

Report for: Cabinet; 15 July 2025

Item number: 15

Title: London Borough of Culture 2027 Delivery Arrangements: Creation of a Charitable Company Limited by Guarantee

Report authorised by: Jess Crowe, Corporate Director of Culture, Strategy and Communities

Lead Officer: Yamin Choudury, Director of Culture & Communities

Ward(s) affected: All

Report for Key/ Key Decision
Non Key Decision:

1. Describe the issue under consideration

- 1.1. This report summarises findings of 18+ months of research, development and engagement with both local partners and communities, and wider collaborators with expertise and/or experience of delivering a London Borough of Culture programme.
- 1.2. This exploration has resulted in the recommendation presented for Cabinet decision, namely the creation of an alternative delivery arrangement for Haringey's London Borough of Culture through means of a Charitable Company Limited by Guarantee. This report sets out how it is envisaged such an arrangement would work, the benefits associated with it, and the governance that will be required to ensure the Council can continue to direct and oversee the project effectively.

2. Cabinet Member Introduction

- 2.1. It gives me great pleasure to again say how excited I am and we are as a Borough to be hosting the London Borough of Culture in 2027. This provides an opportunity to showcase the rich creativity and culture which is at home here in Haringey, show that our Borough is a home for creatives and artists and enable our young people to see that the creative industry is a place for them to build and have a fulfilling career.
- 2.2. But like anything that is worth doing, there are risks both financial and reputational, and the longer lead in time compared to other Boroughs who have hosted this prestigious award, has allowed us to take a step back and carry out a detailed review and planning of delivery options.
- 2.3. Research into previous models used by other boroughs highlighted the need for a bespoke, sustainable, and agile delivery mechanism suited to Haringey's ambitions and context.
- 2.4. The proposed charitable company limited by guarantee model:

- Provides and sets out the governance arrangements to enable the delivery of London Borough of Culture in Haringey in 2027 aligned with the borough's cultural and community ambitions.
- Supports legacy-building beyond 2028.
- Allows for external partnerships and funding not readily available to a Council-hosted programme.
- Ensures continued Council control through sole membership and board appointment rights, while maintaining appropriate independence and public benefit safeguards.

2.5. The Articles of Association and Master Collaboration Agreement provide the legal and operational framework for effective partnership and governance between the Council and the Charity.

2.6. Finally, the approach also allows flexibility to wind down or repurpose the Charity following programme completion, subject to the outcome of the 2028 evaluation and I am seeking Cabinet's approval to move ahead with the next exciting stage of the delivery of our year-long cultural and creative celebration by agreeing to the creation of charitable company limited by guarantee.

3. Recommendations

Cabinet is asked to:

- 3.1. Note the research and development that has been conducted since the London Borough of Culture 2027 award in March 2024, as summarised in section 6.
- 3.2. Approve the implementation of an alternative delivery arrangement, in the form of a Charitable Company Limited by Guarantee, for the delivery of the London Borough of Culture 2027 programme for Haringey.
- 3.3. Approve the Council as the sole and founding Member of the Charity.
- 3.4. Approve the adoption of the Articles of Association for the Charity and the Master Collaboration Agreement between the Council and the Charity, set out in Appendices 1 and 2 respectively.
- 3.5. Delegate the mobilisation, deployment and operations of the Charitable Company Limited by Guarantee to the Corporate Director of Culture, Strategy and Communities.
- 3.6. Evaluate and assess the realisation of the co-designed objects of the Charitable Company Limited by Guarantee, via regular monitoring through the proposed governance outlined in this report, and to receive a report no later than December 2028 enabling a decision to be made as to whether to retain or close down the CCLG following the completion of all LBoC-related activities.

4. Reasons for decision

- 4.1. LBH has had the unique benefit of a longer lead in time than previous LBOC boroughs, as this is the first time the GLA has announced two consecutive awards for the biennial programme. This has allowed LBH to scrutinise processes and explore potential new approaches to:
 - 4.1.1. Deliver the LBoC programme successfully
 - 4.1.2. Fulfil the ambitions of the original proposal
 - 4.1.3. Create a sustainable and robust legacy for LBoC for the borough
- 4.2. Having conducted research into delivery options used by previous LBOC award winners, their approaches are not felt to be viable options for Haringey, for reasons set out in section 6. Over the past 18 months therefore, LBH has worked closely with partners and sector experts to develop the recommendation of creating a Charitable Company Limited by Guarantee ("CCLG") to deliver the LBoC programme.
- 4.3. A CCLG is a specific not-for-profit organisation, registered with both Companies House and the Charity Commission. Members guarantee a nominal amount of the company's debts, whilst the company has no shareholders or profit distribution.
- 4.4. The CCLG is established to achieve specific charitable 'objects', which are outlined in the CCLG's governing document, the Articles of Association attached as Appendix 1. These objects must align with the requirements set forth in the Charities Acts, as does the general operation of the charity. If it fulfils the criteria for doing so, an organisation that has been set up as a CCLG must apply to the Commission to be registered as a charity and the Commission will confirm this and provide a charity number. Charity registration is public domain evidence that the CCLG is, by legal definition, a public benefit organisation, and that status has a high level of public recognition. The Council will therefore apply to the Commission for charitable status for the CCLG.
- 4.5. The CCLG, founded solely by LBH, will have independent operational systems, which can be more inclusive, agile and responsive to the immediate needs of the programme, and leans into the expertise and background of the Council's Culture team.
- 4.6. The CCLG can also reduce the demand on LBH resources by bringing in external support through strategic partnership and sponsorship, which would not all be available to a council-hosted function.
- 4.7. LBH will retain control of the charity as the sole corporate member, with power to appoint the charity board and may pass company members' resolutions directly as written resolutions. LBH will make appointments in the best public benefit interests of the CCLG and the strategically aligned public benefit interests of LBH and these will include at least two trustees who are not directly connected to LBH, to ensure the CCLG has a means of managing the potential for conflict of interest, within the overall collaborative public benefit interests of LBH and the CCLG.
- 4.8. External legal counsel has been commissioned to develop and draft the constitutional document for the CCLG – Articles of Association and a Master Collaboration Agreement as a contractual framework to govern the operational

partnership relationship between the CCLG and LBH in the delivery of the programme. The Master Collaboration agreement is key to the success of this model as it dictates the relationship, influence and constitutional control that LBH will have over the CCLG.

- 4.9. The Master Collaboration Agreement provides a framework for a collaborative working relationship to promote and deliver the LBoC project. It may cover the various means by which and the conditions upon which LBH will support the CCLG, the payments the CCLG will make for services provided by LBH, and provide for effective communication between LBH and the CCLG in the planning and delivery of the project. The framework will allow for more specific detailed agreements on specific areas within the collaborative LBoC project. This agreement is attached at Appendix 2.
- 4.10. The CCLG will be included as part of the master evaluation of LBoC and provide valuable learning for the Council and the Borough. Dependent on evaluation and monitoring of realisation of the charitable objects, the CCLG could be wound up after the LBoC delivery year, which runs from April 2027 to April 2028, or sustained as a new model of cultural infrastructure, advocacy and support. The CCLG may develop from delivery of the specific programme into a post-programme legacy as a charitable Haringey community organisation and the proposed report to Cabinet in 2028 will enable the Council to take an informed decision at that point.

5. Alternative options considered

- 5.1. Total restructure of internal delivery model: An alternative approach would be to work with leaders from across the council to redevelop internal infrastructure to include dedicated, allocated resources via a multi and inter-departmental approach. We would explore how the delivery team can better understand and utilise systems to feasibly deliver the programme, and where efficiencies and/or alternatives may be possible.
- 5.2. LBH would seek to develop a new structure; a multidisciplinary, dedicated team of leaders from across the council - including (not limited to) Culture & Creativity, Project Management, Communications, Business Support, Procurement and Children & Young People. LBH would build out the core team and then bring in additional producers/directors and other professionals/experts from the arts and culture sectors to produce a world-class programme and maximise external funding and investment.
- 5.3. The long-term ambition would be for LBH to strengthen and expand its network of partners, building on the momentum created by community networks etc. In this model LBH would create an advocacy and partnership board with partners to develop collaboration with funders, external organisations and individuals to facilitate promotion, and delivery of the programme safely and efficiently.
- 5.4. This would present the following challenges:
 - 5.4.1. Front-loads new, and full financial and resource cost, and risk, to council;
 - 5.4.2. Reduces opportunity to leverage external support, infrastructure and funding;

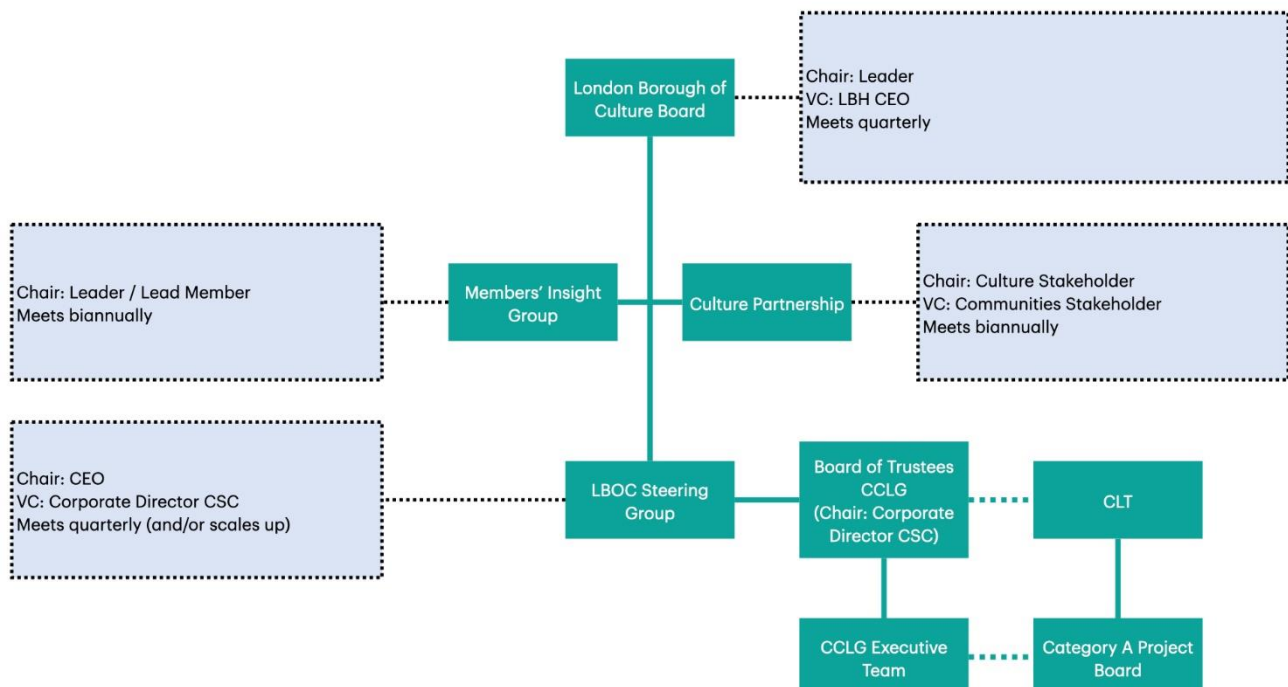
- 5.4.3. Systems require scrutiny and adaptation - organisation-wide redevelopment likely not feasible, which may cause multiple systems being needed to do the same thing for different services - time, capacity and workforce issues
- 5.4.4. Requires council-wide buy in and offering of resources at a time of financial pressure across all services, including statutory ones;
- 5.4.5. Sustainable legacy models mean a longer period of higher investment.
- 5.5. Do Nothing: Current framework, capacity, resources and infrastructure would not support the delivery of the ambitions of the programme, and would require significant, if not total, reprofiling of the LBoC programme.
- 5.6. Outsource to an external partner: Would not deliver the borough-wide ambition and transformation as outlined in the bid, and requires flexibility, capacity and scale that is not available at this time in the borough.

6. Background information

- 6.1. “Haringey is the world in one borough. A place of creativity, personality, radicalism, diversity and community. To create a fairer, greener Haringey that works for everyone, we need to work with you to make change happen. To do this, we need to change the way we work.” These principles, set out in the Haringey Deal, have heavily informed our approach to LBOC and our thinking on how best to deliver it.
- 6.2. More widely, culture is critical to London’s economic success: 80% of visitors to the city come for ‘culture and heritage’; one in six jobs in the capital are in the cultural and creative industries; and this sector generates £52bn to the London economy every year.
- 6.3. Launched in 2017, the Mayor’s London Borough of Culture award, brings Londoners together in recognition of this sector’s importance for London. It puts culture at the heart of local communities, where it belongs, illuminating the character and diversity of London’s boroughs and showing culture is for everyone. Boroughs receive £1.35m to deliver a spectacular year of creative and cultural activities that celebrate local communities and showcase London’s diversity.
- 6.4. The award will be central to delivering a culturally rich borough as per the Corporate Delivery Plan 2024 - 2026. It is a key enabler for realising strategic ambitions for the Council, as set out in Opportunity Haringey, the borough’s inclusive economy strategy, and the recently agreed Culture Strategy for the borough. Cultural and creative industries make up nearly 20% of all businesses in the borough and one in five jobs are in the cultural sector. The London Growth Plan highlights Tottenham as an internationally significant visitor destination, with opportunities to grow as part of London’s ‘experience economy’ and our residents are highly culturally engaged, exceeding the London average for arts attendance in all arts & culture categories.
- 6.5. Even more importantly than the economic drivers, however, Haringey is rooted in a rich and dynamic history, shaped by deeply diverse cultural communities. The identity and stories of these communities reveal the borough’s potential and are the key reason as to why it is the future of London and why LBOC is such an important project for Haringey.

- 6.6. The success of the London Borough of Culture 2027 award signifies Haringey's intent and ambition. This recognition will foster opportunities for all residents to engage in arts and culture. It will attract new inward investment into the borough, which can subsequently be allocated to benefit residents and support the sector. Additionally, it will cultivate new, intergenerational audiences, participants, and creatives while empowering young people to influence their own futures as well as ours.
- 6.7. The London Borough of Culture 2027 will offer substantial opportunities for our residents. It will enable everyone in the borough to access, engage in, enjoy and be excited by arts & culture locally, create more jobs, generate more income for local businesses, and directly address some of the challenges faced by many in our community.
- 6.8. It is also a major project for LBH to deliver, with reputational and financial risks. LBH needs to get it right and ensure that it has the capacity and capability to make it the success Haringey needs and wants it to be.
- 6.9. Current challenges experienced by both the delivery team, and LBH at large given the financial position, strongly suggest that LBoC cannot be treated as business as usual by LBH, and nor can LBH afford to scale up investment in the very significant way that other previous LBoC winning boroughs may have.
- 6.10. Considering the scale and profile of the LBoC award and programme, some Local Authorities have commissioned delivery to, or with, external cultural partners, to provide the administration, management and delivery of the LBoC programme.
- 6.11. Previous cultural partners in other boroughs have shared how challenging the programme has been to deliver in this framework, and the additional strain this has caused to the partner organisation, even with additional capacity.
- 6.12. Where Local Authorities have delivered LBoC internally, either there is generally significantly more cultural infrastructure and resource already existing via the service in the Council, or not no other options due to time restrictions.
- 6.13. Significant consultation with internal and external partners, stakeholders, previous LBoC winners, sector experts, the GLA and many others, over 18 months has informed the development of the CCLG recommendation, which the Council believes will maximise the direct and long-term opportunities arising from LBoC. The CCLG presents the following opportunities:
- To develop systems that align with Council due diligence and assurance needs, whilst also meeting the needs of the programme;
 - To improve project funding and project investment opportunities;
 - The financial benefits of being set up as a charitable entity, which can be re-invested into programme and community;
 - To reduce risk and exposure (both reputational and financial) of the Council;
 - To create a wider case for inward investment into the Borough, with a more diverse group of potential stakeholders.

- 6.14. As summarised in the previous paragraph, a key opportunity presented by the CCLG is its ability to leverage additional external partnerships and resources that would be unlikely to be offered directly to an internal Council programme. The most important of these which has already been critical to the success of our LBoC ambition so far is our partnership with Tottenham Hotspurs, both the Club and the Foundation.
- 6.15. Tottenham Hotspurs played a critical role as a champion and advocate in the LBoC proposal process and have been extremely supportive of the development of the CCLG recommendation.
- 6.16. Having already dedicated the use of office-space to the London Borough of Culture delivery team, that will allow the programme to have a base of operations in the East of the borough, Tottenham Hotspurs have shared their ongoing support of London Borough of Culture and the charity through the commitment of capacity building resources and future funding. This is attached at Appendix 3.
- 6.17. Spurs will also be co-producing the grand finale of London Borough of Culture 2027 in March 2028 Homegrown Haringey; showcasing the phenomenal musical talent that has come from the borough.
- 6.18. A high-level representation of the governance proposed for the LBoC project and operational and strategic oversight held by LBH over the CCLG is set out in the diagram below. Once the CCLG is in place, the Category A Project Board, which has been managing this set-up phase, will no longer be needed and oversight will be through the LBOC Steering Group, chaired by the Chief Executive, at officer level and the LBOC Board, chaired by the Leader, at member level.



- 6.19. The governance structure, created by LBH, will give LBH the ability to monitor:
- priorities of the CCLG;

- appropriate delivery methodology;
- the portfolio, programmes, and projects;
- management of risk;
- definition of requirements;
- management of dependencies;
- management of resources;
- management of benefits;
- and assuring delivery quality.

6.20. Ensuring that this governance functions effectively and provides sufficient oversight for LBH is critical because the Council remains the accountable body for the GLA and other funders' grant and other funding streams. The LBH delivery team are working closely with the GLA, who have been supportive of this approach and its objectives.

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

7.1. This proposal supports Theme 7 A Culturally Rich Borough:

7.2. A thriving arts and culture sector supported by the Council's collaborative approach.

7.2.1. Promoting an ambitious culture programme for Haringey.

7.2.2. An engaged and inclusive approach to cultural participation.

7.2.3. A cultural infrastructure to be proud of.

8. Carbon and Climate Change

- 8.1. In March 2019, Haringey Council declared a Climate Emergency, with the bold ambition of becoming a net-zero council by 2027 and a net-zero borough by 2041.
- 8.2. We will work in close partnership with the Haringey Climate Forum (HCF) with community groups and activists, to discuss, lobby and promote climate action through cultural events.
- 8.3. We will improve our knowledge on sector best practice, policies, and targets to reflect LBOC as a significant year of event delivery and a catalyst for a combined environmental and cultural legacy. Use existing resources such as The Arts Green Book for our cultural buildings and studios and build on the £100K GLA-funded Tottenham Creative Spaces Green Grant being distributed to creative businesses and organisations.
- 8.4. Focus on sustainable event delivery management, including the procurement of technical and production teams, with contracted conditions for waste and energy use.
- 8.5. Work closely with Communications on embedding event management messaging including best public transport, walking and cycling routes.
- 8.6. Collaborate with cultural groups and artists working on climate change issues in an exciting and innovative ways to imagine and build real social change and positive environmental impact.
- 8.7. Work closely with an environmental partner such as Julie's Bicycle to monitor and measure the environmental impact of our programme such as their Creative Climate Tools - ensuring this aligns with LHB net-zero targets.
- 8.8. Reflect our environmental commitments in our creative programme and ambitions particularly around green spaces, young people, mental health, wellbeing and diverse communities.

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

9.1. Finance

- 9.1.1. The creation of a Charitable Company Limited by Guarantee (CCLG) to deliver LBoC is expected to contribute financial benefits to the Programme strategically, through maximising funding and investment opportunities, and operationally through designing a bespoke, more agile payments process that is better tailored to the needs of the Programme than the Council's business-as-usual processes. Nevertheless, and as set out in 6.18-6.20, the design of such a process will still be required to incorporate the necessary assurance and due diligence measures associated with spending public money. These benefits, along with the ability to

leverage external support and infrastructure to aid delivery will aid the Programme in meeting its overall financial objectives.

- 9.1.2. As per Section 6 above the Council will, via the governance framework retain control of its investment and oversight of all LBoC funding, and in collaboration with the CCLG, develop processes for the financial monitoring of the LBoC programme ensuring that all and any reporting and scrutiny requirements are met, and properly delivered.
- 9.1.3. The cost of setting up the CCLG will be covered through the LBoC programme budget.

9.2. **Strategic Procurement**

- 9.2.1. Strategic Procurement has been consulted in the preparation of this report.
- 9.2.2. Strategic Procurement note the recommendations in section 3 of the report are not procurement related.
- 9.2.3. Strategic Procurement have no objections to the recommendations of this report.

9.3. **Legal**

- 9.3.1. The Director of Legal and Governance (Monitoring Officer) was consulted in the preparation of this report.
- 9.3.2. By virtue of the general power of competence under Section 1 of the Localism Act 2011, the Council has power to do anything that individuals could do which includes setting up a charitable company and as such the recommendations in paragraph 3 of the report are in line with law.
- 9.3.3. Section 2 of the Local Government Act 2000 gives the Council powers to do anything which is likely to promote the economic, social and/or environmental well-being of the Council's area. Setting up the charitable company would enable the Council to achieve its objective of delivering the London Borough of Culture 2027 and realise all the benefits of hosting the programme and as such the recommendations in paragraph 3 of the report are in line with law.
- 9.3.4. Further to paragraphs 9.3.2 and 9.3.3 above, the recommendation in paragraph 3.1.5 of the report to delegate the mobilisation, deployment and operations of the Charitable Company Limited by Guarantee to the Corporate Director of Culture, Strategy and Community is in line with law. Cabinet has power under the Local Government Act 2000 to delegate the discharge of any of its functions to an officer (S.9E (Discharge of Functions)).
- 9.3.5. The Director of Legal and Governance (Monitoring Officer) sees no legal reason preventing the approval of the recommendations in the report.

9.4. **Equality**

- 9.4.1. The council has a Public Sector Equality Duty (PSED) 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. Although it is not enforced in legislation as a protected characteristic, Haringey Council treats socioeconomic status as a local protected characteristic.
- 9.4.3. LBH launched the first Equality, Diversity and Inclusion Report and Action Plan (Sept 2023), marking a significant milestone in an ongoing commitment to building a diverse and inclusive workplace that mirrors Haringey and ensures every voice is heard.
- 9.4.4. This commitment and action plan has policies and processes that will inform our LBoC planning and delivery. As we develop the LBoC delivery team, we will ensure recruitment will be primarily from the borough, centring the expertise and experience of those who call Haringey home.
- 9.4.5. Our inclusive, accessible, cross-borough and co-created programme is designed to eliminate barriers to participation for our residents, protected groups and audiences not currently participating in culture as identified through cross-borough consultation with community groups and our baseline borough data outlined in our various strategies.
- 9.4.5.1. In partnership with other directorates and services we will connect our dynamic diaspora, minority and working-class communities to each other and the borough through nurturing, sharing and platforming the arts and culture which they lead, experience and/or take part in.
- 9.4.6. The largest and fastest-growing communities that we want to better involve and engage are:
- 9.4.6.1. Black British, African and African-Caribbean
 - 9.4.6.2. Turkish and Kurdish
 - 9.4.6.3. Latino
 - 9.4.6.4. LGBTQ+
 - 9.4.6.5. D/deaf and Disabled
- 9.4.7. We have the sixth largest LGBTQ+ community in London, but no LGBTQ+ led spaces, venues and cultural events. We will engage and promote LGBTQ+ representation in Haringey with support from local groups such as Metal & Water

(dance, live performance, production and training) as well as high profile artists who directly represent our community groups who will in turn increase participation from these groups as audiences.

- 9.4.8. Approximately 10% of the Haringey population aged 16-64 have a disability. We will ensure their participation through a Disability Advisory Group who will feedback on plans alongside existing guidance such as Attitude is Everything's Live Events Access Charter. We will encourage implementation across Haringey venues and organisations participating in LBoC of the Arts Council England access scheme ALL IN, improving the experience of D/deaf, disabled, and neurodivergent people when attending cultural events. We currently only have one dementia friendly venue in Haringey at Jacksons Lane. In the lead-up to 2027 we will promote the Dementia Friendly Venues Charter with Haringey venues to support increased participation in the scheme.
- 9.4.9. In addition, we aim to go further than purely numerical equality in terms of the protected characteristics of gender and sex, recognising significant historic under-representation, with an ambition of 65% women/non-binary artistic leads.
- 9.4.10. An audience development plan that focuses primarily on our priority audiences not naturally engaged in art and culture already will begin in 2025 so that when LBoC arrives much of the community will have a sense of agency and route into it, from under the radar hyper local programmes to global stages. This will be underpinned by ensuring budgets and partnerships reflect free activity as the throughline and a mix of free and affordable tickets to events that require box office. A robust plan to make sure these tickets end up in the right hands will be integral to our audience development plan and work with trusted groups and individuals on the ground across the borough best connected to those on the hard edge of inequality as experienced in our part of London.
- 9.4.11. As part of our evaluation, we will ensure that all recruitment processes are monitored and reviewed to enable the broadest and most effective connections with those who might not immediately feel that LBoC and the opportunities it provides are for them. This will include a robust outreach team that enables conversation and connection from libraries to school playgrounds, sports clubs and in cinemas alongside regular feedback to the senior creative team and advisory boards on how ambitions are landing and adapting processes to ensure targets are met.
- 9.4.12. The inclusive, co-created approach to the London Borough of Culture 2027 programme is anticipated to have a positive impact across all protected characteristics. By embedding accessibility, representation and equity into its design and delivery, the programme will enable diverse communities across Haringey to participate meaningfully, fostering greater cohesion, opportunity and cultural expression for all residents.

10. Use of Appendices

Appendix 1 Articles – Haringey Culture Collective

Appendix 2 Master Collaboration Agreement – Haringey Culture Collective

Appendix 3 Letter of Support THFC

11. **Background papers**

N/A