

Report for: Cabinet – 22nd January 2019

Title: A Strategy for Tottenham High Road / Award of GLA grant funding for the “Enterprising Tottenham High Road” project

Report authorised by: Helen Fisher, Director of Housing, Regeneration and Planning

Lead Officer: Peter O’Brien, AD Area Regeneration

Ward(s) affected: Tottenham Hale, Bruce Grove, Tottenham Green

**Report for Key/
Non Key Decision:**

1. Describe the issue under consideration

- 1.1. The emerging Borough Plan recognises that town centres play a crucial role to support local community wealth-building. High streets contribute positively to community cohesion, they ensure access to local services as well as public spaces and facilities, and importantly, they promote business growth and local employment.
- 1.2. The council has developed a Strategy for Tottenham High Road 2019-2029 in response to the changing socio-economic trends and local resident and business communities’ aspirations in order to help define what should change in the town centres of Bruce Grove, Seven Sisters and the ‘village’ of Tottenham Green and High Cross to create a successful and resilient local economy that benefits local people.
- 1.3. The Strategy sets out the framework and a vision for each town centre, underpinning key objectives and delivery initiatives. Five major projects have been identified through the Strategy which encompass the aspirations of local people, identified through consultation, the objectives of the Borough Plan and best practice interventions (see para 6.16 et seq.).
- 1.4. The 10-year Strategy aims to build on the strengths and identity of the Tottenham area in a co-ordinated effort to address ongoing issues such as anti-social behaviour, quality of the environment and public realm and access to jobs and services. It will work to build capacity and opportunities for local residents and existing businesses, as well as attracting new investment into the area. It promotes the interests of local people in order to keep wealth in the community as well as influence behavioural shift over time.

A COLLABORATIVE APPROACH TO THE HIGH ROAD

- 1.5. Approval of this Strategy would promote a collaborative and co-ordinated approach across council services, residents, businesses and partner

organisations, in order to deliver far reaching benefits and deliver the community wealth building objectives that are key to the successful delivery of the Borough Plan.

- 1.6. Although the Strategy is not a policy document, it provides a robust case for the development of project ideas, aimed at improving the town centres of Tottenham High Road, complementing other centres across Tottenham and the wider area, in accordance with the objectives of the emerging Borough Plan and other Corporate and statutory documents and potentially extending positive approaches to town centre enhancement to other parts of the borough.
- 1.7. The Strategy and accompanying documents will be used to provide the basis for the council and its partners to develop the ideas through a collaborative approach to change, working with residents, businesses and stakeholders, to seek funding and resources, and to attract investment to the area, which will be managed in order to foster wealth in the local community.
- 1.8. Moreover, articulating a shared vision for Tottenham High Road positions the borough positively when competing to secure external funding to invest in Tottenham's town centres, including from the Good Growth Fund and the recently announced £675m Future High Streets programme, ensuring that we can maximise community outcomes.

APPROVAL OF RECIPIENT OF GOOD GROWTH FUND IN RELATION TO THE MAJOR PROJECT: 'ENTERPRISING TOTTENHAM HIGH ROAD'

- 1.9. Greater London Authority (GLA) announced the successful Good Growth Fund bids on 14th December 2018, with the council's "Enterprising Tottenham High Road" (ETHR) bid, the first of the Strategy's "major projects", being the second highest recipient of the fund, at £1,800,000 capital and £200,000 revenue funding. Cabinet are recommended to agree to the council entering into a grant agreement with the GLA to enable the council to deliver projects included in the ETHR project.

2. Cabinet Member Introduction

- 2.1. Tottenham's town centres are at the heart of their local communities, providing jobs, services, shops, leisure facilities and social places and spaces. They reflect the many needs of the vibrant and diverse multi-cultural communities, can support improved health and skills for local people and provide an economy on which many local people rely and serving to build wealth in the community.
- 2.2. But as with town centres across the UK, their long term certainty is being challenged, and in order to protect them in the coming years, they need to evolve and improve in order to reflect changing social trends, and the use of new technologies that are increasingly becoming an essential part of a successful town centre and celebrate their unique qualities in order to make them attractive, accessible, affordable and enjoyable for local people.

- 2.3. This Strategy builds on the success of the 'Growth on the High Road' programme which was driven by a long-term agenda to invest in our communities, setting out a series of exciting new visions for Tottenham High Road and its town centres.
- 2.4. The purpose of the Strategy is to grow the economy so that it works for everyone – for the residents, businesses and visitors; to make places safer, more inclusive, healthier, cleaner and greener and enable Haringey people to live well and make the most of opportunities to achieve their full potential.
- 2.5. The council will work in new ways to engage local people in developing projects across Tottenham High Road. Five exciting and innovative projects have been proposed arising from the Strategy, which are aimed at addressing the issues and concerns raised through the consultation and research, to realise the aspirations expressed by local people for their town centres.
- 2.6. The Mayor's recent announcement to award the council £2m for the Good Growth Fund project, "Enterprising Tottenham High Road" demonstrates the commitment to improving our town centres, aligned with the exciting vision and objectives of this Strategy.
- 2.7. I'm grateful to all those involved in its development, especially all the local residents and businesses who contributed to the research, and officers for their hard work. Challenges remain in Tottenham, but its real strength is in those who live and work locally, and the passion they bring to the area. There has been some great progress on projects in recent years – such as improvements to Tottenham Green and improvements to Holcombe Market. I believe this Strategy will create further opportunities, putting local people at its heart, and creating a high street fit for the future.

3. Recommendations

Cabinet agrees to:

- 3.1. Adopt 'A Strategy for Tottenham High Road (2019-29)', included as appendix 3, as the council's framework for the promotion and direction of projects for town centres along the High Road between Bruce Grove and Seven Sisters, endorse projects arising from the Strategy and support the identification of internal and external funding opportunities to support their delivery.
- 3.2. Accept a sum of £1.8m capital funding and £200,000 revenue from the GLA as set in paragraph 6.21 / 6.22 of the report and for the council to enter into agreement with the GLA in order to deliver the council's successful Good Growth Fund scheme, "Enterprising Tottenham High Road" in accordance with paragraph 6.21 et seq.
- 3.3. Give delegated authority to the Director of Housing, Regeneration and Planning, after consultation with the Cabinet Member for Strategic Regeneration and the Director of Finance, to approve the Good Growth Fund grant agreement with the GLA and other agreements related to third party

organisations required for delivery of the Enterprising Tottenham High Road project.

4. Reasons for decision

- 4.1. A recent report¹ has indicated that Haringey has some of the best and worst performing high streets in the capital in Muswell Hill and West Green Road / Seven Sisters respectively. A downturn in the health of UK high streets has cost tens of thousands of jobs. Major chains including House of Fraser, Evans Cycles, Maplin and Poundworld have collapsed into administration during 2018 while many others, including New Look, Carpetright, Mothercare and Homebase have all been forced to seek legal agreements with their landlords to shut stores and slash their rent bills.
- 4.2. Tottenham's town centres are the heart of the community and provide many of the services, jobs, leisure spaces and shops that people need and use every day. It is important for the people of Tottenham that their local town centres are protected and enhanced. They provide a pivotal role in helping to build the wealth of local communities as described in the emerging Haringey Borough Plan, and are a vital means to helping to tackle inequalities.
- 4.3. Tottenham's town centres need to evolve to reflect best practice approaches and learn from the very best examples of town centre success. It is essential that the council puts in place a strong multi-agency framework to support ongoing investment in our High Road town centres. A failure to do so is highly likely to result in decline. The Strategy aims to support both the High Road's economic health, while simultaneously responding directly to the role high streets play in meeting local needs. Investment also helps attract significant external funds to maximise emerging Borough Plan outcomes, including for instance a bid to the recently announced £675m Future High Streets fund.
- 4.4. Successful delivery of best practice through the Tottenham High Road Strategy will be valuable in promoting enhancements in town centres in other parts of the borough. This might extend to a number of initiatives arising from the Strategy, including means of engagement with residents and businesses, methods of enhancing local employment and business capacity, enhancement of spaces around town centres to improve management and maintenance issues and better use of public spaces, facilities and buildings to promote healthier communities.
- 4.5. ETHR is the first of the five major projects identified by the Strategy. The elements of the ETHR have been proposed because they promote the positive objectives of the Strategy to promote town centres for the benefit of local people. Following the announcement, GLA requires Haringey to enter into a grant agreement by the 31 March 2019.

¹ "Health on the High Street", RSPH, 2018 <https://www.rsph.org.uk/uploads/assets/uploaded/dbdbb8e5-4375-4143-a3bb7c6455f398de.pdf>

5. Alternative options considered

Option 1: “Do not approve the Strategy, nor enter into agreement with the GLA for GGF funding”

- 5.1. The background work undertaken in developing this Strategy indicates a need for further interventions along the High Road. With no strategy, the council would not have a strategic plan to guide interventions and investment decisions along the High Road.
- 5.2. The council has an interest in taking an active role in future of its town centres through the development of a sustainable approach to the High Road. Co-ordinated change provides a greater chance of successfully addressing needs and delivering long-lasting change. An unco-ordinated approach would be reactive, and increase the risk of actions conflicting with each other, and an undue focus on short term rewards. This would not represent the best use of council funds and resources.
- 5.3. The High Road Strategy has been an important factor in driving forward the ideas and bidding process for achieving this award of funding. If the Strategy is not adopted, it would undermine the commitment shown by the council to deliver projects such as the GGF project “Enterprising Tottenham High Road”. Similarly, if Cabinet does not agree to enter into a grant agreement with the GLA then delivery of the Strategy is likely to be undermined, with project objectives either compromised or incapable of being progressed, and as such, opportunities to support local community benefits, as described in paragraph 6.21 et seq, will be missed.

Option 2: “Approve the Strategy as described in this report and enter into GGF grant agreement with the GLA”

- 5.4. A Strategy for Tottenham High Road addresses the significant challenges that face UK town centres generally and the specific issues and demands related to Tottenham’s town centres, in accordance with the priorities of the emerging Borough Plan and best practice approaches.
- 5.5. Consultation and research has indicated that there are significant issues which need to be addressed, such as anti-social behaviour, accessibility and promoting health, which are most effectively addressed through the co-ordinated approach provided by the Strategy, and are potentially not fully resolvable in the long term without these co-ordinated interventions.
- 5.6. This report describes a clear vision for Tottenham’s town centres, proposed major projects which will help to realise these visions, and the costs, benefits and delivery approach to realise the council’s objectives.
- 5.7. The confidence provided through a Strategy that is co-ordinated and commands broad support across a range of stakeholders, residents, businesses and council services is more likely to attract greater investment and confidence by local people, visitors and external investors.
- 5.8. Following the recent announcement regarding the council’s successful bid for Good Growth funding, GLA requires Haringey to enter into a grant agreement

by the 31 March 2019. This will allow timely delivery of the ETHR and delivery of its objectives.

- 5.9. Accordingly, the preferred option is Option 2, to approve the Strategy and enter into grant agreement with the GLA.

6. Background information

THE CHALLENGES FACING TOTTENHAM'S TOWN CENTRES

- 6.1. The town centres on Tottenham High Road are a busy and well used resource for local people and local businesses. However, all town centres, including Haringey's, are experiencing substantial challenges. The way people shop and engage is changing. Years of austerity and declining living standards mean people have less money in their pockets. This has a huge impact on the vitality of our town centres.
- 6.2. Tottenham's town centres face many of the same challenges encountered by other town centres across the UK. In the last five years, the UK has seen over 7,500 retail insolvencies, with major retail failures numbering 191, comprising over 80,000 jobs affected. In the last year, there has been a small but significant increase in town centre business numbers of 8%². And despite town centre facing substantial pressures, some town centres are showing signs of success, through adopting bold and innovative interventions that maintain their competitiveness and attractiveness to local populations.
- 6.3. Around 51,000 people live in the three boroughs making up the High Road Strategy area³, while the catchment area dependent upon the High Road town centres will be significantly larger than this (the Local Plan evidence base suggests nearer 180,000 in the relevant catchment zones), depending on the type and nature of town centre business or activity, and the regularity of visit.
- 6.4. It is estimated that there are around 2,500 jobs on Tottenham High Road, with an expectation of around double that number in the supply chain serving High Road businesses.
- 6.5. Extensive public consultation has been undertaken between autumn 2017 and spring 2018, based on a structured process which ensured a broad range of respondents from varying parts of the local community. In total, the council contacted around 50,000 people, spoke with around 1,000 people and had around 250 people feed back their comments and ideas.
- 6.6. Internal consultation has been undertaken with a range of service areas with feedback and requirements being reflected in the final strategy. Local ward councillors have contributed to the development of the visions, aims and

² Grimsey Review 2, 2018 <http://www.vanishinghighstreet.com/wp-content/uploads/2018/07/GrimseyReview2.pdf>

³ GLA Projections 2016 <https://data.london.gov.uk/dataset/projections/>

objectives, which have also been incorporated into the final version of the Strategy.

- 6.7. Towns in Tottenham are generally well liked by residents and this is reflected in the strong footfall in the town centres. However, consultation undertaken between Autumn 2017 and Spring 2018⁴, has revealed that people are less satisfied with aspects of their town centres such as:-
- Cleanliness
 - Crime and anti-social behaviour
 - The lack of green space
 - Poor access for pedestrians and cyclists and the lack of good quality signage
 - Pollution related to traffic issues
 - Range of activities, particularly for young people
 - Lack of local identity, including a need to celebrate local culture and heritage
- 6.8. A recent Residents' Survey and the Strategy Equalities Impact Assessment (EqIA) indicated wider issues regarding social cohesion in South Tottenham, health issues, concerns about personal safety particularly amongst some BAME and faith groups and access to jobs. South Tottenham is an area which has specific challenges: a high proportion of young people, a higher than average number of men and single mothers and a high rate of disability.
- 6.9. A significant proportion of businesses expressed dissatisfaction with the town centres. Analysis indicates that the key anchor store at Seven Sisters has comparatively low levels of turnover (compared with its potential capacity) – which reflects on the performance of the town, and spend in businesses is lower than would be expected (Tibbalds, 2018). Unless addressed, this could undermine the long term security of the town and its service provision in the future. Combined with the growing pressures of competition from the internet and neighbouring centres, these indicators suggest that there is a need to invest in the town centres.
- 6.10. Although predominantly focussed on non-residential town centre activities, the High Road is home to a number of residents. While some of their homes are modern and purpose built, some have a less well designed relationship with the High Road which can lead to issues such as storage, refuse and the proximity to incompatible neighbours, creating issues such as unwanted noise, which should be considered in the context of any interactions on the town centre.

COUNCIL RESPONSE

- 6.11. Councils are well placed to foster the development of economically healthy, attractive and well served town centres that meet the needs and aspirations

⁴ in accordance with the council's Local Plan Statement of Community Involvement in relation to non-statutory documents (<https://www.haringey.gov.uk/planning-and-building-control/planning/planning-policy/local-plan/statement-community-involvement-sci>)

of local people and ensure that wealth is delivered for the benefit of local people.

- 6.12. There are a number of ways the council can, and does, intervene to improve this situation, such as through planning strategy, licencing policies, as landowner, public realm investment and marketing (to name a few). This mix of intervention underpins the Strategy, whose projects reflect the broad range of roles that the council and its partners play in town centre regeneration (see 'Directory of Projects', appendix 3) and is described below.

SETTING THE VISION

- 6.13. The Strategy sets out the vision for each town centre through which the Strategy can support the priorities of the Borough Plan and aspirations and requirements for the area.
- 6.14. The vision for the Wider Seven Sisters area emphasises an 'exciting and new destination' as 'a gateway into Tottenham', underpinned by a 'healthy international food offer inspired by the market'. In Tottenham Green and High Cross, the vision is about strengthening the civic and cultural offer, whilst addressing traffic issues and developing a complementary space to the east of the Green. For Bruce Grove the vision is for a distinctive 'bustling urban village' that celebrates its assets such as Holcombe Market and Bruce Castle and improves the opportunities for all business to flourish and for the local community to take pride in.
- 6.15. Overall for the High Road (that spans the three town centres), the vision is for a spinal link that celebrates rich heritage and delivers a strong transport network, while recognising the need to address environmental and traffic issues and a need to prioritise sustainable forms of transport. The range of uses along the High Road will need to change to reflect local needs of their town centres, with workspace and leisure activity having a greater role, alongside the more traditional retail and civic activities found in town centres. With respect to workspace, consideration will be given to the council's own commercial portfolio and how business, employment and other objectives can best be achieved. The Strategy itself articulates the visions and aims in more detail.

OBJECTIVES

- 6.16. The Strategy's holistic approach to local improvements aims to address the key issues affecting the High Road and its residential catchment areas through varying means of community wealth building:-

"An approach to projects and interventions on the High Road which helps residents and businesses to develop skills and involvement in town centre activities in order to make the most of opportunities and feel greater ownership of the process of change in the High Road"

- 6.17. Recent research (such as the Portas Report or the recent Grimsey Review 2) and evidence about successful town centres provides useful guidance to

define the range of suitable objectives which can make a transformative positive change to town centres. The objectives set out in the Strategy and repeated below, have been developed using this guidance, as well as to respond to wishes of local businesses and residents as identified through the consultation process. They align closely with the emerging Borough Plan including its key principles of community wealth building:-

- a. Supporting Tottenham High Road's town centres⁵ to thrive in a changeable economy, increasing the number of quality jobs for local people, and making it easier to do business in Tottenham, by promoting an affordable and sustainable mix of retail, workspace, office, civic and leisure uses (both day and evening)
- b. Fostering strong, vibrant, diverse and culturally rich town centres by celebrating their uniqueness, diversity of communities and their heritage and culture
- c. Providing accessible, quality spaces for people to come together through measures which promote:-
 - Healthier streets and neighbourhoods, tackling issues such as air quality
 - Safer public spaces for everyone
 - Streets and highways that are accessible for walking and cycling
 - Town centres which are better accessed and served by digital (SMART) technology
- d. Promoting an approach which attracts inward investment and maximises council, other public sector funding and private investment for the benefit of communities in Tottenham

PROJECTS

6.18. The Strategy proposes five major projects that bring together a wealth of project ideas arising from the consultation and research. These major projects are spread across the High Road area and cover a broad spectrum of projects to ensure a holistic approach to change. The initial programme of work is intended to last three years from April 2019 to April 2022, with a total programme period of ten years to 2029.

6.19. Projects are summarised below.

	Project	Brief description	Town Centre	Ward
A	"Enterprising Tottenham	Good Growth Fund project – links training with creation of business	Bruce Grove	Bruce Grove

⁵ reference to 'town centres' includes the 'urban village' of Tottenham Green / High Cross and the secondary parades along the High Road between, and at the edges of the centres

6.20. A B C D E	High Road”	space and growing local ‘ownership’.		
	“Liveable Seven Sisters”	Enhancements to the streetscape and public realm aimed at creating a more accessible town centre, which celebrates and enhances its diverse offer.	Seven Sisters	Tottenham Green
	“Bruce Grove Yards”	Better use of land to the rear of Bruce Grove High Road for affordable workspace and safer, cleaner access.	Bruce Grove	Tottenham Hale
	“Investing in the Heart of Tottenham”	Enhancements to spaces and access around Tottenham Green / High Cross.	Tottenham Green / High Cross	Tottenham Green
	“Pride in a High Quality High Road”	A 10-Year Management and Maintenance Programme and a range of projects including small physical and non-physical regeneration, focussing on community engagement.	All towns	All wards

Summary of the major projects, including the elements and relationship to the consultation and Borough Plan objectives are included in Appendices 1 and 2. The total projected spend for the initial three years of the programme are around £13.549m (this includes resources carried forward from 2018/19) and is currently reflected in Cabinet’s initial budget proposals. The Strategy will be important in securing funding in demonstrating to funders and investors the confidence that projects will be delivered and investments committed in a co-ordinated and productive manner. The council has commenced engagement with investors and bid providers with the aim of securing at least 50% match funding, aimed at ensuring that the council’s commitments to the programme are minimised. This will include grant funding, such as Good Growth Funding (GLA), Liveable Neighbourhoods (TfL) and Future High Streets (MHCLG); capital receipts as a result of development; and other investor contributions. To date, a potential sum of almost £5m has been identified with the remainder still to be secured.

ENTERPRISING TOTTENHAM HIGH ROAD

6.21. Haringey made an application for the Good Growth Fund (GGF) on 22nd October 2018 following a successful expression of interest for its scheme, “Enterprising Tottenham High Road” in July 2018. The GLA announced the successful projects for current round of GGF on 14th December 2018, with ETHR being one of those which was successful, subject to contracts being agreed.

6.22. The £4.8m Enterprising Tottenham High Road project includes £1,800,000 capital and £200,000 revenue funding from the GLA, with the remaining match funding required to secure the bid, provided by the council and other external sources. The grant agreement is expected to be agreed by the parties by March 2019 prior to commencement of the project.

6.23. The proposal comprises six projects:

1. "551B HIGH ROAD"

Funding will be used to expand and intensify the currently underutilised council owned asset to respond to the needs of local people in relation to employment, business development and promoting economic health of the town centre. The ground floor and the new accompanying public yard will become an anchor for the local community and space for dining and events. The yard in particular offers a myriad of opportunities for growing, volunteering and socialising. The additional floor(s) will offer affordable workspace, targeting local businesses and aspiring local entrepreneurs. Part of this project includes development of a new innovative approach to commercial asset management that maximises public assets and increases the importance of social value (social value lease), and its pilot in 551b and the Bruce Grove Toilet.

2. "BRUCE GROVE TOILET"

Bruce Grove Public Conveniences is a Grade II listed building in the heart of Bruce Grove. It has been closed since the early 1970s and is on Historic England's Heritage at Risk list. The objective is to restore the much loved local heritage asset for a new socially conscious operator. The building will be converted into a commercially viable space, whilst retaining the cultural value of the building fabric, and contributing to the economic and social vitality of the area. The council has been working with local community group The Last Elm to co-design the project.

3. "BRUCE GROVE STATION FORECOURT"

The site is an important development site within the wider plans for Tottenham, and in the heart of Bruce Grove. The proposed scheme's striking modern design has won a NLA design award and received positive coverage from the local community. The project looks to facilitate the delivery of this pivotal commercial site, achieve the high quality design and attract socially minded tenants, helping to revitalise this important central location.

4. "PRIDE IN THE HIGH ROAD"

Through recent consultations it is clear the local community want to see the diversity and uniqueness of Tottenham celebrated. The objectives of the project include fostering a better sense of place and local connection to it, building upon and strengthening existing community networks and facilitating access and participation with the local community. It includes developing skills and opportunities for the local community through active participation, engaging local residents and businesses in a collaborative process. A significant element of this project is not what is being delivered, but the process of the delivery in maximising benefits for local residents, such as promoting employment and procurement of goods and services locally, helping to retain money in the local economy.

5. "TRAMPERY AT 639"

Working with The Trampery, the leaseholder of the 639 Enterprise Centre, the project will deliver 140sqm of additional drop-in workspace, improved facilities (e.g. public realm and kitchen space), space for the business support activities and a new open frontage onto the High Road. The Trampery will be delivering a series of enterprise support to local start-ups

and entrepreneurs following refurbishment, linked with the council's economic development strategy.

6. "BUSINESS SUPPORT"

This is a comprehensive business support package to help support the development of a resilient and vibrant business community in the area and to grow the F&B sector into a cohesive cluster. This include a business improvement consultancy service who will work with local businesses to help them with sales and marketing, pricing and product strategies and training packages; a programme of community and business-led events to promote local commercial or voluntary activities and writing a local food and beverage (F&B) business directory. An evening economy partnership is planned for establishment to develop and deliver ideas to address the inter-related issues of a vibrant evening offer and addressing crime and anti-social behaviour.

WHAT ARE THE BENEFITS?

- 6.24. Benefits arising from the Strategy investment should significantly outweigh the cost of the investment. Aside from strategically aligning with council priorities in the emerging Borough Plan, benefits are expected through direct and indirect income to the council, savings to council services (over the medium to longer term), the leveraging in of external investment and financial and non-financial benefits to the local community. A broad estimate of 200 jobs, 12,000sqm of enhanced public realm and 2,500sqm of commercial space might be realised through the Strategy.

Strategic alignment with Borough Priorities

- 6.25. There is a strong strategic fit with the core aims of the emerging new Borough Plan - strong communities; cleaner, accessible and attractive places; a safer borough; a growing economy with thriving local businesses supported by a community wealth building approach; quality jobs; a focus on investing in people especially in Tottenham (and Wood Green); and engaging with residents and businesses.
- 6.26. The Strategy aims to make a significant impact on all of the Borough Plan themes, with a clear emphasis on ensuring benefits for the quality of lives for local people.
- 6.27. Health has been recognised as a particular issue in South Tottenham. Through working with partners (including the council's public health services) and using best practice, as outlined in frameworks such as the Healthy Streets Audit (TfL) and work on Healthy Towns by the NHS and Town and Country Planning Association, the council can work to enhance health through a number of measures. The TCPA guidance, "Planning Healthy Weight Environments⁶", highlights a number of ways that interventions can be made to enhance health, including promoting sustainable transport, providing open spaces, including natural, leisure and play spaces, promoting better food retail and growing, providing neighbourhood spaces, supporting community facilities in the town centre and supporting job opportunities.

⁶ <https://www.tcpa.org.uk/Handlers/Download.ashx?IDMF=fc1ef853-7de7-4726-b15f-5748ec4f595c>

- 6.28. Access to employment is also recognised as having a positive impact on enhancing the community wealth of local people. The Strategy is aimed at enhancing affordable workspace and working with partners to provide business and employment support as well as identify and overcome barriers to employment, such as appropriate training, improved physical access and access to support services such as childcare. This will be investigated further during the development of projects.
- 6.29. Access to town centre shops, services (including council services) and other facilities can be enhanced by enhancing use of technology, including SMART technology and use of the internet. According to a recent survey⁷, two-thirds of consumers are more likely to shop at a store that integrates technology into the shopper experience, while innovations and multi-platform approaches such as ‘click and collect’ and ‘freight consolidation’ can support residents and business overcome transport issues in a sustainable way and enhance the leisure experience of visiting the town centre.
- 6.30. It is widely believed that technology will play an increasingly important role in sustaining successful town centres and optimising access to, and value of the council’s community facilities and resources, and it will be important for the council to investigate this further, particularly in relation to those residents and businesses who have limited access or capacity to utilise the available resources and will need further support.

Direct and indirect financial benefits

- 6.31. The Strategy could provide a direct financial benefit for the council through increased income from Business Rates and increased rental income through commercial assets. If delivered as expected, the uplift in commercial space has been broadly estimated to be 2,500sqm, primarily on council land, which would provide an estimated £375,000 to £500,000 in rental income per annum at £150psm - £200psm commercial rents, which is typical for the area.
- 6.32. Investment in the High Road would result in increase in the public value of the council’s land and properties. This relates to the value the council would realise from receipts if it chose to work in partnership with an investor. It can also enhance the viability of developing neighbouring sites for affordable housing (with a consequent increase in council tax). The Strategy therefore has an important role in maximising value from the housing investment and supporting delivery of the council’s targets in this area.
- 6.33. Investment in an area through loans, grants, S106 / CIL can be delivered as a direct result of the Strategy programme or the enabling of schemes within the vicinity of the town centre areas. Without early strategic and financial commitments, the ability to attract external investment in this way is limited. This is particularly topical with the recent announcement of the £675m ‘Future High Street Fund’ and has already been demonstrated through the

⁷ Conducted by internet company, SOTI (<https://www.soti.net/resources/newsroom/2018/consumers-demand-self-service-and-mobile-technology-to-enhance-the-shopping-experience/>)

successful Good Growth Fund bid. With the benefit of an approved Strategy, the council are in an good position to bid for, and hopefully take advantage of this or other funding such as this.

- 6.34. There is increasing evidence of the indirect benefits to communities of wider public investment, often expressed through evidenced based research and Benefit-Cost Ratios (BCR). Notably, DCLG use accepted matrices to estimate the value of the impact of regeneration investment⁸. A number of studies point to benefits exceeding the initial cost in a range of areas, including environmental improvements, public realm, health benefits and the positive impact of addressing worklessness. For example, a report on the benefits of green space indicated that for every £1 spent on public parks, Londoners enjoy at least £27 in value by physical and mental health cost savings, and £950m p.a. is saved in health costs due to London's parks⁹.
- 6.35. In terms of health, research indicates that a large proportion of the determinants of health include environment and behavioural issues (estimated at 43% of the proportion of health factors¹⁰), which, as noted above, are significantly affected by the way that we design and manage our urban environment and its activities. The regeneration activities promoted by the High Road Strategy aim to address these issues through this best practice and by doing so, promote a proactive and cost effective approach to health which should result in local, regional and national health cost savings.
- 6.36. A recognised priority for communities along Tottenham High Road is for facilities for young people. Detailed mapping and proposals for provision of children's and youth facilities needs to extend beyond the scope of this Strategy but interventions along the High Road should consider the potential for enhancing opportunities and experiences for young people, including play, sports activities, youth space and employment and work experience.
- 6.37. In responding to some of these issues, the Strategy has the potential to deliver cost savings for the council, particularly through proactive long-term measures. The Strategy will contribute positively to:
- Reduction in worklessness – by helping to increase local employment opportunities;
 - Street maintenance cost savings – through offering a higher quality public realm that is easier to maintain as well as helping to foster greater ownership and self-management by local communities themselves;
 - Reducing reactive expenditure on dealing with the effects of ASB – through good quality of design, increasing footfall and by reducing ASB incidence, and
 - Reducing the burden on the public purse of managing poor health – through promoting safer access and active use of public space, because a healthier population would require less remedial health spending.

⁸ *Valuing the Benefits of Regeneration*, DCLG, 2010. The report acknowledges ratios will vary by geography to reflect the variety of Gross Value Added values, earnings and land values.

⁹ *Natural capital accounts for public green space in London*, Vivid Economics Ltd, 2017

¹⁰ <https://www.goinvo.com/vision/determinants-of-health/>

“Enterprising Tottenham High Road”

Enterprising Tottenham High Road, the first of the major projects has been developed up to bid stage for the GLA Good Growth Fund, providing a well progressed example of the benefits of the scheme, including its contribution to community wealth building. The project elements are described below.

The project provides to three stages or elements of delivery:-

- (i) Personal growth; a programme of training and skills development, primarily based at the 639 Enterprise Centre targeting local people to develop their capacity to access local jobs and develop local businesses
- (ii) Providing local business space; promoting three local assets, the former Tottenham Brewery Gatehouse (551B High Road), Bruce Grove Toilets and Bruce Grove station forecourt, to provide employment and business space, providing local benefits through the procurement and lease arrangements and restoring local heritage assets to enhance the attractiveness of the town centre; the aim is to focus on the food and beverage sector in order to enhance health, respond to local diverse cultures and provide high quality jobs in a resilient economic sector
- (iii) Locally led town centre projects ranging from small physical projects, heritage and community projects (e.g. town centre heritage walks) and commissioning and engaging local people in delivering of projects aimed at enhancing local skills and ownership; this is expected to use innovative forms of engagement such as ‘action research’ (simulating a future scenario in order for local people to test it out) and participatory decision making (the ‘planning for real’ approach is an example of this)

This is expected to deliver in the region of 150 new or protected jobs, 850sqm public realm and 1,200sqm of commercial space.

DELIVERY AND TIMESCALES

- 6.38. The proposed projects are intended to provide a basis for improvements over a ten year period, from 2019 to 2029 - with some projects prioritised for the short term: 1 – 3 years; and longer term: 3-10 years. The directory of all projects are included in the Strategy (appendix 3).
- 6.39. Produced alongside the Strategy, the project team have produced a Delivery Plan, which identifies required budgets, resources, timescales, outputs and risks. It has also been used as the process for prioritisation of projects. This provides the basis of the overarching Programme Business Case.
- 6.40. Projects and interventions, as initially identified and described in appendix 1, will be assessed for their feasibility and viability and thereafter developed in accordance with project specific delivery plans. Major projects arising from the Strategy, will undergo project development, feasibility, engagement and approvals process.
- 6.41. For ETHR, the council is required to spend the GLA funding by March 2021. All of the projects under ETHR will seek to be delivered by 2021.
- 6.42. Resources, including funding and officers, will be the subject of project specific business cases.
- 6.43. The Strategy and accompanying documents will be used to engender a co-operative approach to change, working across services of the council and with residents, businesses and stakeholders, seeking funding and resources, and to attract investment to the area.
- 6.44. There will be ongoing discussions and engagement with residents, businesses and other statutory bodies and stakeholders as new projects and initiatives progress to delivery, to be aligned across the council's various service priorities and available resources. In addition to this, there will be regular engagement of Cabinet and Ward Councillors to ensure that delivery of the Strategy and its objectives is in accordance with local and wider borough objectives and aspirations.
- 6.45. The team will monitor projects according to indicators which are being developed for each of the projects. Progress of the programme, will be monitored related to a town centre health check approach, using indicators such as rental values, footfall, vacancy rates and satisfaction rates.
- 6.46. From time to time, the council will review the Strategy, ensuring that there is an appropriate level of consultation, so that it is kept up to date and properly responds to the council's and Borough Plan objectives.
- 6.47. An Engagement Strategy will be developed which describes the proactive approach to engagement described in this report.

7. Contribution to Strategic Outcomes

7.1. The Strategy has been developed with regular engagement with the Policy Team in order to ensure that it corresponds with the priorities, outcomes and objectives of the emerging Borough Plan. The enhancement of Tottenham's town centres has the potential to make a substantial contribution to the delivery of emerging Borough Plan objectives across all the Priorities, with a few of these included below:-

- Helping people to provide 'healthy, active and greener places', helping people 'live 'healthy, fulfilling lives'
- Promote 'cleaner, accessible and attractive places'
- Support a 'growing economy and thriving local business, supported by a community wealth building approach'
- Promote a 'council that engages effectively with its residents and businesses'

7.2. The Strategy has been developed to particularly focus on how the town centres contribute to the well-being, wealth building and fairness for local communities, with an emphasis on issues such as health, developing skills and promoting employment opportunities. This has been described in appendix 2 which identifies some of the ways that the proposed major projects respond to the consultation and the emerging Borough Plan objectives.

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

Finance and Procurement

- 8.1. Within the Cabinet's initial budget proposals there is a projected spend of £13.549m over the period 2019/20 – 2022/23, with a further £4.111m in later years, a total of £17.66m. In this report an assumption was made that £4.932m of external resources would be used to meet the strategy.
- 8.2. Each significant intervention will be subject of an individual business case that will clearly set out the costs, income and benefits prior to it proceeding.
- 8.3. In addition it is anticipated that the uplift to the area will provide enhanced rents for commercial property, a lot of which are said to belong to the council. This would be a long term outcome but would nonetheless contribute to relieving the budget pressures on the council.
- 8.4. The report informs Members of the successful bid to the GLA for Good Growth Funding and is recommending that the Council accept the offer from the GLA of £1.8m capital and £0.2m revenue. The successful Good Growth Fund bid will significantly contribute to the target of £4.932m of external resources required to support the scheme.

Legal

- 8.5. The Assistant Director Governance and Law has been consulted about this report. It is noted that the Strategy is not a formal planning document and as such will not form part of the council's local development plan and is also not subject to any specific legislative requirements.
- 8.6. The council is using general powers including general powers of competence (section 1 Localism Act 2011) in producing the Strategy. As a guide to attracting and spending investment in Tottenham's town centres the Strategy can be considered a strategy or programme for the social, economic and environmental needs of the council, and as such Cabinet approval is required.
- 8.7. The Council may accept the grant funding set out in this report and must comply with the terms of the funding agreement. The Council has the power under section 1 of the Localism Act 2011 to provide the grant funding to third party organisation.

Equality

- 8.8. The council has a public sector equality duty under the Equality Act 2010 to have due regard to:
 - a) *tackle discrimination and victimisation of persons that share the characteristics protected under S4 of the Act. These include the characteristics of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex (formerly gender) and sexual orientation;*
 - b) *advance equality of opportunity between people who share those protected characteristics and people who do not;*
 - c) *foster good relations between people who share those characteristics and people who do not*
- 8.9. An equalities impact assessment ("EqIA") has been completed (appendix 4). Amongst the findings, it supports a focus on improved, safer, healthier access to town centres; enhanced spaces for people to address issues related to safety amongst some ethnicity and faith groups. The EqIA has also highlighted issues related to opportunities for social cohesion, health, need for measures for people with disabilities and access for young mothers to jobs.
- 8.10. As the individual projects are identified for progression and approval, the EqIA should be reviewed and updated, with individual EqIAs provided for the project where appropriate in order to satisfy the council's Public Sector Equalities Duty.

9. Use of Appendices

Appendix 1 (below): Elements of the Five Projects

Appendix 2 (below): Relationship of the Projects to the emerging Borough Plan

Appendix 3: A Strategy for Tottenham High Road, London Borough of Haringey, 2019

Appendix 4: High Road Strategy Equalities Impact Assessment

10. Local Government (Access to Information) Act 1985

10.1. The following decisions are relevant to its recommendations:

Delegated Decision:-

- Approval to award a call-off contract under an existing framework agreement for the Tottenham High Road Strategy as allowed under CSO 9.07.1.c (Bid Acceptance and Contract Award)
31st August 2017

<http://www.minutes.haringey.gov.uk/ieDecisionDetails.aspx?ID=2117>

10.2. Internal and External links referred to in this document:-

- Health on the High Street”, RSPH, 2018
<https://www.rsph.org.uk/uploads/assets/uploaded/dbdbb8e5-4375-4143-a3bb7c6455f398de.pdf>
- Grimsey Review 2
<http://www.vanishinghighstreet.com/wp-content/uploads/2018/07/GrimseyReview2.pdf>
- GLA Projections 2016
<https://data.london.gov.uk/dataset/projections/>
- Local Plan Statement of Community Involvement (LBH, 2017)
<https://www.haringey.gov.uk/planning-and-building-control/planning/planning-policy/local-plan/statement-community-involvement-sci>
- Planning Healthy Weight Environments, TCPA, 2014
<https://www.tcpa.org.uk/Handlers/Download.ashx?IDMF=7166d749-288a-4306-bb74-10b6c4ffd460>
- Research by SOTI
<https://www.soti.net/resources/newsroom/2018/consumers-demand-self-service-and-mobile-technology-to-enhance-the-shopping-experience/>
- Valuing the Benefits of Regeneration, DCLG, 2010

<https://www.gov.uk/government/publications/valuing-the-benefits-of-regeneration>

- Natural capital accounts for public green space in London, Vivid Economics Ltd, 2017
<http://www.vivideconomics.com/publications/natural-capital-accounts-for-public-green-space-in-london>
- Report on 'determinants of health'
<https://www.goinvo.com/vision/determinants-of-health/>

10.3. External links: Haringey Council is not responsible for the contents or reliability of linked web sites and does not necessarily endorse any views expressed within them. Listing should not be taken as endorsement of any kind. It is your responsibility to check the terms and conditions of any other web sites you may visit. We cannot guarantee that these links will work all of the time and we have no control over the availability of the linked pages.'

APPENDIX 1: ELEMENTS OF THE FIVE PROJECTS

A. Enterprising Tottenham High Road (Primarily the GGF bid for Bruce Grove)		
Project development <ul style="list-style-type: none"> • Bruce Grove Study • Bruce Grove Toilet design 	Delivery <ul style="list-style-type: none"> • Enhanced commercial hub at Morrisons Yard and 551b High Road • Revitalisation of Bruce Grove Toilets for commercial purposes • Network Rail-led commercial investment in the Bruce Grove Station Forecourt • Business Support programme • Further enhancement of 639 Enterprise Centre – project by led Trampery 	Other supporting <ul style="list-style-type: none"> • Will benefit from some elements from ‘Pride in a High Quality High Road (see below)
B. Liveable Seven Sisters (Primarily a proposed Liveable Neighbourhoods bid)		
Project Development <ul style="list-style-type: none"> • Seven Sisters Urban Design Framework • Streetscape Design Code (Tottenham High Road) • Review Seven Sisters High Road ‘boulevard’ proposal, to improve pedestrian and cycling accessibility from Seven Sisters to Tottenham Green (including traffic modelling and due diligence) 	Delivery <ul style="list-style-type: none"> • Seven Sisters Highways and Public Realm (‘boulevard’) and Seven Sisters station / Road project (led by TfL) • Improvement of Page Green Common (east side of Seven Sisters town centre) • Stack N15 box park • Tottenham Hale to Camden (CFR2) and West Green Rd (tbc) cycling routes 	Other Supporting <ul style="list-style-type: none"> • Review of the bus network and facilities to enhance accessibility to bus service • Day & Evening Economy project – review of best practice approaches and roll out in Tottenham (includes links to South Tottenham ENTE) • West Green Road Business Partnership • Includes elements from ‘Pride in a High Quality High Road (see below)
C. Bruce Grove Yards (Major funding tbc – proposed through development value)		
Project Development <ul style="list-style-type: none"> • Bruce Grove Urban Design Framework • Parking and Servicing Enhancement Study (including Stoneleigh Road car parks) • Stoneleigh and Holcombe Yards (stage 1: design and scheme development): 	Delivery <ul style="list-style-type: none"> • Investment in Bruce Grove Yards (stage 2: delivery): streetscape and commercial / affordable homes project • Police Station and Reynardson House (stage 2: delivery) 	Supporting <ul style="list-style-type: none"> • Bruce Grove Business Partnership • Enhancement of Workspace (this will particularly help with places such as Tottenham Green Workshop and Morrisons Yard but will apply across all of the High Road) • Include elements

<p>towards streetscape and commercial / affordable homes project Police Station and Reynardson House (stage 1: design and scheme development)</p>		<p>from 'Pride in a High Quality High Road (see below)</p>
<p>D. Investing in the Heart of Tottenham (Tottenham Green)</p>		
<p>Project development</p> <ul style="list-style-type: none"> Tottenham Green Urban Design Framework 	<p>Delivery</p> <ul style="list-style-type: none"> Tottenham Green West / Town Hall Approach public realm Tottenham Green East enhancements and East of High Road (retail terrace) High Road / Philip Lane crossing (currently being delivered by TfL) 	<p>Supporting</p> <ul style="list-style-type: none"> Tottenham Green Partnership Includes elements from 'Pride in a High Quality High Road (see below)
<p>E. Pride in a High Quality High Road</p>		
<p>Development and Delivery – including opportunities for engagement with local business and residents</p> <ul style="list-style-type: none"> Place making, access and economic town centre improvement <ul style="list-style-type: none"> Place Marketing (physical and electronic interventions to improve information and perception of town centres) 'Mini-public realm' projects and Wayfinding Fund to support temporary events (extending beyond Tottenham Green) Arts & Culture activities (extending the Creative Enterprise Zone proposal) Heritage building restoration support pot Environmental project(s) (including air quality measures) 		<p>Operational improvements – linked to partnership and long term sustainability of physical enhancements</p> <ul style="list-style-type: none"> Continuation of the existing successful Maintenance programme (enforcement / cleansing) ASB Project (supporting the ASB team in developing positive approaches for improvements in reducing crime and anti-social behaviour through innovation and cross sector thinking)

APPENDIX 2: RELATIONSHIP OF THE PROJECTS TO THE EMERGING BOROUGH PLAN

Priorities from the consultation	A sample of responses to the consultation priorities through the major projects	Link to the Borough Plan
Better provision and improve safety for cyclists	Bruce Grove Yards would provide an attractive and accessible link between Chesnut Road (which extends down to Tottenham Hale and onto the Lea Valley), over the High Road via Stoneleigh Road and onto the west of the borough.	People: Healthy life expectancy will increase across the borough
Improve cleanliness and anti-social behaviour along the High Road	Bruce Grove Yards is aimed at offering a long term solution to anti-social behaviour and cleanliness at the edge of the town centre through better use of the space and more 'eyes on the street' (both day and evening), increasing local ownership through development of local business forums and networks and progressing innovative means to address these issues. This increase in community 'ownership' of place is an approach that extends across all the proposed major projects.	Place: Improve cleanliness... / Improve community confidence and reduce the fear of crime
Improve opportunities for employment and business ¹¹	Enterprising Tottenham High Road responds to a need for employment and business space linked to training and employment support services for people in the local community. Bruce Grove Yards provides similar opportunities.	Economy: Provide affordable business space ...; A borough where all residents have access to training People: All children and young people, whatever their background, will achieve to the best of their abilities
Improve signage along the High Road, and links to the Lea Valley	Pride in a High Quality High Road proposes a range of 'mini-public realm' projects which aim to engage local people in enhancing public spaces, signage, buildings etc. It is anticipated that this will include measures to better link the town centres to the Lea Valley and other locations.	Place: Improve connectivity, both digital and physical

¹¹ Highlighted through internal engagement

<p>Improve shops and facilities (including toilets) along the High Road</p>	<p>Investment into town centres through the broad range of interventions proposed, is likely to result in more interest in businesses coming to the area and enhancing their offer. It is hoped that enhancements through Liveable Seven Sisters would make the town centre comparable with other Victoria Line destinations, while celebrating its independent international food offer. Opportunities such as Stack N15 (Westerfield Road) are examples of such changes.</p> <p>Better access across High Cross (“Heart of Tottenham”) could provide the opportunity for South Tottenham to better provide the childcare and crèche facilities which are in short supply in Bruce Grove¹².</p> <p>Access to public toilets, as is anticipated through the Enterprising Tottenham High Road, would enable older people and people with mobility issues to access the town centre.</p>	<p>Economy: Support our Town Centres</p> <p>People: (access to) a strong and diverse voluntary and community sector</p>
<p>Improve and bring back heritage buildings</p>	<p>A number of heritage buildings have been identified for their value to the local area and it is hoped that sustained efforts to engage with owners will result in positive enhancements to their properties. Enterprising Tottenham High Road will enhance two council owned properties, Bruce Grove toilets and the former Tottenham Brewery Gatehouse (551B High Road) into attractive and socially beneficial uses which celebrate their heritage value.</p>	<p>Place: Foster a strong and diverse cultural offer</p>
<p>Improve local parks</p>	<p>Engagement is a key part of the High Road Strategy objectives, exploring issues with people who are most directly affected by each project. This approach has been explored at Page Green Common (part of Liveable Seven Sisters), where local school children have played an important role in defining the nature of the project and could be looked at further in spaces such as Tottenham Green East (Heart of Tottenham).</p>	<p>Place: Provide accessible, quality spaces for people to come together, especially young people and children</p> <p>People: actively shape our streets and public realm</p>
<p>Greening the High Road and improve air quality</p>	<p>Liveable Seven Sisters will look at issues such as air quality (including a proposal for a green wall), and providing safer access for walking and cycling as well as public transport, which should reduce the use of private vehicles.</p>	<p>Place: Improve air quality, especially around schools</p>

¹² survey on childcare sufficiency due to be published in January 2019

<p>Make the High Road an attractive place to be in and shop</p>	<p>Liveable Seven Sisters would enhance opportunities for developing a culturally-relevant leisure venues, including its independent international food offer, alongside a range of physical public space interventions that address cleanliness, anti-social behaviour and community pride.</p> <p>The Bernie Grants Arts Centre might be a better used facility if it could be better integrated to the transport hub at Seven Sisters, through improved and expanded pedestrian and cycling accessibility along the ‘Seven Sisters boulevard’, enhancing the area’s reputation and range of leisure activities for everyone in the area.</p>	<p>Place: Provide safer and accessible public spaces for everyone, especially children, young people and people with disabilities</p>
<p>Include art projects along the High Road (e.g. at Page Green)</p>	<p>Pride in a High Quality High Road will provide the opportunity for projects to be developed with local people, so not only is there a reflection of local culture, but an ownership by local people through having been part of the improvements.</p> <p>This approach is beginning to be explored at the early stages of the Enterprising Tottenham High Road project, as key representatives from a broad spectrum of groups and organisations are engaged in detailed discussions about their hopes for the area and the project.</p>	<p>Place: Improve civic pride by empowering communities, partners and businesses</p> <p>The Way the Council Works: A council that engages effectively with its residents and businesses</p>