

Item No. 14.	Classification: Open	Date: 29 October 2019	Meeting Name: Cabinet
Report title:		Healthier High Street Framework and Indicators	
Wards or groups affected:		All	
Cabinet Member:		Councillor Leo Pollak, Social Regeneration, Great Estates and New Council Homes; Councillor Evelyn Akoto, Community Safety and Public Health; Councillor Stephanie Cryan, Jobs, Business and Innovation	

FOREWORD: COUNCILLOR LEO POLLAK, CABINET MEMBER FOR SOCIAL REGENERATION, GREAT ESTATES AND NEW COUNCIL HOMES; COUNCILLOR EVELYN AKOTO, CABINET MEMBER FOR COMMUNITY SAFETY AND PUBLIC HEALTH; COUNCILLOR STEPHANIE CRYAN, CABINET MEMBER FOR JOBS, BUSINESS AND INNOVATION

Southwark's high streets are an important and vital resource for our communities. They characterise our town centres and neighbourhoods, support small businesses and contribute to making Southwark a vibrant and exciting borough.

Whilst the retail opportunities and economic benefits are clear, it is important to recognise the potential of high streets to support health and wellbeing objectives. High streets are a major community asset, which when well supported and protected can promote and improve health both directly e.g. encouraging physical activity, reducing exposure to poor air quality, reducing noise, and indirectly by helping to make the healthy choice the easier choice. All our high streets must be of good quality inclusive design and provide accessible safe communal spaces so that they can promote healthier, safer and more cohesive local communities. However, our high streets face many challenges, not least the rise of internet shopping, increased pressure on rents and rates, and a polarisation of incomes making it harder to strike a balanced mix of uses that meets the needs of people from all incomes and backgrounds.

The Healthier High Street Framework sets out ten key principles to be used by local stakeholders and partners to align different plans and strategies towards to achieving healthier high streets, that are more resilient responsive and better placed to promote the health and wellbeing of communities that use them. It also identifies a core set of borough-wide programmes - the Building Blocks for a Healthier High Street - that we will promote across our high streets. They include specific programmes to promote healthy catering, improved waste collection, and a stronger coordination of community needs and uses on high streets. However, we also recognise that each high street will face different challenges and reflecting this, the implementation of the framework will include specific actions which may be unique to one street and not another.

We welcome the adoption of this important strategic framework and the set of outcome indicators to measure progress. We look forward to working closely with local communities and businesses to progress and implement this agenda.

RECOMMENDATIONS

That the Cabinet:

1. Agree the Healthier High Street Framework (Appendix 1) as Southwark's approach to making our high streets healthier places and embed the healthier high street (HSS) principles in the relevant programmes, to support both the day time and night time economy of the high street.
2. Agree the borough-wide indicators (Appendix 1) as the high-level indicators that will be used to monitor the progress of selected high streets.
3. Request a report back in twelve months to update on implementation of the Healthier High Street (HSS) framework, how it supports delivery of other relevant strategies including the Economic Wellbeing Strategy and asset management plan, as well as examples of application to key high streets (including the Blue, Borough High Street, Camberwell Church Road/Denmark Hill, Herne Hill, Lordship Lane, Lower Road, Peckham Rye, Walworth Road, and also the high street offer developing at Elephant and Castle and on Old Kent Road).

BACKGROUND INFORMATION

4. 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.
5. It is this ambition and our fairer future values that provide the basis for developing a framework that encourages our high streets to become healthier places. Addressing the wider socio economic and environmental determinants of health is one of the six key objectives of the Southwark's Joint Health and Wellbeing Strategy which sets the direction for health and wellbeing improvement in the borough.
6. This HHS framework adopts a health in all policies approach and builds on the PHE recommendations to 'Ensure that the regeneration and development of high streets focuses on inclusive design for all, and that opportunities to reduce health inequalities are maximised'.
7. Our healthy high streets vision is to provide residents, workers and visitors a gateway to healthier lives through an improved high street offer, good employment opportunities, and through welcoming, accessible places that allow for a range of retail, social and leisure activities that support wellbeing for all. A high street with opportunities for everyone, that is welcoming to people of all ages, cultures, abilities and income levels helps to tackle social exclusion, integration and can help address health inequalities and promote wellbeing.
8. The framework provides a tool for developers, Business Improvement Districts, and officers working in the built environment to have a greater awareness and focus on health, and those officers working in health, to have a greater awareness and focus on built environment interventions. This framework will facilitate more and better collaboration between public health, planning, design,

and, crucially, communities, to support the development of high streets that are financially inclusive and 'health enhancing'¹.

9. Interventions to improve local high streets also make good economic sense. Evidence shows that for every pound spent in a local independent shop that sources local produce generates twice that for the local economy.
10. Southwark's Economic Wellbeing Strategy outlines our plans to build a strong local economy for all, working in partnership with residents, businesses and the voluntary sector. The strategy aspires for town centres and high streets in Southwark to be dynamic, diverse, and great places to visit spend time and enjoy. Aims of the strategy include:
 - That every Southwark resident has access to quality, affordable, and healthy food and produce from their local high street or market
 - Payday lenders, betting shops, and outlets specialising in unhealthy food are effectively regulated and controlled
 - Southwark town centres and high streets are accessible and well connected, both physically and digitally.
11. The night-time economy is an important aspect of high street retail, and serves a population that increasingly works and socialises at night. However, it is also associated with a number of negative health impacts including; binge drinking, substance misuse; consumption of "fast food" which tends to be less healthy; increased levels of sexual assault; violent crime and injury; and negative impacts on mental health, including exposure to noise pollution for nearby residents. In developing a healthier high street offer, it would be beneficial to promote a night time economy culture that goes beyond premises licensed to sell alcohol however, both for health reasons and inclusivity. Community assets including outdoor public spaces, museums, libraries, health centres and town halls could also offer more at night, building on the success a number are already having by extending their opening hours.
12. Healthier high streets require the protection of our shopping frontages through planning policy to ensure that we have A1 shops that provide local shops along with the A3 restaurants, B1 offices and D community uses. Without this programme the town centres and high streets will not retain any local shopping and people will lose their local high street. In line with this aim, there will be a review of the application of planning policy for Protected Shopping Frontages, initially starting in Peckham. This will inform how we manage the changing role of our town centres, whilst supporting convenience and comparison goods retailing.
13. The Council's Asset Management Plan for the Commercial Property Estate is being refreshed for approval by cabinet this year, and amongst other things will extend the IDM excluding payday loan shops and gambling establishments to also exclude new fast food uses. The Council does not own many properties on the high street, with the exception of the Blue where there is a clear opportunity for the Council to help curate a healthier high street environment in collaboration with local people and businesses. This will also present an opportunity to identify and monitor tensions between supporting healthier environments whilst also achieving best value from the estate.

¹ Public Health England (January 2018) Healthy High Streets Good place-making in an urban setting
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/699295/26.01.18_Healthy_High_Streets_Full_Report_Final_version_3.pdf

14. The Regeneration That Works for All framework – adopted in January 2019 - sets out Southwark’s approach to social and inclusive regeneration to create places that support people to live healthier lives in stronger communities. This framework includes high level indicators that will be used to monitor the impact of the social regeneration work across the borough, and monitors the vibrancy of our high streets. There is a strong commitment in both the Regeneration that Works for All framework and the emerging New Southwark Plan to developing a borough with local shops, services and facilities that support and are accessible for all residents.
15. The Regeneration that Works for All Framework identifies a number of priorities that support a Healthier High Street framework:
 - **Improving life opportunities:** including making the social aspects of regeneration central to our built environment programmes
 - **Promoting good health:** including a system wide approach to health and wellbeing
 - **Improving pride of place for all:** including creating pride of place for all our communities and creating cohesive neighbourhoods.
 - **Investing in communities:** including 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:** including 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.

This Healthier High Streets (HSS) Framework will complement the suite of documentation supporting Regeneration Works for All, including the Charters and Place Plans for each area.

16. The Movement Plan identifies nine Missions, for streets and spaces with greater equality (M1) and better mental and physical wellbeing (M2 and M3) which can be provided by healthier high streets and providing an excellent opportunity to get out and about and socialise. Other relevant missions are to reduce traffic (M4), create social streets (M5) high streets (M6) safety, and (M7) journey experience. Together these should help to support healthier ways to access to high streets including more active travel (i.e. walking and cycling).
17. TfL’s Vision Zero (towards zero road deaths) and upcoming cycle safety initiatives will be complementary to this work, particularly in relation to Rye Lane and Camberwell Green junction.
18. The Council’s ongoing project to increase the number of publicly accessible toilets, with changing facilities where possible, will also support this work. Many people rely on these facilities to venture out of the house and can make a particular difference to older people and some with particular health needs, people with children and those travelling by active transport i.e. walking and cycling. The Council is currently consulting widely to determine where there are possible shortfalls in the provision of publicly accessible toilets. See web link: www.southwark.gov.uk/publictoilets.

19. The high street, if designed well, can create an environment to activate communities and provide them with clear ‘building blocks’ for health. The HSS framework will help to ensure that the significant public health, environmental and economic gains afforded by good-quality high street initiatives are realised.
20. We recognise that our local high streets are community assets that can make communities more resilient, and can be used to promote and improve the health of local residents. ‘Healthy’ high streets can support the reduction of health inequalities and promote other desirable outcomes including safety, prosperity and social interaction. In short, high streets can help make healthy choices easier choices.

KEY ISSUES FOR CONSIDERATION

21. High streets have a long and important role in Southwark and for our communities. Thriving Town Centres and High Streets are one of the key pillars in the Economic Wellbeing Strategy for Southwark. Each high street has its own unique character, offer and relationship to the communities which they serve. Southwark has run a number of initiatives to support our high streets, such as the high street challenge grant which has enabled residents, businesses and community groups to help improve their local high streets.
22. Whilst each high street will serve a different community, everyone should feel welcome. This requires the high street to embrace ethnic diversity and difference, and be fully accessible to people of all ages, and with disabilities and impairments. The social and cultural offer can also help to meet this objective.
23. It is widely recognised that our town centres and high streets fulfil many functions other than retail. People are looking for a range of experience on the high street, from shopping to leisure to health services. The Government’s response to the inquiry on High streets and town centres in 2030² stated that “The most successful high streets and town centres will need to change to reflect the communities they serve by transforming themselves into community hubs, playing to their strengths of offering human interaction and unique sense of place and community.”
24. Southwark has a range of different high streets. The London South Bank University undertook a retail audit, footfall observations and interviews on eight highstreets across the borough in 2015. Out of the eight high streets studied, results revealed that each high street has quite different characteristics and that the behavioural patterns established differed. Southwark high street footfalls vary by around ten times between the busiest and the quietest. The highest densities were found in Peckham Rye, Borough High Street and Camberwell, with the quietest at Nunhead Lane and Southwark Park Road (The Blue).
25. While a common framework is used to capture the potential actions to make each high street healthier, the approach will be different for each high street as

² Ministry of Housing, Communities and Local Government (May 2019) Government response to the Eleventh Report of Session 2017 – 19 of the Housing, Communities and Local Government Select Committee inquiry into high streets and town centres in 2030
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/800101/Gov_response_select_committee_high_streets_and_town.pdf

each will have unique characteristics reflecting the diversity of the high streets in the borough.

Healthier High Streets framework

26. The HHS framework sets out our vision and guiding principles to encourage our high streets in Southwark to be healthier places. The framework provides a joined up approach across the council to frame, coordinate and monitor projects which are taking place on our highstreets to improve the health and wellbeing of our communities.

27. The HHS Framework sets the three goals based on the three themes identified in the 2017 publication 'High Streets for All' report authored by We Made That and LSE cities– Prosperity, People and Place.

- **Goal 1: Prosperity** To promote a vibrant, resilient and accessible local economy
- **Goal 2: People** To support the health and wellbeing needs of people using the high street
- **Goal 3: Place** To create a physical environment that is inclusive and supports health

28. These three goals are supported by 10 principles forming the HHS framework.

Principle 1: Diversity

Principle 2: Affordability

Principle 3: Resilient and accessible

Principle 4: Choice

Principle 5: Social Interaction

Principle 6: Safe, connected neighbourhoods

Principle 7: Inclusive design

Principle 8: Good design

Principle 9: Sustainability

Principle 10. Identity.

29. The '**building blocks for health on the high street**' include these programmes:

- Full occupancy of units, and coordination of local needs and uses (supported and curated where relevant by a landlord charter and lettings strategy)
- Restricting, in line with the proposed policy in the New Southwark Plan, new high street uses such as hot food takeaways, late night off licenses, betting shops and pay day lenders that relate to public health risks such as obesity, alcohol, unhealthy eating, addiction and poorer mental health
- Relaunching the Healthier Catering Commitment to engage hot food outlets in healthier cooking practices and healthier options
- A new Good Food Retailer scheme for convenience stores to support an improved range and positioning of healthier foods
- Support for the Breast Feeding Welcome scheme
- Ensuring access to public / community toilets and changing facilities
- Ensuring access to free water through a water refill offer or public drinking fountains
- A clear approach to alcohol licensing
- Timed commercial waste collections (synchronised where necessary between different collection operations) to ensure trade waste bins are well

designed, clutter is minimised, and the high street is an attractive place to walk.

30. The framework has been developed with consideration of public health, local economy, regeneration, transport, planning, culture, highways and air quality priorities. The HHS Framework identifies a number of opportunities to apply the framework in different areas.
31. Other tools and frameworks available have been reviewed and built upon such as the Transport for London Healthy Streets tool, however they do not consider the diversity in the retail offer on the high street. Public Health England and the Royal Society of Public Health recognise a diverse and healthy retail offer is important to provide access to healthier produce on the high street to encourage healthier choices. A healthier retail offer can help contribute towards an improved health outcome, for example reducing obesity. The HHS Framework acknowledges this gap and incorporates retail diversity as a one of its ten principles. The HHS Framework also highlights that current tools do not consider how people feel about their high street. This local community perspective is important to understand and is underpinned by Southwark's approach to community engagement and social regeneration.
32. The framework ambitions will guide our approach to healthier high streets but will need to be delivered in a flexible way. For example, the principles of greatest importance will vary for each high street depending on the features of each area and any regeneration plans in place for the area.
33. The HSS Framework provides the opportunity to:
 - Understand how we can make our high streets healthy places
 - Inform and shape future policy e.g. revisions to relevant policies of the New Southwark Plan
 - Build on borough-wide campaigns to promote the proposed 'building blocks for healthier high streets'
 - Develop indicators to understand how residents feel about a place and how they feel about their high street through the residents survey
 - Provide a framework which could be used / embedded in future projects such as the high street challenge fund
 - Monitor selected high streets over a three-year period using the suite of indicators, supplemented by local project evaluation to understand how the health of our high street can be improved
 - Inform the development of future social regeneration charters where high streets are present in an area undergoing regeneration or development
 - Support the implementation of Southwark's approach to social regeneration.

Healthier High Street Indicators

34. The indicators will be used to assist the monitoring of our high streets and will help to inform actions to make our high streets healthier places. The indicators build on existing plans, strategies and indicators in the borough and were developed in collaboration across the council. There are a few indicators which are new and will need to be considered in future work streams such as the resident survey.

35. The Healthier High Street plans will identify programmes taking place on our high streets that contribute to improving the health and wellbeing of our communities. Place specific programmes will have local indicators which will form part of the reporting activity. The local indicators will vary depending on the programmes and initiatives taking place at the local level.
36. These local programmes are important to help understand peoples' experience of the high street. Programme specific evaluations and surveys will provide richer and more comprehensive insights using qualitative approaches including interview, participant observation and focus group interviews.
37. Cabinet will receive an update report on progress of the indicators on an annual basis for the high streets this framework is applied too. Some of the indicators are collected nationally, some locally and some subjective measures will be added to the resident's survey. Benchmark data will be provided where available.
38. The findings can be used to understand the impact of interventions on the health of our high streets. This will help inform future Council policies, plans and programmes.

Community impact statement

39. The Healthier High Street framework puts health 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 ambition and our healthier vision for our high streets.
40. The Framework aspires to ensure that the high street provides opportunities for everyone, and is welcoming to people of all ages, cultures, abilities and income levels. It helps to tackle social exclusion, promotes integration and helps to address health inequalities and promote wellbeing. To do this there are key policies and ambitions woven through the framework including support for the Breast Feeding Welcome Scheme, availability of free drinking water, access to affordable healthy food, and access to free/public toilets. This will support accessibility for a range of people including those on lower incomes, people with disabilities, older people, those with babies and children.
41. High street design can affect health outcomes indirectly via rundown or inadequate communal areas, shelters, seating and focal points, can deter people from visiting or spending time in high streets and prevent community activities that enable people to integrate socially. This can increase the risk of social isolation and reduce the likelihood of community cohesion. Social isolation and loneliness can impact negatively on mental health, increasing the risk of depression, anxiety, cognitive decline and dementia.
42. Feeling excluded from the high street due to lack of physical or culturally appropriate facilities and messaging can affect a wide range of people and communities including BME, disabled, LGBTQi+, older people, children and young people. This can impact on mental health as well as affecting the social gradient of health, due to access to amenity, job opportunities, and social wellbeing. Another reason people may feel excluded is due to fear of crime, including hate crime. Ensuring we have highstreets that are safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion will also support the health and wellbeing of these groups.

43. Applying the Framework in a local area will benefit from a clear engagement plan to ensure that all the necessary stakeholders are aware of the approach and have the opportunity to discuss the benefits for individuals, communities and businesses, as well as identifying any concerns and tensions, particularly financial implications. Feedback on these conversations will be captured to support an annual review of the Framework.

Policy implications

44. The framework is informed by literature published on what healthier high streets comprise in an urban setting. The framework is developed in a way that captures the work already underway across council services and the learning from our regeneration work so far.
45. The framework will be tested in select locations. Should the framework be an effective tool the opportunities to integrate the approach as part of an early review of the New Southwark Plan (NSP) could be explored. Incorporating Southwark's approach to create healthier high streets also aligns with many other key council 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. The principles and approach could be embedded in future refreshes.

Resource implications

46. This report proposes a framework to ensure that our high streets are health promoting places. 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

47. In the exercise of its functions, the council is subject to the public sector equality duty, in section 149 Equality Act 2010. The work around healthier high streets feeds into social regeneration to create opportunities, promote wellbeing and reduce inequalities so people can achieve their potential. The Framework and consequential work will be delivered with regard given to the public sector equalities duty.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

48. The council is under a duty, imposed by section 2B of the National Health Service Act 2006, to take such steps as it considers appropriate for improving the health of the people in its area. Adopting the framework set out in this report and contained in the appendices contributes to the council carrying out this duty. The framework can be made in accordance with that duty and with the general power of competence contained in section 1 of the Localism Act 2011.

49. Under the public sector equality duty in section 149 of the Equality Act 2010, the council must have due regard to the need to (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the 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.
50. The report does not highlight any specific equality implications of adopting the framework; however, as acknowledged at paragraph 39 above, it will be necessary for the council to consider the equality implications of any decisions taken under the framework and to prepare an equality impact assessment where potential implications are identified.
51. The adoption of the framework is an executive function under Part 3B of the council's constitution and can be determined by the Cabinet in accordance with Part 3B and the Local Government Act 2000.

Strategic Director of Finance and Governance

52. This report requests cabinet approval of the approach to making our high streets healthier places in Southwark as outlined in the Healthier High Street Framework.
53. The strategic director of finance and governance notes there are no specific finance resource impacts at this stage, however this may change as plans proceed and notes this will be considered by cabinet as and when the Framework is implemented.
54. Staffing and any other costs connected with these recommendations are to be contained within existing departmental revenue budgets.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Economic Wellbeing Strategy	Southwark Council 160 Tooley Street London SE1 2QH	Nick Wolff 020 7525 5676
Web link: https://www.southwark.gov.uk/business/economic-wellbeing-strategy		
Social regeneration Framework	Southwark Council 160 Tooley Street London SE1 2QH	Tizzy Keller 020 7525 5847
Link (please copy and paste into your browser): http://moderngov.southwark.gov.uk/documents/s79877/Appendix%201%20Social%20Regeneration%20Framework%202018.pdf		
New Southwark Plan	Southwark Council 160 Tooley Street London SE1 2QH	Juliet Seymour 020 7525 0508
Link (please copy and paste into your browser): https://www.southwark.gov.uk/planning-and-building-control/planning-policy-and-transport-policy/new-southwark-plan		

APPENDICES

Appendix	Title
Appendix 1	Healthier High Streets: Framework and Illustrative 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	Jin Lim, Deputy Director of Public Health Rosie Dalton Lucas, Head of Programme Jo Ellingham, Public Health Policy Officer	
Version	Final	
Dated	18 October 2019	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Director of Law and Democracy	Yes	Yes
Strategic Director of Finance & Governance	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team	18 October 2019	