

<b>Item No.</b> 18.	<b>Classification:</b> Open	<b>Date:</b> 17 September 2019	<b>Meeting Name:</b> Cabinet
<b>Report title:</b>		Old Kent Road Social Regeneration Charter	
<b>Ward(s) or groups affected:</b>		Old Kent Road	
<b>Cabinet Member:</b>		Councillor Leo Pollak, Social Regeneration, Great Estates and New Council Homes	

## **FOREWORD - COUNCILLOR LEO POLLAK, LEAD MEMBER FOR SOCIAL REGENERATION, GREAT ESTATES AND NEW COUNCIL HOMES**

The purpose of the ‘social regeneration’ approach is to not only ensure that regeneration in our borough is properly working for all, reducing health housing and economic inequalities in our borough, but that the top-down strategies and plans of the council, CCG, developers and other large institutions are properly aligned with the bottom-need needs and initiatives of the community, captured in one common vision. As the defining regeneration in our borough, the Old Kent Road social regeneration charter takes on an additional significance, as a statement of how development along with the Old Kent Road will result in a radically improved living environment for its residents, drawing out tangible benefits that will improve residents health and wellbeing.

This report presents the council’s consultation draft, itself the product of thousands of conversations across numerous business and community forum meetings, as well as a number of surveys and socio-economic studies of the area. The sum of this multi-faceted listening exercise is presented in the form of ten high level demands we make of ourselves and other organisations, setting the means of measuring and tracking progress against them.

These include ambitious commitments to meet the entire registered housing need in the area, while driving significant investment into our estates. It also requires drastic improvements in the air quality of the Old Kent Road, a doubling of the acreage of open space in the area, and an expansion of and improvement of the schools and healthcare available in the area. We also introduce a new approach for building on the existing economic strengths of the area, including a ‘first refusal’ for existing businesses on all new employment space created from new development, as well as the measures for building what would be the largest living wage neighbourhood in the country. As part of the ‘first refusal’ approach we are also mapping in detail all new non-residential uses and their sector suitability, as part of an exercise to better understand the options for key existing employment clusters on the Old Kent Road to not only survive but thrive as the area changes.

First and foremost though is a commitment to shape new high density neighbourhoods along the Old Kent Road as ideal places to grow up and enjoy the best start of life, with the challenge to ensure a suitable quality and expansion in sports leisure and youth facilities.

The emerging plans for the Old Kent Road point towards 20,000 new homes, 10,000 new jobs and the extension of the Bakerloo line into the area, with great potential for improvements in individuals and community wellbeing. The social regeneration charter provides the council and residents with a means of gauging and adapting to ensure our residents are the primary beneficiaries of change along the Old Kent Road.

## **RECOMMENDATIONS**

1. That Cabinet agrees the Old Kent Road Social Regeneration Charter [OKRSRC] attached as Appendix 1 to this report for consultation.
2. That Cabinet will agree the final OKRSRC following consultation.

## **BACKGROUND INFORMATION**

3. 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. This ambition provides the basis for *The Regeneration That Works For All* Framework which outlines our vision that "the places where people live, now and in the future, create new life opportunities, promote wellbeing and reduce inequalities so that people have better lives in stronger communities." The framework is shaping the development of social regeneration charters to embed our regeneration for all principles throughout the council and facilitate implementation of the framework's commitments at a local level.
4. The New Southwark Plan Proposed Submission Version has recently concluded a final round of consultation on amended policies in May 2019. The New Southwark Plan sets out a strategic policy SP2 on Social Regeneration and a vision, policies and site allocations for the Old Kent Road which are applicable to development in the Old Kent Road.
5. On 12 December 2017, cabinet agreed to the Old Kent Road Area Action Plan (OKRAAP): Further Preferred Option following policy amendments to the consultation on 20 June 2017. The area action plan sets out an ambitious growth strategy for Old Kent Road and the surrounding area which is designated as an opportunity area by the London Plan. Over the next 20 years the opportunity area will be transformed, including the provision of new underground stations as part of the Bakerloo Line Extension, 20,000 new homes, including affordable homes and 10,000 additional jobs. Extensive consultation on the plan has taken place on two formal drafts of the AAP. The AAP identified methods by which the regeneration can benefit existing communities. These include the need for growth in housing, transport, quality of the environment, health and equal opportunities, cultural and leisure space. While the OKRAAP focuses on the planning aspect of growth in the borough, the OKRSRC ensures the alignment between these plans with the social aspects involved in regeneration, which includes providing a vision and monitoring of health, education and training and community cohesion.
6. A report was taken to Cabinet on 18 June 2019 that followed the 11 December 2018 Cabinet report titled "Allocation of Local Community Infrastructure Levy funding" on how we could improve the allocation of local Community Infrastructure Levy. Cabinet approved the introduction of Community Investment

Plans (CIPs), which create a programme for how local CIL is spent. CIPs will be strategically developed to ensure local CIL supports growth and tackles inequalities. CIPs will contain four strategic priorities, three of these will come from the social regeneration charters and each ward area will develop an additional theme to guide key areas of need within the ward(s) The plan would be refreshed every three years and applications will be submitted and matched against the following suggested criteria;

- Meets one of the proposed themes of the community investment plan
- Is a one-off scheme that does not require additional revenue funding from the council in its delivery or subsequent operation.
- Relates to a council plan commitment
- Identifies how any revenue funding will be generated– offering value for money
- They should address the impact of new development
- Should explain who will benefit the local community and how it tackles inequalities.

7. In 2017 the council undertook the biggest community engagement exercise of recent times, the Southwark Conversation, the outcomes of which are shaping plans for place-making and improving overall well-being. This has been followed by the *Southwark Approach to Community Engagement* which set out the council's vision and principles for engagement and was adopted by cabinet in April 2019, with further developments to be made over the summer. As the borough grows and changes, the council's aim is to make sure that our communities have the opportunity to take part in the decisions which affect their lives and communities.
8. The Development Consultation Charter was developed and approved by cabinet in April 2019. It is currently in the process of being implemented on all new planning applications submitted within the Old Kent Road Opportunity Area. This Charter forms part of the Statement of Community Involvement which sets out how we consult on planning and is an agreed way of working with developers and the community. The Charter requires the submission of an Engagement Plan, describing what the developer will do to involve those affected by their proposals as part of the validation stage of submitting their planning application at pre-application stage. The summary of the activity and the outcomes of local engagement will be a validation requirement for any planning application, and is expected to set out how the community has shaped the proposed development and where it was not possible to provide evidence, a justification for this reasoning.
9. The scale and duration of the programme of physical regeneration at Old Kent Road is unique in the context of Southwark. Total investment by the private sector is likely to exceed £3.5 billion and the public sector will invest significant additional funding to provide the necessary infrastructure to support the anticipated growth. There is a once in a generation opportunity to deliver positive social, economic and health benefits for our residents. The OKRSRC is intended to provide a strategic framework to inform future interventions, ensuring that the masterplan delivers positive outcomes for the local community and Southwark.

## **DEVELOPING THE CHARTER**

10. The OKR SRC has been shaped using information from consultations undertaken since 2015 with local residents and businesses on the future of the Old Kent Road, as well as demographic data and evidence-based research which included quantitative surveys with individuals and qualitative focus groups and workshops. There have been two major rounds of consultation in the area since 2015 and together these have included over 80 formal events and over 1700 respondents.
11. The findings for the resident consultation include the need for additional schools to accommodate the growing population; including heritage elements within the new community plans and integrating old and new concepts of the Old Kent Road; providing parks and green spaces; supporting existing industrial land, creative communities and local businesses and improved town centres.
12. The Old Kent Road Business Consultation highlighted the need for affordable working spaces; the need for industrial areas to be maintained and integrated with new employment sectors; more sustainable modes of travel to make it easier for people to have mobility around the area; security of tenure for business units; improved digital infrastructure and ensuring businesses encourage local employment.
13. The OKR SRC has also been informed by the findings from 2016 Ipsos Mori research funded by the Guy's and St. Thomas's Charity undertaken to investigate how to enhance the impact of planning policy on health outcomes and health inequalities in the OKR. This research found that there were concerns about integration between old and new communities and how change will impact on community structures and social isolation – the lack of places to go is an issue in the area. It also indicated that sustainable lifestyles should be promoted by improved health facilities and more walking opportunities.

## **KEY ISSUES FOR CONSIDERATION**

14. A Social Regeneration Charter (SRC) is a high-level, area-specific document informed by the Southwark Regeneration Framework. The intention is that there will be an SRC for every area in Southwark developed with a methodology that is contextually appropriate. The Old Kent Road Social Regeneration Charter (OKRSRC) attached as Appendix 1 to this report sets out:
  - A summary of the values, vision, priorities and goals of the area
  - Methodology for tracking our progress
  - Map of the area
  - Three strategic goals and their ten underlying promises
  - Indicators to implement and monitor each of these ten promises
15. The summary sets out:
  - LB Southwark's Values;
  - The vision statement which builds on the OKR AAP vision for a place which has Regeneration that works For All;
  - Priorities developed from the AAP and community consultations and;
  - The emergent goals for the OKR.

16. The methodology for tracking our progress includes:
  - Tracking through the use of indicators and;
  - Tracking investments in line with Local Place Plans and Community Investment Plans.
  
17. The map of the area:
  - Outlines the geographical area as the same area as the Old Kent Road Area Action Plan and links through to the websites with more information;
  - Sets out the demographics and how changes to the demographics will need to be highlighted in plans to ensure that they are taken into account and that Regeneration That Works for All and;
  - Briefly outlines the regeneration planned and links through to the Old Kent Road website which has detailed and updated information.
  
18. Consultation upon this document includes what local people have told us brings together information and feedback from a wide range of consultations that inform the strategic priorities in the OKRSRC. These are:
  - Area Action Plan consultation findings from residents and businesses;
  - Community Forum consultations;
  - Southwark conversations;
  - IPSOS MORI 2016 research and;
  - A drop-in consultation session at 231 Old Kent Road from the 14th to 16th of August.
  
19. The Three Strategic Goals and their underlying Ten Priorities for OKRSRC are based on *Regeneration that Works for All* commitments. They work together to ensure that the regeneration will invest in communities, reduce inequalities and improve life opportunities, good health and wellbeing for all and pride of place. The Three Strategic Goals are:
  - *A healthy, connected and sustainable future for all;*
  - *High quality homes and amenities for all and;*
  - *A vibrant local business and cultural economy that works for everyone.*
  
20. The four achievable and actionable underlying promises that fall under Goal One *A healthy, connected and sustainable future for all*, include:
  - Promise 1. The Old Kent Road is the best place to grow up with a radically improved and expanded educational, sports, culture and youth offer.
  - Promise 2. Double the acreage of open space so everyone has easily accessible open space and are within 400m proximity of open space linked by green routes for walking and cycling.
  - Promise 3. Improve air quality in the OKR by significantly reducing emissions.
  - Promise 4. Everyone can be happy and successful as Old Kent Road is a healthy place to live, work and grow old with connected and cohesive communities.
  
21. The three promises that fall under Goal Two, *High quality homes and amenities for all*, include:
  - Promise 5. Provide 5,000 new social rented homes in the Old Kent Road area, creating a place where people get on well and can live safely.
  - Promise 6. Eliminate rogue landlords, and ensure all PRS homes are secure, have predictable rents and are fit for human habitation.

- Promise 7. Drive huge investments into OKR estates turning them into some of the most prized spaces in the City.
22. The three promises that fall under Goal Three, *A vibrant local business and cultural economy* that works for everyone, include:
- Promise 8. Create the largest Living Wage Neighbourhood in the UK with living wage and gender pay audits and plans to transition all businesses.
  - Promise 9. Expand the floor space of affordable workspace on the Old Kent Road and offer first refusal on new affordable employment space to existing businesses.
  - Promise 10. Create a full employment OKR with a fully occupied high street, creating 10,000 new jobs in the OKR area and contributing to 2500 new apprenticeships borough-wide.
23. Each promise has indicators which will help measure how successfully we are implementing the ambitions of the OKR SRC. These will be tracked at different intervals and published on our website. In addition, we are working with local academics to scope studies to capture the lived experiences, attitudes and beliefs on regeneration in residents in some of the most affected parts of the regeneration area.

## **Impacts of the OKR regeneration**

### **Children and Young People**

24. Young people who live in the Old Kent Road area will experience regeneration as part of their lives as they grow up. Promise 1 of the charter outlines our ambition to make the OKR the best place to grow up. As part of delivering this promise, the Place and Wellbeing Department is in early stages of discussions with Citizens UK and Kings College London about developing a Children's Zone in the OKR. The unique partnership between the local council, local university partners and voluntary and community sector organisations will focus on children and families in the OKR and seek to understand and tackle the diverse issues they face. The aspiration is to work with children over time to create a pipeline of support across the life course, from cradle to career, in the wider context of the families and communities in which they live. It is envisioned that the children's zone will incorporate asset based community development, health, social and community programming designed specifically for the needs of families in OKR and urban design for child friendly places.
25. Young people who live in the OKR will experience positive impact from the regeneration processes through increased opportunities for sports, leisure and improved play and open spaces for all ages. Schools will be expanded and improved to make sure that young people can gain the qualifications they need to go onto higher and further education. Apprenticeships for local young people will support this process as we provide more training and links to local businesses. Young people will be supported to stay healthy and active through an improved network of cycle routes and walking routes that link up the different activities and jobs, places and spaces. Strong youth focused investment will support the development of sense of belonging and pride of place.

## **Tenure integration and estate improvements**

26. Promise 5 commits providing 5,000 new social rented homes in the OKR and creating a place where people get on well and live safely. A key part of delivering this will be through tenure integration to improve the social benefits of mixed communities. We will have a successful approach to co-locating and distributing social housing in mixed-tenure developments to create places with attractive neighbourhoods with developments and buildings knitted into the existing fabric of the area. The range of home sizes and tenures will encourage long term value in terms of social relationships across income groups and tenures, neighbourhood stability and economic success. The management and maintenance strategies will encourage people to use the play spaces, facilities and entire areas to improve social interactions and social cohesion.
27. As outlined in Promise 7, we will drive huge investments in OKR estates through the regeneration. All developers will be expected to follow the councils Development Consultation Charter. Developers will be expected to look beyond the boundary of their own site and to engage with local TRAs and communities and identify how they could contribute to the social regeneration of particular estates/communities. This should be done from an early point in a schemes development. The Great Estates programme is also setting out a new framework for resident-centred Estate Improvement Plans, with the initial call for ideas attracting significant feedback from residents on OKR estates. This will form the starting point for the kinds of improvements to estate shared spaces that can be brought forward through regeneration activity on the OKR.

## **Business**

28. There are over 800 businesses in the Old Kent Road area in a vast range of sectors from retail, industrial, manufacturing and storage of distribution to a diverse range of creative enterprises and artists. These businesses provide over 9,500 jobs and many employees live locally. It is a fundamental part of plans for the OKR to include all types of business space in the redevelopments. This will include a range of industrial units which will be built underneath and next to new homes. It will be important to achieve high design standards and specifications to ensure ground floor workspaces continue to operate effectively and in harmony with residential uses
29. Having engaged with all of the different types of businesses we have found their concerns are around loss of industrial land and they want stronger protections for existing businesses through flexible industrial and retail workspace. We have addressed this by protecting more industrial land and strengthening our policies for employment and industrial uses. We are continuously mapping out new employment space and assessing sector suitability. As outlined in promise 9 of the OKR SRC we are committed to expanding affordable workspace and offering current businesses first refusal on new, affordable employment space. We are also working with workspace providers who are supporting start-ups and small businesses to thrive by offering flexible workspace and lease arrangements.

## **High street**

30. Promise 10 commits to creating a fully occupied high street on the OKR. Parts of the historic high street have survived and provide space for local entrepreneurs

to develop small retail business uses. There are diverse ethnic groups represented within these frontages and the council wants to ensure that development does not lead to driving out small business users. The redevelopment of existing out-of-town retail parks provides the opportunity to create a new high street frontage. It is important that the detailed design of shopfronts is done well on these new high streets, maintaining the valued characteristics of the older Victorian frontages with their high floor-to-ceilings. It is equally important that the new build allows for flexibility of occupation, and is able to accommodate relatively large units that may want to relocate from the existing retail parks.

### **Parkland**

31. Promise 2 of the OKR SRC commits to doubling the acreage of open space to ensure improve public accessibility to green network. New parks and open spaces are valued for their contribution to environmental well-being and supportive of a growing population. Respondents have consistently asked for more and better access to green spaces and parklands, recognising its value for improving both physical and mental health. As part of the Old Kent Road development, we have increased the park space from 5 hectares to 8 hectares, equivalent of 8 rugby pitches, through the creation of a linear park along the old Surry Canal. Furthermore, we are improving local parks.

### **Engagement**

32. We are exploring how new methods of engagement can be developed to allow consistent dialogue, collaborative governance and co-production enabling communities, local businesses and residents to remain a central part to the regeneration process, this includes a Social Integration Design Lab led by the GLA.

### **Next steps**

33. Further work is needed to determine how best to implement the objectives agreed in the OKRSRC and how to determine specific plans for projects and planned investment, monitoring, incorporation of final indicators and engaging with local delivery partners (stakeholder groups). Further decision-making is also required to ascertain timescales, resources and the appropriate delivery mechanisms for individual projects including accountable bodies for funding and delivery.
34. Governance - the general governance aspirations of the OKRSRC require further debate and consultation. Aspirations should be built around transparency and accountability for activities, outcomes and funds, and ongoing dialogue with affected communities/local stakeholders. They should emphasise the importance of periodic review and evaluation to meet changing circumstances and allow programmes to be adjusted to ensure projects continue to deliver outcomes.
35. The council held some initial drop-in sessions at the community hub at 231 Old Kent Road on 14, 15 and 16 August 2019 to start gathering ideas and feedback for the charter. At these sessions the public provided comments on our early plans for the charter and potential improvements. Officers were available to record this feedback. The consultation plan attached as appendix four contains

information on the comments received during this engagement. In addition, comments will be made online through the Old Kent Road website.

36. These drop-in sessions were the first stage in a process of engaging with local communities on the Old Kent Road Social Regeneration Charter. Following approval of this initial draft, there will be more detailed community engagement on the Charter. All feedback received will be recorded and taken into consideration in drafting the final OKRSRC. The implementation of these findings will be reviewed in six months' time.

### **Community impact statement/Equalities considerations**

37. The Equality Act 2010 imposes a general equality duty on public authorities (the Public Sector Equality Duty – PSED) in the exercise of their functions, to have due regard to the need to :

- Eliminate discrimination, harassment and victimisation and any other conduct that is prohibited by or under the Act;
- Advance equality of opportunity between people who share a relevant protected characteristic and people who do not share it;
- Foster good relations between people who share a relevant protected characteristic and people who do not share it.

38. For the purposes of the PSED the following are “protected characteristic” considerations:

- Age
- Marriage and civil partnership
- Disability
- Gender reassignment
- Pregnancy and maternity
- Race
- Religion or belief
- Sex
- Sexual orientation

39. The purpose of OKRSRC is to set out how the communities in Old Kent Road will be able to have positive experiences of living through the regeneration and the benefits that they will receive due to the developments that are going to take place. An Equalities Assessment is attached at Appendix Three. The OKRSRC will be an evolving document. The PSED duty and implications for groups with protected characteristics will be considered further as the emerging priorities are developed in more detail as the regeneration progresses and at review points.

### **Resource implications**

40. There are no immediate resource implications arising from this report.
41. The resources required for the ten promises (under the three goals) mentioned in the OKRSRC are being reviewed. The council investment programme which is part of the charter attached as Appendix Three shows the projects which are already incorporated into the council's capital programme and are not growth items. The projects and figures mentioned in this appendix are currently being

cross checked by finance.

42. Any new projects/initiatives that arise through the OKRSRC which will require additional funding or reallocation of council funding would need to be considered through the normal budget, monitoring and governance processes.
43. Staffing and any other costs connected with this report to be contained within existing departmental revenue budgets.

## **SUPPLEMENTARY ADVICE FROM OTHER OFFICERS**

### **Director of Law and Democracy**

44. The Old Kent Road Social Regeneration Charter (“OKRSRC”) develops further upon the principles of the Development Consultation Charter which was approved by Cabinet in April 2019, by containing the vision, goals, objectives and deliverables for the Old Kent Road Regeneration Area. This Social Regeneration Charter has been informed by consultation with local people and stakeholders and sets out three strategic goals for the Council in relation to the Old Kent Road which underlie the Ten Priorities identified within the Charter.
45. This report identifies a number of impacts of the OKR Regeneration and the OKRSRC attempts to address those impacts but also notes that further work is needed to determine how best to implement the objectives agreed in the OKRSRC. A further report will therefore be brought back to Cabinet to make decisions in respect of timescales, resources and delivery mechanisms for individual projects as well as identifying funding and delivery.
46. The recommendations in this report are supported by a detailed Equalities Impact Assessment (“EqIA”) which can be found at Appendix 6. The EqIA satisfies the Council’s PSED as contained in the Equality Act 2010 by having due regard to the aims of the equality duty at the time of decision making and the setting of policy. The EqIA identifies amongst other things, a number of positive and negative impacts upon those groups with protected characteristics.
47. The Cabinet is authorised under Part 3B of the Council’s Constitution “Cabinet” under paragraph 6 of the section titled “Policy” to “exercise the council’s functions in relation to community engagement and the local strategic partnership, including the formulation of council strategies for communication, consultation, capacity building and active citizenship, and their coordination and implementation with particular reference to the provision of the relevant legislation”. Cabinet therefore clearly has the authority to agree and review the OKRSRC as recommended under paragraphs 1 and 2 of this report.

### **Strategic Director of Finance and Governance**

48. The report is requesting the Cabinet to the Old Kent Road Social Regeneration Charter [OKRSRC] attached as Appendix 1 to this report for consultation and that the Cabinet will agree the final OKRSRC following consultation to agree.
49. The strategic director of finance and governance notes that there are no immediate financial implications arising from this report and notes the other comments under the Resource Implications.

50. Staffing and any other costs connected with this report to be contained within existing departmental revenue budgets.

## BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Old Kent Road Area Action Plan	160 Tooley Street London SE1 2QH	Juliet Seymour 020 7525 0508
<b>Link (please copy and paste into your browser):</b> <a href="http://moderngov.southwark.gov.uk/documents/s72863/Appendix%20A%20Old%20Kent%20Road%20AAP%20Further%20Preferred%20Option%202017.pdf">http://moderngov.southwark.gov.uk/documents/s72863/Appendix%20A%20Old%20Kent%20Road%20AAP%20Further%20Preferred%20Option%202017.pdf</a>		

## APPENDICES

No.	Title
Appendix One	Old Kent Road Social Regeneration Charter
Appendix Two	Map of Old Kent Road Area Action Plan
Appendix Three	Map of Old Kent Road Council Investment
Appendix Four	Consultation Plan
Appendix Five	Consultation Report
Appendix Six	Equalities Impact Assessment

## AUDIT TRAIL

<b>Cabinet Member</b>	Councillor Leo Pollak, Social Regeneration, Great Estates and New Council Homes	
<b>Lead Officer</b>	Kevin Fenton, Strategic Director for Place and Wellbeing	
<b>Report Author</b>	Juliet Seymour, Planning Policy Manager	
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<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>		
	<b>Officer Title</b>	<b>Comments Sought</b>
	Director of Law and Democracy	Yes
	Strategic Director of Finance and Governance	Yes
	<b>Cabinet Member</b>	Yes
	<b>Date final report sent to Constitutional Team</b>	9 September 2019