

Agenda Item 6

For general release

REPORT TO:	Streets Environment and Homes Sub-Committee 17th March 2020
SUBJECT:	Place Plan
LEAD OFFICER:	Shifa Mustafa, Executive Director of Place Stephen Tate, Director of Growth, Employment and Regeneration
CABINET MEMBER:	Cabinet Member for Environment Transport and Regeneration, Cllr Stuart King & Cllr Paul Scott (Job Share)
PERSON LEADING AT SCRUTINY COMMITTEE MEETING:	Lucy Webb, Head of Regeneration

ORIGIN OF ITEM:	This item forms part of the sub-committee's work programme
BRIEF FOR THE COMMITTEE:	To review the update on the Councils place based approach to regeneration.

1. EXECUTIVE SUMMARY

- 1.1 Croydon is experiencing significant growth and change. Our population is growing and new communities are moving into the borough attracted by the fantastic transport connections, social, environmental and cultural offer and competitive house prices.
- 1.2 Further, this growth is set against the backdrop of a national and regional housing crisis with London needing 64,935 additional homes each year until 2029 (Draft London Plan, 2019).
- 1.3 Growth brings with it fantastic opportunities to improve facilities, services and living conditions for existing neighbourhoods but only when supported by the appropriate social, economic, cultural and physical infrastructure needed to ensure it is sustainable. Alongside, good design and careful development is essential to ensure the existing character and uniqueness of each of our places is a central consideration in the evolution of our neighbourhoods.
- 1.4 The purpose of this report is to update on our place-based approach to regeneration which aims to support and inform a coordinated programme of place-based investment and intervention in partnership with our communities.

- 1.5 This place-based approach to regeneration supplements the Council's formal development plan (Local Plan), which sets out the vision, objectives, policies and allocations for the borough as whole and each of the 16 Places to sustainably plan for the growth of the borough.
- 1.6 A review of the Local Plan is currently underway and is being led by the Local Planning Authority. The place regeneration framework outlined in this report is independent of this review and the formal development plan for the borough.

2. ENSURING GOOD GROWTH

- 2.1 Since 2012, Croydon has seen an 8% growth in our resident population, including an 11% increase in our under-16s and a 20% increase in our over-65s; and the borough is becoming more diverse, with BAME residents now making up nearly half of Croydon's population.
- 2.2 Taking our appropriate share of the city's housing crisis, we know that Croydon's population is going to continue to grow at an even more-accelerated rate over the next 20 years as we build the much-needed homes to meet the demand.
- 2.3 Croydon's emerging housing strategy has begun to identify the specific housing needs in the borough and highlighted both the immediateness and scale of the demand. For example, on 31 March 2019 there were 653 homeless households in bed and breakfast hotels in Croydon, including 1,010 children.
- 2.4 Whilst we acknowledge the need to provide a significant number of new homes to support the capital's housing crisis, it is essential that we manage this growth in a sustainable way that provides for the optimum social, cultural, economic and environmental outcomes for all of our communities. We must not lose sight of the uniqueness of place nor miss opportunities to support all our communities to benefit from the many opportunities that growth can provide. This might include, for example: improved transport connections; new social and cultural infrastructure provision; improved digital connectivity; more investment in our parks and open spaces; measures to tackle air pollution and reduce car travel; improvements to the public realm; and improved footfall in our high streets to help them prosper.
- 2.5 As our emerging Local Plan sustainably responds to the Draft London Plan, our programme of regeneration accords with the Mayor of London's Good Growth principles which plan for growth on the basis of its potential to improve the health and quality of life of all Londoners, to reduce inequalities and to make the city a better place to live, work and visit. It uses the opportunities of a rapidly-growing city to plan for a better future, using each planning decision to improve London, transforming the city over time. It plans not just for growth, but for Good Growth – sustainable growth that works for everyone, using London's strengths to overcome its weaknesses¹. The key principles of good growth are:
 - [Building strong and inclusive communities](#)
 - [Making the best use of land](#)
 - [Creating a healthy city](#)
 - [Delivering the homes Londoners need](#)

¹ Draft New London Plan

- [Growing a good economy](#)
- [Increasing efficiency and resilience](#)

- 2.6 As such, we are looking to develop a borough-wide growth strategy that aligns with the Local Plan, London Plan and Mayor of London's Good Growth principles and establishes a framework of sustainable growth. We will learn from the work currently underway in our metropolitan centre to deliver a multi-faceted approach which places the socio-economic needs of the borough at the heart of our regeneration plans as we plan for and manage the development of new housing and infrastructure over the next decade and beyond.
- 2.7 The Council is also developing a borough-wide Communities Strategy which will have a direct relationship with our place regeneration work and will focus on working in partnership to develop the best outcomes for our borough.
- 2.8 Similarly, the Place regeneration programme will align closely with the work of the Council's localities model. The Place Profiles will draw on the fantastic work already underway to identify need within our neighbourhoods and the move towards providing a joined up approach to service provision within those localities. Place Plans will build on and be informed by this work, ensuring that appropriate places and spaces for this locality working are included in the provision of community infrastructure in that place now and in the future as the population grows and changes.

3. WORKING TOGETHER

- 3.1 The Council cannot, however, do this alone. We need the support of our partners and of our communities to deliver against these principles. We need to collectively take an objective approach to agreeing priorities within and across our neighbourhoods and we need fully collaborative partnerships with local communities to ensure we are working together to realise the potential and deliver the growth as defined in the Local Plan for each of our 16 places.
- 3.2 Following the Council's commitment to devolution, the Council is working to support the establishment of locally-representative groups, empowered to take action and influence Council spending in their neighbourhoods, equipped with the information they need to make informed decisions about their areas.
- 3.3 This will follow the fantastic examples of place plans already underway in South Norwood, Kenley, Selsdon, Norbury and Crystal Palace which have demonstrated the hugely positive impact of a community-driven approach to influencing and accommodating growth and change within those neighbourhoods. The Council is keen to encourage this model to develop across other places in the borough by building on and learning from those experiences.

4 PLACE-BASED REGENERATION

- 4.1 Croydon's strength is its diversity. Made up of 16 unique neighbourhoods that overlap at the boundaries and contain areas of distinct character and identity, the borough's 'places' provide a wonderful mix of communities each with their own needs, priorities and opportunities.

- 4.2 Croydon's successful bid to be London's borough of culture 2023, was based on a celebration of this diversity and a programme of events and activities that will recognise the amazing individuals and communities that live in our borough.
- 4.3 But with this diversity we also have disparity. Across the borough, we have children within the most 20% most deprived in the country in Addington, and children in the 20% least deprived in Sanderstead². Similarly, a child born in the Croydon Opportunity Area between 2011 and 2015 can expect to live to age 79, whereas, a child born in the same period in Shirley can expect to live up to age 87 years³. Only 1% of households in Addiscombe have access to open space, compared to 39% of households in Crystal Palace⁴; and whilst Addiscombe has only 2% of retail units vacant, Waddon has a 27% vacancy rate⁵.
- 4.4 Within each of our neighbourhoods, there are also pockets of need, hidden by ward level statistics, but made apparent through the sharing of intelligence across council departments and through regular dialogue with our communities.
- 4.5 The Croydon Opportunity Area is leading an ambitious growth and regeneration programme that will provide opportunities for the whole borough through the provision of new social, economic and cultural infrastructure, new improved transport facilities and connections and the attraction of new enterprise and programmes of activity that will raise perceptions of Croydon outside of the borough and pride within.
- 4.6 To achieve 'good growth' across all of the 16 places of Croydon, however, we must recognise the wider need and opportunities of each neighbourhood. As such, the Council has adopted a careful and coordinated place-based approach to regeneration that channels investment and intervention in a sustainable way and respects and evolves the existing characters of place. We must recognise the uniqueness of each of our 'Places'; the existing priorities for those neighbourhoods; and the infrastructure required to support the needs of the community, both now and into the future, as our ambitious growth plans are realised.
- 4.7 To do this, we are leading on establishing an evidence-based approach to agreeing priorities for investment and intervention in our neighbourhoods, starting with the creation of 16 Place Profiles for the borough.
- 4.8 Made publically available via the Council's website, the Place Profiles for each of the 16 'places' of Croydon will supplement the existing Local Plan evidence base (on character, infrastructure need and housing need for example) and establish a new evidence base of need and priority across the borough which will be used to shape and inform a multi-disciplinary programme of Council work within each place; as well as helping to influence the investment of our partners, funders and developers; and to empower and enable local communities to understand the need in their local area and take action.

² Index of Multiple Deprivation, 2015

³ Public Health England's 'Local Health and Life Expectancy' dataset, 2017

⁴ Index of Multiple Deprivation, 2015

⁵ Croydon Annual Monitoring Report

- 4.9 Place Profiles will be a summary of key data sources available at a place level and will provide a new tool for supporting place-based decisions on priority and need. They will be tested with local elected members and relevant community and business representatives to help to validate the information and provide a local perspective. The Place Planning work will also help to shape and influence Section 106, Community Infrastructure Levy (CIL) Local Meaningful Proportion and ward budget spend in each place based on the evidence of need established and linked to mitigating the impact of development growth planned. The work will provide an evidence base which, in consultation with ward members and plan panels, will outline the projects to be funded by the Local Meaningful Proportion (LMP).

5 COMMUNITY PLACE PLANS

- 5.1 Equipped with the evidence base established through the Place Profiles, locally representative groups are being enabled to take a lead in setting the priorities for their neighbourhood as it grows and evolves.
- 5.2 Led by ward members, in partnership with local communities and the Council, community place plans are well-placed to influence Council spending and intervention in each place; to support funding applications for additional investment in the local area; and, most importantly, to encourage a coordinated programme of action across all agencies, stakeholders and community members living and operating in that neighbourhood.
- 5.3 The emerging community/place plans are taking a variety of different shapes and formats, influenced by the uniqueness of the 'place' it represents and the specific need, priorities and opportunities related to that community.
- 5.4 For some, this as simple as an annual action plan of priority projects, discussions and events that the local community has identified as important; for others a more comprehensive document has been more appropriate, addressing a broader range of topics and priorities and drawing in the support and intervention of a number of partners and stakeholders. In some neighbourhoods, a more formal neighbourhood plan⁶ route might be the most appropriate way for the local community to have their say on the growth and development in their area.
- 5.5 Whichever route ward members and their communities choose, the Council will support and enable these place plans as far as possible within the resources available and drawing on the data and intelligence available across the Council and its partners.
- 5.6 Whilst we have reservations about the neighbourhood plan process due to the levels of complexity and workload required by volunteer community representatives; the community/place plan approach could be helpful in providing a gateway towards developing neighbourhood plans.

⁶ Once adopted, neighbourhood plans form part of the borough's development plan for the purposes of planning decision making.

- 5.7 Recent examples of where this community and council partnership work has proved successful in the development of community place plans are detailed below.

Case Study 1: South Norwood

- 5.8 In 2016, a new 'Town Team' was established in South Norwood, led by ward members and formed of local community organisations, businesses, faith groups, schools, businesses and resident groups. The 'Team' first came together to develop a Community Economic Development Plan (CEDP) for South Norwood following a successful bid to the Department for Communities and Local Government by People for Portland Road (PPR) for inclusion in a programme to support the development of CEDP's in local communities.
- 5.9 The group produced 'Taking Control of Our Own Destiny – South Norwood's Community Economic Development Plan (CEDP)' in May 2017(http://www.welovese25.org/downloads/norwood_ced_plan.pdf). This plan set out a series of nine projects to be undertaken in the SE25 area that were developed following extensive consultation with the local community and businesses.
- 5.10 In 2016 Croydon Council resolved to establish three pilot schemes devolving responsibilities to local communities. One of the pilot areas selected was South Norwood. Following consultation between the members of the un-constituted We Love SE25 group, the local Councillors and the Council, it was agreed to combine the two initiatives to create 'We Love SE25 – The South Norwood Town Team'.
- 5.11 Now a collaboration between the Town Team and the Council, We Love SE25 was formally constituted in 2018 with the core aims of:
- Developing We Love SE25 to Deliver Change
 - Reconnecting Our Community with Our Local Businesses
 - Strengthening Our Community through Learning, Working and Playing
 - Bringing Empty Property Back in to Use
 - Increasing local employment, business ownership and successful business
 - Re-creating a Pleasant Modern Market Town Environment – encouraging locals and visitors to spend time and money in SE25
 - Involving the Whole Community in 'Our Community'
 - Embracing local heritage and environment
- 5.12 In 2018, We Love SE25 published a Community Plan for South Norwood which established a set of principle recommendations for intervention in the area in recognition of the significant change that was already underway and set to continue. The Community Plan can be viewed here: https://issuu.com/welovese25/docs/south_norwood_community_plan_novemb

- 5.13 The development of the plan involved a lengthy period of in-depth research and local engagement, building on the work of the We Love SE25 Community Economic Development Plan which preceded it; to arrive at four key themes:
- Creating a stronger local identity for South Norwood
 - Creating strategies to activate vacant units on the high street
 - Enhancing existing community assets
 - Strengthening existing community networks; building the capacity of local businesses and groups.
- 5.14 The work undertaken to develop the Plan, involving significant consultation and engagement with the local community, led to a successful bid to the Mayor of London's Good Growth Fund which is now seeing a £2.3m programme of investment in the area that will provide improved community hubs, enhanced public realm, better place-making and activation of the high streets. A further bid of £1.1m has also been made to the High Street Heritage Action Zone programme with a decision anticipated this month.

Case Study 2: Kenley

- 5.15 Following an extensive consultation exercise in September and October 2018, the council adopted the, now award-winning, Suburban Design Guide (Supplementary Planning Document 2) on the 1st April 2019.
- 5.16 Within the Design Guide, three zones of Focused Intensification were identified from evidence which indicated that there were areas with established infrastructure but relatively low density and the potential to accommodate a significant increase in residential development to meet the borough's housing target. One of these zones is the area around Kenley station.
- 5.17 Through the consultation undertaken with the community of Kenley during the development and adoption of the SPD, a number of key areas of concern were raised, by local community members and resident associations, about the potential for adverse impacts arising from the planned intensification of the neighbourhood.
- 5.18 In response, the Council applied for funding from the Mayor of London's Good Growth Fund to enable a period of more in-depth consultation and engagement with the local community towards developing a community plan for Kenley that can help to manage this growth in a way that allays the concerns of local residents and realises the potential benefits for the existing community that such growth can bring.
- 5.19 Since February 2019, local ward members and the community of Kenley have been supported by the Council to develop a Community Plan for Kenley that acknowledges the significant uplift in housing that the area will be experiencing over the next 20 years, as defined in the Local Plan, and seeks to identify the social and physical infrastructure that is needed to ensure that this development trajectory follows the principles of Good Growth.
- 5.20 Over the past year, a series of face-to-face engagement activities and events; online surveys; business surveys; and transport and traffic surveys have been

undertaken to identify a series of priorities for both supporting the existing community now and laying the foundations for good growth in the future. These include:

- Recognising the pockets of deprivation and unemployment in the area and ensuring appropriate services and community and economic infrastructure is in place to support those on lower incomes; particularly young people.
- Ensuring that the growth planned for the area does not increase the exclusion experienced by these groups
- Identifying sustainable transport options for the community; in the context of challenging topography.
- Addressing the significant flooding issues.

5.21 The Kenley Community Plan is expected to be published shortly and has already been used to inform a bid for £900k from the Good Growth Fund, currently available from the Mayor of London, to support the implementation of a range of initiatives designed to address the above priorities. A decision is expected this month.

5.22 Further information is available here:
<https://www.croydon.gov.uk/planningandregeneration/regeneration/places/kenley-community-plan/introduction-kenley-community-plan>

Case Study 3: Selsdon

5.23 Whilst currently in its infancy, ward members of Selsdon have begun a process to lead the development of a community plan for the area. Data on the need and priorities for Selsdon was collated to inform a community consultation day held in November to start drawing input from a wider community representation.

5.24 The community plan is currently out to consultation and has already attracted over 400 responses. See:

<https://www.croydon.gov.uk/planningandregeneration/regeneration/places/selsdon-regeneration/selsdon-community-plan-2020-2025>

5.25 The process for the development of the subsequent plan will respond to the specific context of Selsdon but will draw on the lessons learned and experience gained through South Norwood and Kenley.

Case Study 4: Norbury

5.26 Supported by the Council, the local community of Norbury has come together over the past year to establish a Regeneration Steering Group for the area.

5.27 The group includes local ward members, local residents associations and other community stakeholders and representatives.

5.28 Through regular meetings, dialogue and wider consultation, the group has established a clear action plan for the area which outlines a number of short, medium and longer-term interventions to support the regeneration of the area.

Case Study 5: Crystal Palace

- 5.29 In late 2019, local community representatives and local ward members joined together to establish a Steering Group for Crystal Palace with the intention of working towards a Community Plan for the area.
- 5.30 Now supported by the Council, the group is in the early stages of identifying the context for such a plan, the evidence base of need and priority with a view to wider engagement around the key issues and opportunities in the near future.

Case Study 6: Thornton Heath

- 5.31 In Thornton Heath, local ward members, supported by the Council, have been meeting with community representatives for the past two years. A culmination of that work, combined with a level of development interest focused around the high street has led to the need for a Regeneration Framework for the area.
- 5.32 The Framework approach aims to build a wider consultation network across the community to engage in conversations about the future of Thornton Heath and to help shape and guide a plan for the area.

Case Study 7: Purley

- 5.33 With significant growth already underway and planned in Purley, the Council has commissioned a Regeneration Framework for the area that will build a holistic and coordinated approach to that growth across the area and support community engagement in that process.
- 5.34 Similar to Thornton Heath, Purley's Regeneration Framework intends to engage with a wide cohort of the local community to involve them in shaping a plan for the future of the area.

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BACKGROUND DOCUMENTS: Place Regeneration Cabinet Paper, December 2019

<https://democracy.croydon.gov.uk/documents/s19311/Place%20Regeneration.pdf>

APPENDICES: None

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