

Report for: Cabinet – 17th September 2024

Title: Approval of the Shaping Tottenham placemaking document

Report

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Ward(s) affected: White Hart Lane, Bruce Castle, Northumberland Park, Tottenham Hale, Tottenham Central, West Green, South Tottenham, Seven Sisters, St. Ann's, Hermitage and Gardens.

Report for Key/

Non Key Decision: Key Decision

1. Describe the issue under consideration

- 1.1 This report introduces 'Shaping Tottenham'- a new placemaking vision for Tottenham which builds on the comprehensive Tottenham Voices engagement undertaken in late '23/early '24. This focuses on the long-term outcomes the Council wants to secure for Tottenham, described under five themes which will guide positive change:
 1. Identity, culture and representation
 2. Strong and resilient communities
 3. Healthy and sustainable neighbourhoods
 4. Safe and welcoming
 5. Inclusive and prosperous economy.
- 1.2 Building on these themes, Shaping Tottenham describes how the Council will work in Tottenham's placemaking priority areas of Tottenham High Road; North Tottenham; Bruce Grove & Broadwater Farm; Tottenham Hale; and Seven Sisters & South Tottenham to ensure that the Council is focusing resources and intervention where it can make the greatest impact, while securing benefits that can be felt more widely across Tottenham and the Borough.
- 1.3 Shaping Tottenham will guide the Council's approach to holistic placemaking in Tottenham in the years ahead. It will also inform how the Council works in partnership with external stakeholders - ranging from community groups to strategic partners, businesses, landowners and investors – and the community. It seeks to address the big challenges for Tottenham highlighted through Tottenham Voices in order to deliver a placemaking programme that

both meets the concerns and aspirations of local people, and also looks to make the most of opportunities that could transform the area.

- 1.4 The implementation of Shaping Tottenham will include a commitment to ongoing participation, working with partners to take bold, collective action to address complex and cross-cutting challenges. Our proposed approach focuses on mobilising partners, setting clear, ambitious goals and being targeted in our combined actions and resources to achieve them efficiently and effectively.
- 1.5 Shaping Tottenham will be used to guide the Council's deployment of resources to placemaking in Tottenham, with the themes being used to underpin the approach to future funding opportunities.
- 1.6 This report seeks Cabinet approval for the Shaping Tottenham document (Appendix 1) and asks Cabinet to note the approach to ongoing participation (Section 6.11-13) which will focus efforts on achieving the long-term vision and outcomes for Tottenham.

2. Cabinet Member Introduction

- 2.1 Shaping Tottenham is the blueprint for how we will work with our communities to write the next chapter for Tottenham – one that embraces its radical history, learns from the past, and harnesses our collective strength to shape a brighter future. Over the next ten years, we will build strong and lasting working relationships across sectors and bring people together who, with combined efforts, resources and skills, can make lasting change.
- 2.2 The strategy is rooted in Tottenham's strengths but doesn't shy away from the challenges we face. These challenges are not new, nor are they unique to Tottenham, but the approach to tackling them through Shaping Tottenham will be.
- 2.3 This ambitious project has been made possible by the communities, businesses and partners across Tottenham who made their views heard through the Tottenham Voices engagement. As a Council we are immensely grateful for their generosity with their time, their openness and creativity, and their passion for securing the very best future for Tottenham and its people. These conversations have shaped our long-term vision and we will continue to collaborate as we steer the changes Tottenham needs, together.
- 2.4 Shaping Tottenham is about hope, about action, and about putting in place the structures that will enable us, together, to build a fairer future where everyone can feel the benefits of greater prosperity. I am excited to see what we can achieve.

3. Recommendations

Cabinet agrees:

- 3.1 To approve the Shaping Tottenham document attached in Appendix 2, which builds on the learning from Tottenham Voices to set out a vision underpinned

by five themes for improvement and proposals for how these will apply through five priority placemaking areas for Tottenham.

- 3.2** To note the approach to ongoing resident participation, central to the delivery of Shaping Tottenham, as described in section 6.11-6.13.

4. Reasons for decision

4.1 Alignment with other Vision documents

- 4.1.1** In April 2023, the Wood Green Voices Vision Document ‘Shaping Wood Green’ was approved by Cabinet. This established a new way of working under the Haringey Deal, to deliver a placemaking approach in collaboration with communities and local partners.

- 4.1.2** Shaping Tottenham builds on the approach established by Shaping Wood Green, while responding to the Tottenham-specific context. It will sit beneath and work with the emerging Borough Vision, providing a Tottenham-focused response, informed by the priorities of our communities, to the Council’s borough-wide ambitions.

- 4.1.3** Shaping Tottenham will complement and supplement the planning policies for Tottenham in the upcoming Local Plan.

4.2 Engagement led

- 4.2.1** The approach to Shaping Tottenham was led by an extensive strategic engagement exercise, where communities and partners were asked ‘what is working well?’ and ‘what needs to change looking ahead?’ The Tottenham Voices approach took a specific focus on how the Council engages with communities that are often under-represented, to ensure that all of Tottenham’s residents were able to have their voices heard.

4.3 Building on community priorities

- 4.3.1** The vision and themes within Shaping Tottenham have been carefully developed from what we heard through the Tottenham Voices engagement, and are therefore rooted in recent conversations with a wide range of residents and stakeholders. These themes were tested in a workshop in March 2024 with circa 100 participants from a range of different stakeholder groups, where they were positively received.

4.4 Outcomes focused

- 4.4.1** The findings from Tottenham Voices illustrate the complexity of the challenges facing Tottenham and its communities, including the interrelationship between factors such as the quality of housing; lack of facilities and support for young people; issues of crime and safety; and feelings that Tottenham is neglected, which combined, can have a stark impact on the outcomes and opportunities residents are able to access (See Appendix 1).
- 4.4.2** Shaping Tottenham responds to this by taking a holistic, outcomes-focused approach, recognising the need to work collaboratively and in a focused and

coordinated way to bring together the Council and its partners to tackle the big challenges affecting Tottenham.

4.5 Ongoing participation

- 4.5.1** Shaping Tottenham embodies the principles of the Haringey Deal, recognising at the outset that in order to achieve the outcomes that Tottenham and its communities need, the Council must work together with communities, strategic and local partners, businesses, service providers. The Council will build on the collaborations established through Tottenham Voices to form lasting partnerships for positive action (as described in section 6.11-6.13).

4.6 Action-led

- 4.6.1** Shaping Tottenham advocates a dynamic and pragmatic approach to withstand a tough current financial climate and a shifting funding and policy landscape. Where plans face uncertainty or delays, the Council will develop initiatives for rapid, visible change alongside long-term transformative programmes to be brought forward at the right time. Catalysts like Borough of Culture '27 and Euro '28 will drive early impact and build a lasting legacy.

5. Alternative options considered

5.1 Do not approve the Shaping Tottenham Document

- 5.1.1** The Council has committed itself to sharing power with residents as part of the Haringey Deal. This vision document communicates the outcome of an extensive process of engagement and will be used as a basis for further conversation around change in Tottenham. Publishing this document is an important pre-requisite for future collaborative working and public participation.
- 5.1.2** Failure to publish the Shaping Tottenham document would risk undermining the commitments made to our communities through Tottenham Voices, and contribute to a lack of strategic direction that is necessary to unite workstreams across Tottenham to achieve greater impact.

5.2 Do not adopt models for ongoing participation

- 5.2.1** Developing any approach to ongoing participation with the public for Shaping Tottenham will need to start with an acknowledgement that the Council does not have an off-the-shelf solution to be deployed. The Council is committing to an approach that prioritises participation and seeks to make inroads into the most challenging issues Tottenham is facing by tackling these publicly and directly, giving them the prominence they require in accordance with the Haringey Deal.

6. Background information

- 6.1** Between 2022-'24, as part of the Council's commitment to working with the community through the Haringey Deal, a new approach to placemaking in Wood Green and Tottenham was developed through the Voices initiatives. The aim of these initiatives was to ensure that any projects or plans to improve Wood Green and Tottenham reflected the priorities of local residents and empowered local communities. Tottenham Voices was a one-Council

approach drawing together officers from across different services, recognising the importance of a joined-up discussion that reflects the complexity of the challenges we are seeking to tackle for Tottenham.

- 6.2 There was a specific focus on reaching out to people and groups beyond that which had been achieved on previous exercises, with young people and seldom heard parts of the local communities prioritised. For Tottenham Voices, over 700 people were directly engaged through surveys, workshops, and activities.
- 6.3 It had been a decade since the Council's last Tottenham-wide conversation about the future, and much has changed, from transformational projects at Tottenham Hale and the Tottenham Hotspur stadium to placemaking interventions along the High Road and in the neighbourhoods at High Road West, Northumberland Park and Broadwater Farm.
- 6.4 This investment in new homes, social infrastructure, streets, spaces, and community initiatives is benefiting residents and businesses, but some complex and longstanding challenges persist. Owing to longstanding structural inequalities, Tottenham endures deeper impacts from crises and economic shocks than other parts of London and takes longer to recover. Health inequalities are stark, with nearly a ten-year gap in healthy life expectancy for men between the east and west of the borough. These challenges have been compounded by the pandemic and the cost-of-living crisis, with the messages we heard through Tottenham Voices shining a spotlight on the impact on our residents.
- 6.5 The engagement highlighted Tottenham's strengths – its sense of community and how its cultural heritage and diversity is so central to Tottenham's identity, the deep connection people felt to Tottenham's neighbourhoods and assets, and above all people's strong hopes and aspirations for a better future. At the same time, some prominent challenges were aired related to: a lack of affordable housing, poor living conditions, and overcrowding; the impact of crime on the community; the lack of safe spaces for the community and activities for people of all ages; concerns about pollution and the climate emergency; a lack of active travel options and on-street activity leading people to feel unsafe; feelings of neglect and an east-west divide in the borough; and concerns about change and how this is managed.
- 6.6 In these challenging times, local government support is critically needed, yet Councils across the country are confronting one of the most severe funding crises in recent memory. This makes it necessary for us to look to more creative and innovative ways of working to tackle inequalities and support our residents to live well.

6.7 Against this backdrop, Shaping Tottenham sets out the Council's new ten-year placemaking strategy for Tottenham. In the spirit of the Haringey Deal it is rooted in a commitment to greater collaboration with residents, businesses, and partner organisations, challenging us to direct our collective energies towards those priorities that can best support Tottenham to thrive.

6.8 Shaping Tottenham sets out a vision for Tottenham:

'Tottenham will be known for its vibrant, inclusive atmosphere, offering opportunities for all residents. It will be a place full of life, with a strong cultural offer and night-time economy, where the area's rich history is celebrated and everyone feels safe, welcomed, and proud to call Tottenham home.'

6.9 The vision is underpinned by five Placemaking Themes:

1. **Identity, culture and representation:** We want Tottenham's unique heritage, creativity and spirit to be at the heart of its identity and draw as a destination.
2. **Strong and resilient communities:** We want to build stronger connections between generations and cultures and support Tottenham to stand proud as a community of active and empowered citizens.
3. **Healthy and sustainable neighbourhoods:** We want to shape whole-life neighbourhoods that have a positive impact on the lives of our residents. That means designing and maintaining homes, streets, spaces and places that are environmentally sustainable and which promote good health, connection to others and connection to nature.
4. **Safe and welcoming:** We will work together to tackle crime and anti-social behaviour, and keep Tottenham clean and inviting.
5. **Inclusive and prosperous economy:** We will work with partners to build a more inclusive, resilient local economy where businesses can grow and thrive, and where more of our residents benefit from rewarding, well-paid work.

6.10 Building on and reinforcing these themes, the narratives for Tottenham's distinct neighbourhoods are set out below:

- **North Tottenham:** An international destination for sports, culture and entertainment, set within a vibrant town centre with a proud local identity.
- **Bruce Grove and Broadwater Farm:** Tottenham's retail heart, set within a historic centre and supported by lively and characterful neighbourhoods.
- **Tottenham Hale:** A hub of enterprise and opportunity, bringing the community together around a new urban centre and the landscapes of the Lee Valley.

- **Seven Sisters and South Tottenham:** London's next destination for international food, culture and the evening economy set around a neighbourhood that celebrates its diverse communities.
- **High Road:** A cultural and commercial corridor, linking neighbourhoods, nourishing economic activity, and showcasing the best of Tottenham.

6.11 Models for ongoing participation

Shaping Tottenham identifies 12 target outcomes. These represent the main opportunities and challenges which can have a major influence on how Shaping Tottenham vision is realised. These outcomes are complex, and require a targeted, cross-sectoral response, bringing a range of partners and expertise together with a focus on how to maximise positive impact.

6.12 Examples of these include the following:

- Culture-led placemaking in Tottenham results in a reinforced local identity, enhanced sense of belonging and pride, and increased appeal of Tottenham as a destination.
- Young people are empowered with the skills, opportunities, and support needed to thrive and lead in their communities.
- Active, whole-life neighbourhoods are shaped and sustained, making Tottenham work better for everyone from our youngest to our oldest residents.
- A public health approach to crime and violence reduction includes a focus on prevention, early intervention and community well-being as well as response and recovery.

6.13 As a direct action from Shaping Tottenham, the Council will convene a series of multi-disciplinary groups around these shared endeavours, bringing together local and strategic partners to set clear, ambitious goals and use our combined resources to achieve them efficiently and effectively. These groups will be a framework to:

- Focus resources on solving specific, significant problems, developing diverse and impactful solutions
- Promote collaboration across sectors—council, businesses, service providers, strategic partners, voluntary sector, and community—sparking innovation through varied expertise; and
- Align actions—policy, service delivery, funding, research—with long-term goals for combined impact and strategic direction.

7. Contribution to the Corporate Delivery Plan 2022-2024 High level Strategic outcomes'?

- 7.1 This proposal will contribute to High-Level Outcome 5: Placemaking in the Placemaking and Economy Theme
- 7.2 It will also contribute to High Level Outcome 1: Positive Resident Experience, and High-Level Outcome 2: Inclusive Public Participation; High Level Outcome 4: Developing Young Voices in the Resident experience, participation, and collaboration theme by committing the council to further conversations with the public about how Tottenham could be improved.
- 7.3 Shaping Tottenham was designed to align with the commitments of the Haringey Deal and in particular, to demonstrate ambitions to 'listen and prioritise relationships' and 'hear the voices that are too often overlooked'.

8. Carbon and Climate Change

- 8.1 The Climate Change Action Plan sets out how the borough will become net zero carbon by 2041. Throughout the Tottenham Voices process, residents expressed concerns about pollution and the climate emergency, and a lack of local active travel options. Part of a fairer future for Tottenham is creating a place that is more resilient to crises, including impacts of a changing climate which disproportionate impact on disadvantaged communities. Shaping Tottenham must therefore prioritise actions which also contribute to our carbon and climate change ambitions throughout; however it also includes specific actions which contribute to these Climate Change Action Plan objectives:
- **Reduce emissions related to road transport [...] by growing public and active travel options:** Shaping Tottenham aims to promote connections to nature and maximise active travel by connecting green spaces throughout Tottenham including to the Lee Valley and prioritise walking and cycling routes; completing high-quality green interventions which include measures like sustainable drainage to increase climate resilience; transform car-dominated spaces like the Tottenham Hale Retail Park into diversified mixed-use areas which encourage active travel; transform Tottenham High Road to create a safer, calmer environment and address the dominance of vehicular traffic
 - **To actively liaise with and support stakeholder organisations to reduce carbon emissions and promote further reduction:** Shaping Tottenham aims to create opportunities for people to get involved in green projects as part of creating active, whole-life neighbourhoods; Opportunity Haringey contains related actions for Tottenham's businesses, including activities to invest in green economies and encourage sustainable economic growth
 - **Achieve an EPC B on average in all domestic buildings by 2041:** Shaping Tottenham aims to create healthy and sustainable neighbourhoods, designing and maintaining homes, streets, spaces and places that are environmentally sustainable

9. Statutory Officers comments (Director of Finance (procurement), Head of Legal and Governance, Equalities)

9.1 Finance

The recommendation in this report do not have any immediate financial implications. Where schemes and projects are being developed, the financial implications of them will be assessed and will form part of the decision-making process, in line with the budget provision within current capital programme plan.

9.2 Procurement

Strategic Procurement note the contents of this report and confirm there are no procurement related matters preventing Cabinet approving the Recommendations stated in paragraph 3 above.

9.3 Head of Legal & Governance - Patrick Uzice, Principal Lawyer Property, Planning and Regeneration

The report seeks approval of the Shaping Tottenham document. Engagements with communities have been carried out to help formulate the document. There are no legal reasons as to why the recommendation cannot be approved.

9.4 Equality

9.4.1 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 protected characteristics and people who do not
- Foster good relations between people who share those characteristics and people who do not.

9.4.2 The three parts of the duty apply 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.

9.4.3 Although it is not enforced in legislation as a protected characteristic, Haringey Council treats socioeconomic status as a local protected characteristic.

9.4.4 Shaping Tottenham has been developed to respond directly to what groups with protected characteristics have told us through the Tottenham Voices engagement. The model for ongoing participation will create more, sustained opportunities for residents and organisations representing groups across Tottenham underpinning a fairer, more inclusive approach to how we undertake placemaking.

9.4.5 This decision will result in the creation of a series of high level themes for action in a final vision document. It also commits to the ongoing participation

of residents in developing further projects and schemes for Tottenham. As the decision will not mandate or create any particular projects or schemes to be taken forward, it is considered to have a neutral equalities impact, as there will be no disproportionate or notable impacts on groups with protected characteristics

- 9.4.6** However, as and when projects which fall under the broad themes defined in the course of this work come forward for design, they will be subject to detailed equalities analysis, including a full Equalities Impact Assessment where appropriate. Similarly, as detailed proposals for ongoing participation are developed, they will be assessed to ensure compliance with the Public Sector Equality Duty also.

10. Use of Appendices

1. Tottenham Voices Engagement Summary, 2024
2. Shaping Tottenham Document, 2024 (August '24 draft)

11. Background papers

1. [Wood Green Voices Vision Document – Cabinet Report 18th April 2023](#)