

Item No. 21.	Classification: Open	Date: 22 January 2019	Meeting Name: Cabinet
Report title:		Regeneration That Works For All Framework and Social Regeneration Indicators	
Ward(s) or groups affected:		All	
From:		Councillor Leo Pollak, Social Regeneration, Great Estates and New Council Homes	

FOREWORD – COUNCILLOR LEO POLLAK, SOCIAL REGENERATION, GREAT ESTATES AND NEW COUNCIL HOMES

Where 'regeneration' had in some quarters become a dirty word, Southwark has sought to define more sharply the overall approach to managing change in the borough with a critical focus on ensuring that, in collaboration with the community, we are creating places that create new life opportunities, promotes wellbeing and reduces health economic and housing inequalities.

The priority given to the 'social regeneration' approach is to help maintain and underscore a renewed discipline that regeneration and development in our borough be shaped towards ensuring the benefits of new and income in the borough are reaching everyone, and that our diverse communities can gain confidence in their ability to shape, embrace and benefit from change in the borough.

This report sets out an update to the framework and process of how we achieve an approach to regeneration that works for all, as well as well as the means of monitoring the effects of change over time. It updates the core aims of the social regeneration approach to ensure we are taking a system-wide approach to promoting health and wellbeing; tackling gender, health, housing and economic inequalities; and placing a renewed emphasis on fostering meaningful pride of place as areas undergo change. It also sets places the collaboration with the community at its heart. To this end the new framework and process requires to be rooted in more intensive and multi-faceted consultation exercises, aided by the emerging Consultation Charter for developers setting a higher standards for how developers understand the area they're investing in, engage with communities and respond to community feedback.

As with the first social regeneration charter approved by cabinet in December for Canada Water, key core themes are established based on intensive socio-economic studies and consultation exercises, then laying the foundations for more detailed Place Plans that put into action a range of community investments. In practice, this approach will help ensure a stronger alignment of key institutions - from developers to the CCG to community groups - buying in to a positive common vision for an area. It will also ensure that we are securing additionality to the standard tariffs secured through the planning process.

We also publish here a new set of borough-wide social regeneration indicators, for residents, council and partners to track the health of the borough, on metrics ranging from physical and mental health, air quality, employment access, housing affordability and much else. Suitable local indicators will be drawn out for each social regeneration charter to assess local impacts and perceptions of change.

RECOMMENDATIONS

That the Cabinet:

1. Agree the *Regeneration That Works For All* Framework (Appendix 1) as Southwark's approach to social and inclusive regeneration.
2. Agree the Social Regeneration Indicators (Appendix 2) as the high-level indicators that will be used to monitor the impact of the social regeneration work across the borough.
3. Agree to request a report back in a twelve months time to provide an update on the Social Regeneration Indicators.

BACKGROUND INFORMATION

3. Southwark is a borough with a rich and proud history, strong communities and a great ability to transform and renew to improve the lives of our residents. It is also a place of growth, development and opportunity. The council's ambition, as expressed through the Council Plan, is of "a fairer future for all" where everyone can achieve their potential, and be more than the sum of our parts in a borough that they are proud of.
4. The ambition is underpinned by principles that guide everything that we do. These include making Southwark a place to be proud of and treating residents as if they were a valued member of our own family. It is this ambition and our fairer future values that provide the basis for developing a social regeneration policy framework.
5. Southwark adopted an initial Social Regeneration Framework in September 2017. It sets out three primary regeneration objectives:
 - A borough wide approach to improving the wellbeing of all current and future generations.
 - A One Council and partnership approach to ensure all our assets are used and aligned effectively to bring about improved wellbeing for people and places across Southwark.
 - Wellbeing as a primary outcome of all our work

Along with the framework, it was agreed that a set of high level outcome measures should be developed to monitor the impact of social regeneration and whether it is making a difference to people's everyday lives.

6. The Southwark Conversation informed the development of the social regeneration agenda. It found that the most important issues for us to tackle are: housing, public realm, transport, education, access to key services such as health and social care, and employment and training. Strengthening and supporting all communities to have pride in their neighbourhoods was also highlighted in the Southwark Conversation.

KEY ISSUES FOR CONSIDERATION

7. The social regeneration approach has a long history in Southwark, which has always been a place of visionary change. In the early twentieth century, Southwark was home to Ada and Alfred Salter, pioneering MPs who brought one of the first public health services to this corner of London. More recently, Southwark has led urban regeneration to boost local economic growth, revitalise neighbourhoods and create opportunities for all. Over the last two decades, Southwark has fallen from the twelfth most deprived borough in the UK to the forty first.
8. Working with residents, development partners and the community, Southwark is delivering exciting and complex regeneration schemes. This is helping to shape future neighbourhoods at Elephant and Castle, Aylesbury, Canada Water, Old Kent Road and the London Bridge Quarter among others.
9. Regeneration has brought thousands of new homes and jobs to the borough. Since 2010, Southwark has built more new homes than most London boroughs and has delivered among the highest number of affordable homes in the country. Regeneration has helped provide borough wide investment which would otherwise have been very difficult to achieve due to government cuts from Southwark's income. This investment has delivered improvements across the borough in transport facilities and environment improvements as well as wider benefits such as improved leisure centres, libraries, parks, community facilities, business space and healthcare facilities.
9. Southwark has improved across a range of well-being outcomes – more jobs and apprenticeships, improved educational attainment, 96% of homes classed “decent”, free gym and swim for residents at new and upgraded leisure centres and more libraries. This progress highlights the strong baseline upon which our approach to social regeneration is built. However, there is no room for complacency and there is more we can do to harness change to improve life chances and ensure that no one is left behind.
10. Our achievements created the conditions to agree an initial approach to social regeneration in September 2017 and to undertake the Southwark Conversation. The progress in the last year has prompted the development of a refreshed framework to provide a common vision to making regeneration work for everyone in Southwark. The Social Regeneration Indicators will enable us to monitor the impact of the framework, learn from our progress and be better informed to plan strategically for future social regeneration activities.

Regeneration That Works For All Framework

11. The initial Social Regeneration Framework outlined Southwark's commitment to aligning the social and physical aspects of regeneration to improve life opportunities for all. It commits to creating regeneration work for everyone with three primary objectives, as outlined in paragraph 5.
12. The updated *Regeneration That Works For All Framework* (appendix 1) builds on this to incorporate our progress and learning from the past year to develop our ambitions going forward.
13. Our approach to ensuring that regeneration works for everyone aims to create new life opportunities, promote wellbeing and reduce inequalities. It is about

harnessing change so that people have better lives in stronger communities. The *Regeneration That Works For All* Framework identifies three aims:

- **Improving life opportunities, good health and wellbeing and pride of place for all:** Priorities include making the social aspects of regeneration central to our built environment programmes, taking a system wide approach to health and wellbeing, creating pride of place for all our communities and creating cohesive neighbourhoods.
- **Investing in communities:** Priorities include creating employment opportunities, investing in community resources and infrastructure, developing inclusive and sustainable local services and shops, enabling the benefits of regeneration to extend beyond a geographically defined area and collaborating with the community in creating and protecting places.
- **Reducing inequalities:** Priorities include investing in prevention and tackling the wider determinants of inequality, taking a targeted approach to strengthen support for the disadvantaged and vulnerable and creating welcoming and safe neighbourhoods.

17. This revised framework is shaping the development of a number of documents that will be used to embed our social regeneration principles throughout the council and facilitate implementation at a local level. Social Regeneration Charters set out the policy context, vision and priorities for each regeneration area. Social Regeneration Place Plans sit underneath each Social Regeneration Charter and detail how the charter's vision will be implemented. They will include community investment commitments, developer commitments, council commitments and partner commitments. Area specific indicators will help monitor the impact that the charter and place plans are having.
18. The framework ambitions will guide all our regeneration work but will need to be delivered in a flexible way. For example, the principles and visions of the local social regeneration charters will reflect the demographics, needs and aspirations of the local community. The place plans will vary on a locality basis depending on the features of each area and its regeneration process.

Social Regeneration Indicators

19. The Social Regeneration Indicators (Appendix 2) sit alongside the *Regeneration That Works For All* Framework and the Council Plan to assist in monitoring the impact that change and regeneration is having across the borough and within localities. The findings will be used to understand the impact of our regeneration programmes, learn from our own progress, inform council policies and projects, plan strategically for the future and influence others.
20. Our approach to ensuring regeneration works for everyone is multi-disciplinary, requiring effective partnership working, integrated approaches to problem solving and strong involvement of local communities. A single, borough-wide indicator set will help to focus our attention on what is important and demonstrate how we are working collaboratively. These indicators are aligned to the Council Plan and cover a number of key issues, including health and wellbeing, employment, housing, satisfaction with local area and air quality.
21. The indicators were developed in collaboration with colleagues from across the council. Community and voluntary representatives were also engaged in the process.

22. A set of principles have guided the development of this set of indicators:
- Build on existing plans, strategies & indicators in the borough - Outcome measures should draw on existing work and areas of good practice and reflect local partner aspirations.
 - Measure differential impacts - Where possible, measurement should allow for outcomes to be reported for different population groups to determine the state of inequalities.
 - Ensure balance between objective and subjective indicators - Perceptions of local communities about the impacts and benefits of regeneration are a key component of the outcomes measures as we seek to understand whether residents feel that social regeneration is working for them.
23. These indicators will be shared with residents via the council website so they can track the state of social regeneration in Southwark and see how it affects our health and wellbeing and reduces inequalities. Cabinet will receive an update report on progress of the indicators on an annual basis. Some of the indicators are collected nationally, some locally and some subjective measures will be added to the resident's survey. We will aim to provide benchmark data where available.
24. Area specific indicators will also be developed to assist in monitoring the progress of the social regeneration charters and place plans. These indicators will be used to understand the impact that regeneration activities are having at a local level and help identify future actions.
25. In addition to the key indicators, it is important to understand peoples' lived experiences of regeneration and how these are changing over time. While periodic surveys can provide some of these insights, there are richer and more comprehensive insights to be obtained from using qualitative approaches using key informant interview, participant observation, focus group interviews etc. These have already been successfully used in the Old Kent Road and Canada Water regeneration sites and there will be opportunities to develop and promote these approaches to complement the use of the indicators in the future.

Community impact statement

26. The *Regeneration That Works For All* Framework puts people and communities at the centre of everything we do. We have used the outcomes of the Southwark Conversation, the largest engagement exercise ever undertaken by the council, to shape the Council's social regeneration ambitions.
27. Community collaboration is a focus of our social regeneration approach. This approach will ensure that we work with communities to co-identify priorities and co-design solutions. We will create and provide opportunities to identify local needs and voice their aspirations and concerns at every step of the process. We will use innovative methods to engage and proactively seek out groups we do not often hear from to ensure the views of all our residents and communities are considered. Our regeneration plans will be shaped and updated to reflect what is said, heard and learned from the community. This will help us create places and spaces that are inclusive, accessible and welcoming for all our communities.
28. NICE guidance endorses community engagement as a strategy for health improvement. Local government and their partners have important roles in creating safe and supportive places, fostering resilience and enabling individuals

and communities to take more control of their health and lives. The development of a social regeneration policy framework is built upon these considerations.

Policy implications

29. The framework has been partly designed from a review of literature of social regeneration and the common principles underpinning it. The updated framework is also developed from a capture of work already underway across council services and the learning from our social regeneration work so far. This includes lessons from previous major regeneration programmes in the borough, what we have learnt from the Southwark Conversation and the development of the social regeneration charters that are already underway.
30. Policies attached to the New Southwark Plan (NSP) will ensure physical change goes hand in hand with positive social change. It is proposed in the NSP that development should contribute towards social regeneration by enhancing the health and wellbeing of residents. The *Regeneration That Works For All* Framework and the indicators are informed and aligned to the Council Plan 2018, and will align with key strategies to improve well-being such as Southwark's Housing Strategy, Air Quality Strategy, Cultural Strategy, Economic Wellbeing Strategy, Voluntary & Community Sector Strategy and plans around youth and play.

Resource implications

31. This report proposes an updated strategic approach to ensuring regeneration works for everyone. It will be used to influence council policies, projects and activities and guide delivery of shorter time milestones in the new Council Plan. Resources for those projects will be delivered within planned budgets. There is no specific resource implication attached to the Framework itself. As the Framework is implemented there may be consequential impacts on how resources are planned and these will be presented to cabinet as required.

Legal implications

32. In the exercise of its functions, the council is subject to the public sector equality duty, in section 149 Equality Act 2010. Social regeneration is about creating opportunities, promoting wellbeing and reducing inequalities so people can achieve their potential. The Framework and consequential work will be delivered with regard given to the objectives described in section 149.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy (NBC/20181218)

33. This report asks cabinet to:
 - (a) agree the *Regeneration That Works For All* Framework (Appendix 1) as Southwark's approach to social regeneration, ensuring regeneration works for everyone.
 - (b) agree the Social Regeneration Indicators (Appendix 2) as the high-level indicators that will be used to monitor the impact of the social regeneration work across the borough.

34. As it is a decision on a matter that affects more than one portfolio area, it is appropriate for the decision to be taken by cabinet in accordance with Part 3D of the council's constitution.
35. Local authorities in England were until 2015 subject to a requirement to produce a "sustainable community strategy" for promoting and improving the economic, social and environmental well-being of its area and contributing to the achievement of sustainable development. This accompanied a general power to do anything the council considered likely to achieve these objectives, which in 2012 was itself revoked, in relation to local authorities in England, and replaced by the "general power of competence" giving councils the power to do any thing that individuals generally may do. Councils also retain their subsidiary power under section 111 Local Government Act 1972 to do anything calculated to facilitate, or is conducive or incidental to, the discharge of any of their functions.
36. In 2012 local authorities in England were made subject to a duty to take such steps as they considered appropriate to for improving the health of people in their areas (section 2A National Health Service Act 2006, as amended). The summary of the aims of the emerging framework (at paragraph 17) states that health and well-being is at the centre of the council's developing approach to social regeneration. It can be said therefore that a development and adoption of the framework is directed at facilitating, and/or is conducive or incidental to, the fulfilment of council's duty in this area.
37. Paragraph 32 of the report refers to the public sector equality duty in section 149 Equality Act 2010. This requires the council, in the exercise of all its functions, to have due regard to the need to:
- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
 - (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
 - (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

The duty will apply throughout the development of the policy framework.

Strategic Director of Finance and Governance (FC18/028)

38. This report requests cabinet to agree the proposed Social Regeneration Framework (Appendix 1) and agree the Social Regeneration Indicators (Appendix 2). Full details are contained within the main body of the report.
39. The Strategic Director of Finance and Governance notes that there are no immediate financial implications arising from this report.
40. Staffing and any other costs connected with this report to be contained within existing departmental revenue budgets.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Social Regeneration – Emerging Framework and Next Steps	Public Health 160 Tooley Street London SE1 2QH	Jin Lim Jin.lim@southwark.gov.uk
Link (please copy and paste into your browser): http://moderngov.southwark.gov.uk/documents/s70939/Report%20Social%20Regeneration%20Emerging%20Framework%20and%20Next%20Steps.pdf		
Report: Southwark Conversation – Additional Analyses and Dissemination	Public Health 160 Tooley Street London SE1 2QH	Jin Lim Jin.lim@southwark.gov.uk
Link (please copy and paste into your browser): http://moderngov.southwark.gov.uk/documents/s76579/Report%20Southwark%20Conversation%20Additional%20Analyses%20and%20Dissemination.pdf		

APPENDICES

No.	Title
Appendix 1	Regeneration That Works For All: An Approach to Social Regeneration in Southwark
Appendix 2	Social Regeneration Indicators

AUDIT TRAIL

Cabinet Member	Councillor Leo Pollak, Social Regeneration, Great Estates and New Homes	
Lead Officer	Kevin Fenton, Strategic Director of Place and Wellbeing	
Report Author	Tizzy Keller, Public Health Policy Officer (social regeneration)	
Version	Final	
Dated	14 January 2019	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Director of Law and Democracy	Y	Y
Strategic Director of Finance and Governance	Y	Y
Cabinet Member	Y	Y
Date final report sent to Constitutional Team	14 January 2019	