

**Report for:** Cabinet, 16 March 2021

**Title:** Tottenham Future High Streets Fund Grant Agreement

**Report authorised**

**By:** David Joyce, Director – Housing, Regeneration and Planning

**Lead Officer:** Toussainte Reba, Head of Area Regeneration – South Tottenham  
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**Ward affected:** Bruce Grove, Tottenham Hale, Tottenham Green and St Ann's

**Report for Key/**

**Non-Key Decision:** Key Decision

**1. Describe the issue under consideration**

- 1.1. This paper seeks cabinet approval to accept an offer of £10,019,646 capital grant from the Ministry for Housing, Communities and Local Growth's (MHCLG) Future High Streets Fund (FHSF) Programme, and to subsequently enter into a Memorandum of Understanding with MHCLG.
  - 1.2. At a time when high streets and local economies have been hit hard by the economic challenges brought about by Covid-19, it is striking that Tottenham has arguably been hit harder than many. At this key juncture, this investment allows the council to deliver further elements of the Strategy for Tottenham High Road 2019-2029 (set out in Appendix 1) and support the medium to long term recovery of Bruce Grove, Tottenham Green and Seven Sisters town centres.
  - 1.3. The Council received an in-principle funding offer from the FHSF for Tottenham High Road (included in Appendix 2) which is equal to 69% of its original ask i.e. £10m of the £14.5m included in the submitted Business Case – other Local Authorities receiving in-principle offers also had their bids reduced to 69% of their original funding ask.
  - 1.4. MHCLG's in-principle funding offer was subject to the Council updating its original Business Case submission to reflect the revised funding envelope.
  - 1.5. Alongside the new funding offer, MHCLG have confirmed that the FHSF delivery programme is unchanged i.e., the programme needs to be financially delivered by March 2024. The original FHSF bidding timetable envisaged a programme delivery from April 2020 to March 2024. However, delays to the FHSF bidding timetable, due to Covid-19, has impacted the programme which is now expected to start in April 2021.
  - 1.6. An updated Business Case was submitted to MHCLG on the 2<sup>nd</sup> February 2021, including an updated project programme and revised budget with a FHSF capital funding request of £10,019,646 i.e. within the revised FHSF envelope. The updated programme and budget retain all the original projects in the programme with the following key revisions on some projects:
    - Small scale back of activity and/or scope;
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- New external co-funding included; and
  - Use of 'back-up' Council capital bids.
- 1.7. Following the council's revised submission, MHCLG are aiming to confirm funding by the end of February 2021.

## **2. Cabinet Member Introduction**

- 2.1. Tottenham High Road is the social and economic heart of vibrant and growing communities. Connecting distinctive centres, the High Road supports retail, civic, employment, cultural, wellbeing, leisure, community activities, housing and more, enriching the lives of residents and visitors.
- 2.2. When I introduced the Strategy for Tottenham High Road (2019-29) to Cabinet two years ago, Tottenham, along with High Streets across the country, was facing pressure to adapt for a digital age and there was a need for the Council to intervene in order to future proof the town centres of Seven Sisters, Tottenham Green and Bruce Grove. I can't help but reflect on the context this last year has provided and yet how much more relevant the Strategy is today.
- 2.3. Covid-19 and Brexit have provided a new and immediate threats to the High Road and although we do not yet understand the long-term implications, the immediate impact on occupiers is obvious. The pandemic has accelerated some of the trends that the Strategy is seeking to address including the threat from the growth of online shopping, reducing footfall and increasing vacancy rates; in Seven Sisters in particular, thus reinforcing the need for investment in the quality of the environment, diversifying the uses and ensuring the high street is safe.
- 2.4. In order to support the ambitions of the Strategy for Tottenham High Road, the Future High Streets Fund investment comes at a critical time. It will deliver essential adaptations and enhancements to the existing fabric of the High Road. There is a notable focus on non-retail uses including activity and community spaces and improving the pedestrian experience. It is the combination and breadth of holistic activities that will help to address key challenges for this High Road, transform the area, and alongside with the Council's Good Economy Recovery Plan, support the medium to long-term recovery of Tottenham.
- 2.5. Tottenham is one of a handful of High Streets in London to receive Future High Streets Fund just two years after the Strategy was approved with a commitment to deliver value for money for our residents by pursuing external funding to match the Council's own investment in this area. This would not have been possible without a proactive approach to partnership working alongside our local resident and business community and strategic partners which has enabled us to secure Good Growth Fund, Heritage Action Zone and now Future High Streets Fund.
- 2.6. I am confident that this investment will help us to unlock Tottenham's vast potential and to support our wider commitments to addressing socio-economic inequality, through excellent places, new opportunities, and infrastructure fosters inclusion and improves outcomes for all.

### **3. Recommendations**

Cabinet is requested to:

- 3.1. Approve the receipt of a FHSF grant of £10,019,646 from MHCLG to deliver the Tottenham High Road FHSF programme.
- 3.2. Provide Delegated Authority to the Director of Housing, Regeneration and Planning, after consultation with the Director of Finance and the Cabinet Member for Strategic Finance and Regeneration, to enter a Memorandum of Understanding with MHCLG for the funding.

### **4. Reasons for decision**

- 4.1. In February 2019, Cabinet adopted the 'Strategy for Tottenham High Road 2019-2029' ('The Strategy') to guide the next stages of investments. It identifies a series of visions, aims and objectives for the High Road and its town centres, and outlines a range of projects and interventions to respond to the needs of all sectors of the local community, helping to transform the High Road. The Council believes it has a key role to play – working with local partners – to provide stewardship of the High Road as it goes through a period of change. Support from central government is a major opportunity for the issues Tottenham faces to be supported strategically by addressing the entrenched challenges the area faces.
- 4.2. The Strategy is the guiding framework from the Council's perspective that defines the issues and proposed responses. The Strategy's aim is to provide clear direction of growth, investment in infrastructure and provide a stimulus for change. There is a strong alignment between the Strategy and the objectives of the Future High Streets Fund, making this opportunity timely for comprehensive and necessary intervention in Tottenham.
- 4.3. The Strategy for Tottenham High Road and parallel strategic drivers (both financial and non-financial) referenced within the programme are already endorsed and awaiting delivery, albeit only 'unlocked' once match funding is secured. The recommendations in this report result in significant new resources coming into the council allowing it to implement a number of key projects that form part of the wider Strategy.

### **5. Alternative options considered**

#### **Option 1: 'Do Nothing'**

- 5.1. This option would be for the Council to not accept the FHSF grant funding offer from MHCLG. No activity is expected under this option beyond existing commitments, under the Strategy for Tottenham High Road. It will not provide an overarching and complementary package of investment that will respond to the structural challenges faced by Tottenham High Road and will be significantly constrained by the level of existing public sector commitments.

#### **Option 2: 'Recommended Option'**

- 5.2. This option is to accept the FHSF grant funding from MHCLG based on the updated Business Case submission and revised programme. This programme provides the greatest balance between projects that support the objectives of the Strategy for Tottenham High Road and the available FHSF funding envelope. All projects included in the programme are dependent on public sector funding and would not come forward without support from FHSF and/or the Council. The investments will result in a combination of change of use / dependent development and wider improvements that will enhance perceptions of the area, reduce crime, improve safety and enhance footfall and dwell time.

## **6. Background information**

- 6.1. In Autumn 2018, the Chancellor announced a new FHSF, with £675m being allocated to support the renewal and reshaping of town centres and high streets in a way that improves experience, drives growth, and ensures future sustainability.
- 6.2. Through the FHSF, MHCLG will support investment in:
- Physical infrastructure;
  - Acquisition and land assembly for housing, workspaces and public realm;
  - Improved transport access, traffic flow and circulation;
  - Supporting change of uses including housing and densification; and
  - Adaptation to changing technology.
- 6.3. In Summer 2019, following a Stage One Expression of Interest submission (Spring 2019), Tottenham High Road was announced as one of only six London High Streets to be shortlisted for this significant investment programme (over 300 of the 343 English local authorities submitted bids with 101 shortlisted).
- 6.4. The Council submitted a Stage Two draft Business Case in January 2020, seeking £12.4m of capital funding. Following feedback from MHCLG and a further period of refinement, the final Business Case was submitted in June 2020 seeking £14.5m of capital funding.
- 6.5. The proposed programme of FHSF investment for Tottenham High Road was based on eight distinct and complementary projects that build on the established vision and existing investment to be implemented through the Strategy for Tottenham High Road. The projects covered:
- New and improved market provision;
  - An enhanced and more intensive workspace offer;
  - Supporting retail post Covid-19;
  - Investing in vital community assets for Tottenham;
  - Transformational land acquisition;
  - Enhanced public access and circulation around the High Road, reinforcing the identity and improving functionality of the three town centres (of Bruce Grove, Tottenham Green, and Seven Sisters);
  - Progressing mixed use development programmes; and
  - Developing and implementing a SMART Action to reduce crime and support retailers in adopting to emerging technologies.
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- 6.6. The Council's final submission was principally based on delivering the ambitions of the adopted Strategy for Tottenham High Road (2019-29), although with some adaptation to consider the funder's specific priorities, known updates to Strategy projects since its adoption in February 2019, and emerging new priorities. All projects were however closely aligned with the intent of the adopted Strategy. Full details are included in Appendix 1.
- 6.7. In September 2020, MHCLG revised their methodology for assessing the business case and the Council was asked to re-submit the Tottenham High Road Business Case and re-provide confirmation of funding in light of Covid-19.
- 6.8. On 26<sup>th</sup> December 2020, MHCLG made an announcement confirming that 72 Local Authority bids (out of 101) had been allocated a share of a £831m Future High Streets Fund. The previously announced total was £1b.
- 6.9. A total of 15 Local Authorities were allocated their full ask from the FHSF (total allocation - £255m) and a further 57 Local Authorities, including Tottenham, were allocated 'in-principle' funding allocations (total allocation - £576m).

## **7. Contribution to Strategic Outcomes**

- 7.1. The FHSF programme will support the Council in delivering the following priorities in the Council's existing Borough Plan.

### **Economy - a growing economy which provides opportunities for all our residents and supports our businesses to thrive**

The Council adopted the Good Economy Recovery Plan in the Autumn 2020 which provides strategic alignment to the Strategy for Tottenham High Road and alongside the outcomes of the FHSF supports the medium to long term recovery of the High Road.

This new investment supports the Good Economy Recovery Plan's key priorities including:

- Re-opening and supporting high streets and town centres.
- Supporting businesses through recovery and into renewal; and
- Securing social and economic value through investment in neighbourhoods and communities.

### **Place - a place with strong, resilient and connected communities where people can lead active and healthy lives in an environment that is safe, clean and green**

- 7.2. The FHSF programme will support the Place Priority by:

- Creating public realm spaces that are greener and more inviting where people can have greater pride in their town centre.
- Create a safer environment that is well maintained and enable opportunities for the community to connect and enjoy their surroundings.

## **8. Statutory Officers comments (Chief Finance Officer (including procurement), Assistant Director of Corporate Governance, Equalities)**

### **8.1. Finance**

- 8.1.1 A requirement of the Future High Street Fund bid is that the Council identify match funding from both its own resources and other public and private sources. The analysis set out below identifies at a high level the mix of funding that supports the FHSF bid and the Strategy for Tottenham High Road.

	<b>£ (000's)</b>
<b>FHSF – Overall cost</b>	<b>28,855</b>
<b>Funded by</b>	
LBH	15,961
GLA	1,277
Other public	498
Private sector	1,100
<b>FHSF</b>	<b>10,019</b>

- 8.1.2 The Haringey funding is currently budgeted for in the approved capital programme as agreed by Council at its budget setting meeting on the 1<sup>st</sup> March 2021. The other public sector funding is also confirmed and is budgeted for in the approved capital programme. Where there is a non-public sector contribution these will not be budgeted for in the approved capital programme as they will not pass through the Council's accounts. They are however shown as part of the overall business case.

- 8.1.3 MHCLG intends to use s31 powers to provide funds to the Council by the end of March for spend to commence in 2021/22.

### **8.2. Procurement**

- 8.2.1 The projects that will be delivered utilising the funding (as noted in the revised business case) shall be procured in line with the authorities standing orders and Public Contract Regulations, to ensure compliance and to demonstrate value for money. The projects will be delivered with support from the Strategic Procurement department.

### **8.3. Legal**

- 8.3.1 The Head of Legal and Governance (Monitoring Officer) has been consulted in the preparation of this report.
- 8.3.2 Contract Standing Order 17.1 provides that for approval of receipt of grants valued at £500,000 or more a Cabinet decision is required.
- 8.3.3 The receipt of the grant is a Key Decision as it is more than £500,000 in value, and it must therefore comply with the Council governance processes in respect of Key Decisions including publication in the Forward Plan.

8.3.4 The Head of Legal and Governance (Monitoring Officer) advises that Legal Services is consulted on the terms and conditions of the Memorandum of Understanding (MoU) prior to the parties entering into the MoU.

8.3.5 The Head of Legal and Governance (Monitoring Officer) sees no legal reasons preventing Cabinet from approving the recommendations in the report.

#### 8.4. **Equality**

8.4.1 The Council has a Public Sector Equality Duty under the Equality Act (2010) to have due regard to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act
- Advance equality of opportunity between people who share those protected characteristics and people who do not
- Foster good relations between people who share those characteristics and people who do not.

8.4.2 The three parts of the duty applies to the following protected characteristics: age, disability, gender reassignment, pregnancy/maternity, race, religion/faith, sex, and sexual orientation. Marriage and civil partnership status applies to the first part of the duty.

8.4.3 The proposed decision is to approve the receipt of a Future High Streets Fund (FHFS) grant of £10,019,646 from MHCLG to deliver the Tottenham High Road FHSF programme, provide Delegated Authority to the Director of Housing, Regeneration and Planning to enter a Memorandum of Understanding with MHCLG for the funding, and provide Delegated Authority to the Director of Housing, Regeneration and Planning to approve the FHSF Programme and any changes to the Programme thereafter.

8.4.4 In January 2019, Cabinet passed 'A Strategy for Tottenham High Road.' The Strategy sets out the Council's vision and framework for changes to the High Road between Seven Sisters and Bruce Grove, including Tottenham Green and High Cross. An Equalities Impact Assessment (EQIA) was completed to accompany the Cabinet report. The EQIA found that the strategy would have positive impacts on people with protected characteristics, including through:

- Improvements to the physical realm increasing safety and health, with benefits for BAME groups and disabled people;
- Developing employment opportunities, with benefits for BAME people, young people; and
- Opportunities to reflect local culture through commercial, community and creative projects, with benefits for BAME groups, young and old people

8.4.5 The proposed decision of this report, to accept FHSF, will allow for the Council to pursue to the objectives of the strategy within the revised funding envelope

(taking account of the reduced allocation granted to Haringey by MHCLG at 69%).

8.4.6 The proposed programme of FHSF investment for Tottenham High Road was based on eight distinct and complementary projects that build on the established vision and existing investment to be implemented through the Strategy for Tottenham High Road. The projects covered:

- New and improved market provision;
- An enhanced and more intensive workspace offer;
- Supporting retail post Covid-19;
- Investing in vital community assets for Tottenham;
- Transformational land acquisition;
- Enhanced public access and circulation around the High Road, reinforcing the identity and improving functionality of the three town centres (of Bruce Grove, Tottenham Green, and Seven Sisters);
- Progressing mixed use development programmes; and
- Developing and implementing a SMART Action to reduce crime and support retailers in adopting to emerging technologies.

8.4.7 Despite the reduced funding envelope from MHCLG, the Council intends to deliver all of the above projects, though some projects will be subject to reduced budget or scope. The decision to accept the funding and thereby facilitate these projects will have positive implications by advancing equality of opportunity for residents with protected characteristics, as set out in the EQIA in the Strategy for Tottenham High Road. Investment to strengthen Tottenham's economy will help to promote economic recovery from COVID-19, bringing positive benefits to individuals with protected characteristics who have experienced disproportionate negative impacts from COVID-19, including on employment and income. Tottenham currently has one of the highest rates of unemployment and furlough in the UK. Alternative options to do nothing or less would reduce investment in the area, having the likely effect of limiting positive implications for individuals with protected characteristics.

## 9. **Use of Appendices**

Appendix 1: FHSF Programme

Appendix 2: MHCLG in-principle FHSF Offer Letter

## 10. **Local Government (Access to Information) Act 1985**