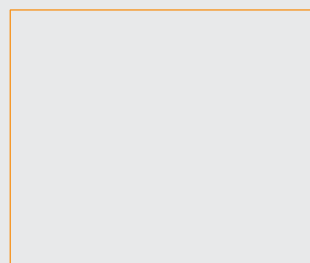
- 3.4. Overall, the aspiration to optimise ‘joined-up’ Government in the delivery of social infrastructure should secure cost effectiveness and improved value for money, serve community and individual needs in an efficient manner, respond to changing needs and engage the private sector in the process.

#### Castle Green Community Facility, London Borough of Barking & Dagenham

Castle Green contains a wide range of community services including a children’s centre, community library, secondary school, adult college, performing arts and conference facilities. The site also includes space for a local Connexions office, a local base for the Metropolitan Police and a health centre.

The facility serves a large relatively deprived area in the London Thames Gateway. Stakeholders have come together to deliver a range of services from one location, which in itself has identified a range of barriers that have had to be overcome through the project evolution and delivery process.

The centre has been delivered through the Private Finance Initiative with the Local Authority retaining ownership and occupation through service level agreements.



More information concerning this initiative is contained in the Appendices to the London Thames Gateway Social Infrastructure Framework: Toolkit to Guide Decision Making Appendices.



- 3.5. Increasing the responsibilities of Local Authorities working closely with their partners in areas of community engagement and public policy and service alignment presents a particular opportunity to introduce and develop an overarching Framework that can assist to guide the process.
- 3.6. What is clear is that it will not be possible to deliver healthy, successful and sustainable communities across the London Thames Gateway without full and proper consideration of social infrastructure. Stakeholders will need to come together to ensure that the planning and procurement of services and facilities delivers the best solution to address local needs both now and with flexibility to adapt into the future.

### Introducing the Criteria for Public Stakeholder Co-operation

- 3.7. The review of issues, challenges and barriers has revealed the complexity of delivery. In many instances, the operational and policy basis of Social Infrastructure providers has not (and in some cases can not) lead to a co-operative approach that can most benefit the community in need.
- 3.8. The exercise has established that there are often good reasons for an individual stakeholder approach. Having said this, it is important to think about how things could also be done differently to deliver optimum solutions. To advance this thinking a set of criteria has been considered, against which justifiable co-operation might be addressed, at higher strategic / stakeholder and lower project / service levels. These criteria address a number of the issues and barriers highlighted earlier in this document and would enable stakeholders to innovate and embrace new ways of responding to need.

- 3.9. The approach to co-operation, planning and delivery will require delineation across a number of levels and will need to reflect the criteria illustrated below.

### Criteria for Co-operation

- Common data: the data for calculating current and projecting future social infrastructure needs is available and can be shared.
- Common performance targets and measures: PSA performance targets and priorities for intervention are complementary or shared and can be established in a single commitment.
- Clear stakeholder roles: the roles and responsibilities of the public bodies can be clearly defined and distinguished.
- Common client characteristics: the client body or group is the same demographically, geographically and/or by reference to agreed levels of deprivation. e.g. schools in NDC areas and programmes seeking to resolve drug and alcohol abuse
- Multiple public service needs: the client body or group has multiple needs.
- Phased service needs: the client group or body requires a phased approach to achieve a public service objective. this may be simply an issue of ageing e.g. from child, through student to employee or it may be a development in capability or skill level such as from illiterate/ innumerate to competent.
- Interdependent or chronological service needs: the nature of the service follows naturally from



one sector to another or is interdependent, such as from social care of the elderly to health care or from better health to increased employability.

- Service inter-relationship: the nature of the public service impacts upon another. Such as the statutory spatial planning process and the regional strategies for health, education and welfare.
- More cost effective: the funding of an integrated service is more cost efficient.
- Common service delivery location opportunity: the route to or supply of a public service might be managed from a common point.
- Speedier decisions: decision taking is managed to an optimum speed.
- Utilising existing processes: LSP / LAA, etc

#### Dalmellington Area Centre, East Ayrshire

The Dalmellington Area Centre provides direct access to a wide range of public services, including general council services, the local police service, a business and technology centre and facilities for local ambulance services.

The centre serves a deprived, relatively rural community. Local service providers and the wider user community were heavily involved in the design of the Centre. The project was designed around broad social outcomes for the community, not narrow service specific targets. This has led to a project that has strongly focussed upon the needs of the community itself, encouraging partners to extend beyond the confines and constraints of individual parties.

In terms of implementation and delivery, funding for the Centre was secured by pooling across a range of community services, but ongoing funding and resourcing issues have remained.



More information concerning this initiative is contained in the Appendices to the London Thames Gateway Social Infrastructure Framework: Toolkit to Guide Decision Making Appendices.



## 4. Introducing the Framework

### Introducing the London Thames Gateway Social Infrastructure Framework

- 4.1. It is clear that to deliver strong, successful and sustainable communities, investment in social infrastructure will need to occur in a planned and co-ordinated manner.
- 4.2. Given the unique characteristics of the London Thames Gateway and the recognition of the key role that the public sector will need to play in assisting to deliver growth and regeneration, the Office of the Deputy Prime Minister (now the Department of Communities & Local Government) approved funding for the “London Thames Gateway Social Infrastructure Framework” (LTG-SIF) Project.
- 4.3. The core objective of the project was to establish a guiding Framework that could assist in the social infrastructure planning and delivery process. It builds upon current and emerging Government guidance, local experience, and successful models that have been developed nationally and internationally.
- 4.4. Given the geographic, socio-economic and administrative diversity across the Gateway, there will not be a specific solution or ‘one size fits all’ approach. The LTG-SIF in effect provides an evidence base and promotes a methodological approach that can be used by local stakeholders within a variety of different circumstances to assist in the local decision making process. Recognising this diversity, the Framework is intended to be flexible to respond to local conditions when being applied across specifically defined areas of the Thames Gateway.
- 4.5. The LTG-SIF should be considered as the first step in a process that aims to deliver better social infrastructure into the future. There will be a

number of further steps that will need to be taken to implement the Framework across a number of levels.

### Scope of the Framework

- 4.6. Recognising that delivering sustainable communities and promoting community well-being require a wide range of services and facilities to be planned, the LTG-SIF addresses four broad social infrastructure ‘sectors’, namely:
  - education (early years/childcare, primary, secondary, further/higher/adult education),
  - health and social care,
  - recreation, culture, community and leisure services, and
  - emergency and essential services.
- 4.7. Whilst these four key sectors have been identified for the purposes of the Framework, it is recognised that there will be a far wider range of social and community based services and facilities that will also need appropriate planning and consideration. The Framework does not attempt to directly address services and facilities beyond the key sectors identified above, but remains flexible to enable service planners and providers to consider the potential to incorporate additional components as local circumstances may dictate.

### Aims & Objectives of the Framework

- 4.8. The key aim of the Framework is to identify, appropriately plan for and assist in the delivery of the social infrastructure to support the London Thames Gateway growth and regeneration agenda.





4.9. The Framework has broad objectives to:

- Promote debate and inform the decision making process in Government;
  - Embrace the importance of social infrastructure during policy formulation at all levels;
  - Enable service delivery agencies to better manage uncertainties in the development and forecasting process by helping to provide a mechanism that will identify the social infrastructure required alongside housing developments;
  - Understand and lessen the barriers resulting from many delivery agencies having different institutional boundaries, funding regimes, planning catchments and conceptual frameworks;
  - Promote, where appropriate, joint planning and delivery processes that can provide co-located or integrated services and facilities where there is a demonstrable benefit for service users;
  - Share data information between stakeholders to guide joint planning of service & facility needs;
  - Provide opportunities for the creation of joint delivery vehicles based on models of best practice, promote the efficient use of resources and provide opportunities for convenient co-location and integrated service delivery.
  - Ensure that appropriate engagement is incorporated into the process, valuing the contribution of stakeholders and end users of services and facilities in planning and delivery.
- Consider and prioritise the workforce and local economic development impacts related to the planning for new and improved social infrastructure services and facilities across neighbourhoods throughout the Thames Gateway, ensuring that planning the workforce 'capacity' is not simply more staff, but about opening up opportunities to use resources in new ways, outside of traditional job roles and responsibilities.

#### Components & Levels of Operation

4.10. The LTG-SIF will operate across three broad levels:

- Strategic – prioritising social infrastructure when evolving policy, establishing overall objectives, aligning these into strategies, and addressing barriers to delivery;
- Stakeholder – informing policy development and assisting in the planning process, implementing the Framework methodology at a local level and ensuring fit with local strategies;
- Project – guiding the local project development and delivery process.

4.11. Each of these three levels will have their own set of issues and implications, and stakeholders up and down an overall 'Delivery Chain' will need to apply the Framework to achieve the core objectives.

4.12. The LTG-SIF contains three core separate but interrelated components within which the consideration of social infrastructure should be taken forward:

- 'The Case for Social Infrastructure Planning' sets out some of the key issues relating to the



delivery of social infrastructure, the rationale for change and the role of the LTG-SIF;

- 'The Social Infrastructure Planning Toolkit' sets out in more detail a methodological approach to assist service and facility planning and the various inter-related issues that need to be considered, including the approach to engagement and workforce development; and
- 'Barriers and Hurdles' which sets out a more detailed review of the issues that are currently faced by service providers in the context of the London Thames Gateway growth agenda.

### Applying the Framework

- 4.13. The core component of this Framework is the development of an appropriate methodology that can be adopted to assess social infrastructure needs and enable service providers to formulate appropriate cost-effective responses across the London Thames Gateway. This is referred to as the 'Toolkit'.
- 4.14. Implementation of the Framework will be achieved in part through implementing the methodology contained in the Toolkit across specific localities within the London Thames Gateway, particularly those that have been identified to accommodate significant population change as part of the Sustainable Communities Plan, to generate "Local Social Infrastructure Frameworks" (Local SIFs) which will assist to clarify the scope and scale of social infrastructure requirements on a local basis, and assist stakeholders to move forward into delivery.
- 4.15. The Toolkit includes a body of evidence to guide the decision making process and includes a review of

the various policy positions across the education, health, social, open space and emergency/essential services. It presents an approach to engaging with stakeholders and the local community, and considers issues relating to the workforce. It also provides information relating to alternative approaches to securing delivery.

- 4.16. As has already been mentioned, the LTG-SIF will be an early stage of an overall process. The application of the Framework will need to be taken forward by a range of stakeholders both in terms of working within the parameters and principles established by the 'Toolkit', and ensuring that the aspirations of the Framework are achieved.
- 4.17. As this process will require strong leadership to guide and ensure effective partnership working. The relevant Local Authority will have a clear leadership role here potentially through the Local Strategic Partnership, or through their strategic planning functions, especially in relation to ensuring 'intergrated' working to deliver against the spatial planning agenda.

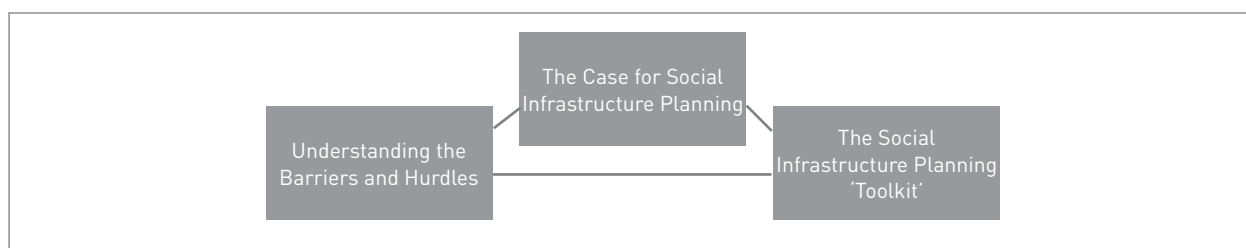
### Aligning the Framework with the Spatial Planning Agenda

- 4.18. It will be crucial to ensure that the objectives and principles advocated by the LTG-SIF and any localised SIFs (such as at London Borough level) are fully recognised, endorsed and consistent with other relevant spatial planning policy documentation.
- 4.19. This will be particularly important in relation to planning for urban change, residential and population growth, as these issues are key drivers of social infrastructure needs.



## The London Thames Gateway Social Infrastructure Framework

### Core Components



### Core Outcomes and Influences



4.20. Across the London Thames Gateway area, this alignment and consistency will need to include the following key spatial planning documents:

- At a regional level, the London Plan and related technical analysis prepared by the GLA.
- At a sub-regional level, the East London Sub-Regional Development Framework which brings forward the policy context of the London Plan at a sub-regional level; and
- At a local level, individual Borough Local Development Frameworks and associated documents, including Area Action Plans

4.21. As illustrated at the outset of this document, the spatial planning agenda presents a key mechanism through which the LTG-SIF can be formalised across a common statutory policy basis

#### A step Change in Social Infrastructure Delivery

4.22. The evolution of the LTG-SIF should be considered as a first stage in the process to achieving a step-change in planning for and delivering social infrastructure into the future. There will be a series of next steps that will need to be implemented to take things forward, including:

- Work with government to try to bring together various policy initiatives and agree a process for more effective alignment across the London Thames Gateway;
- Work with individual stakeholders to apply and test the context of the LTG-SIF and formulate appropriate responses. In the first instance Local

SIFs should be developed for specific Local Authority (or other more localised) areas across the London Thames Gateway;

- Trial wider engagement (including community groups) in the social infrastructure delivery chain to test for more efficient social infrastructure delivery processes;
- Take forward the review of current practice and the potential evolution of 'exemplar concepts' that could be used as models for future service delivery. This should also include financial cost-benefit analysis to assess the relative financial and service delivery costs and benefits under alternative approaches to provide a benchmark of the financial implications. This would need to consider both capital and revenue costs.
- Documenting best practice, publishing and promoting this into the future.

4.23. The Framework starts the process and will assist stakeholders to move forward, but the physical outcomes of the Framework will need to come forward through application at the local level, the identification of projects and formulation of delivery vehicles to move forward into implementation.



## Glossary of Terms & Acronyms

AAP	Area Action Plan. Part of the new Local Development Framework planning process
BSF	Building Schools for the Future
DfES	Department for Education & Skills
LA	Local Authority
LAA	Local Area Agreement
LDF	Local Development Framework
LIFT	Local Improvement Finance Trust
LTG	London Thames Gateway
NDC	New Deal for Communities
NRF	Neighbourhood Renewal Fund
NHS	National Health Service
ODPM	Office of the Deputy Prime Minister
PCT	Primary Care Trust
PSA	Public Service Agreement
S106	Section 106 (also known as developer contributions)
SIF	Social Infrastructure Framework
SRDF	Sub Regional Development Framework (under the London Plan)
TG	Thames Gateway
UDP	Unitary Development Plan (to be replaced by LDFs)



The London Thames Gateway Social Infrastructure Framework Partners:

Department for Communities & Local Government  
London Development Agency  
Thames Gateway London Partnership  
London Borough of Barking and Dagenham  
London Borough of Tower Hamlets  
North East London Strategic Health Authority  
London Thames Gateway Development Corporation  
NHS London Healthy Urban Development Unit

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EDAW and Bevan Brittan were appointed to prepare the London Thames Gateway Social Infrastructure Framework common methodology and to pilot that methodology in the City Fringe for the London Borough of Tower Hamlets.