IT TOOK ANOTHER RIOT

The concluding report of the Mayor of London's

Independent Panel on Tottenham

11.12.2012

The panel

Sir Stuart Lipton was appointed by the Mayor of London in December 2011 to act as a champion for Tottenham following last year's riots. He has chaired an independent panel of experts to produce this report, meeting with large numbers of local community members, activists, volunteers and representatives, some of whose comments are included throughout this document.

The members of the panel include:

- Brian Boylan, Wolff Olins
- Rana Brightman, Wolff Olins
- Andrew Campling, British Telecom
- Paul Finch OBE, Design Council Cabe
- Matthew Girt FRSA, Diocese of London
- Roger Graef OBE, Criminologist
- Kay Horne, Business in the Community
- Don Levett, Report Author
- Sir Stuart Lipton, Chairman of the Independent Panel on Tottenham
- Tony Travers, London School of Economics

More details on the members may be found in Appendix 1.

Several members of this group, including Sir Stuart, have also sat separately on the Tottenham Taskforce, meeting fortnightly to discuss and aid the council's regeneration activities. We would like to thank the other Taskforce members for their work over the last year, including David Lammy MP, the representatives of the London Borough of Haringey, and Paul Head of the College of Haringey, Enfield and North East London.

The quotes cited throughout this report have all come from conversations over the course of our research. For the sake of local sensitivities, they have not been individually attributed.

Table of contents

PREVIOUS ATTEMPTS TO REGENERATE TOTTENHAM HAVE FAILED.

Overview

Previous attempts to regenerate Tottenham have failed.

Over thirty million pounds was spent on the Broadwater Farm housing estate following the riots of 1985, much of it on demolishing walkways and redecoration. Yet despite reduced crime on the estate, its residents still suffer the consequences of Tottenham's wider issues – be that high unemployment, severe overcrowding, or London's highest level of people living in temporary accommodation. This project stands as just *one example of decades of initiatives that have randomly rained down upon the area and failed to address the underlying problems,* provoking local cynicism towards political interventions.

Since the onset of its economic decline in the 1960s, *Tottenham has seen no coordinated effort to address its fundamental challenges*, and governments of all political colours have found it easier to disregard the area. Even over the course of the last year, one civil servant went so far as to tell us that he did not consider it government's job to solve Tottenham's problems.

None of these problems stand in isolation. *Just as there was no single cause to last August's riots, neither is there a single solution to any of the area's challenges,* which all affect one another. Housing, health, education, aspiration, crime, the public realm, the area's reputation, business and employment levels: everything is interwoven, and *the answer lies in simultaneous, coordinated responses.*

Yet *persuading government departments to work together has been seemingly impossible.* In the report, "It Took a Riot", which he wrote in the wake of the 1981 Toxteth disturbances, Lord Heseltine made the case for 'harnessing the efforts of central government with those of local government and other local bodies',. His resulting efforts in Liverpool were highly regarded, yet over thirty years on, these lessons were never learned for Tottenham[2].

We are convinced that *this time things can be different,* and in this report we have set out a series of recommendations covering Tottenham's main challenges.

THIS TIME THINGS CAN BEDIFFERENT.

Ten Critical Recommendations

1

Form an independent governance structure

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Interconnected problems need a coordinated response. Led by an independent, authoritative Chairman and dynamic Chief Executive, a Tottenham-based governance organisation should oversee regeneration in the area, champion joined-up government, and secure powers and funds from Whitehall. It should include a board of local experts from fields such as health, education and business.

2

Re-imagine the built environment

—
New developments must be architecturally ambitious and not 'second best'. High-quality urban centres need establishing in Tottenham Hale, the Green and the area around the new Tottenham Hotspur stadium to bring new jobs and create safe, social places for locals and visitors. The number of existing shops needs to be reduced to concentrate footfall and encourage high-grade retail offerings that will attract visitors. Bruce Grove should become the dominant shopping street with some new, larger units designed to offer quality shopping at competitive prices. Tottenham Green could serve as a cultural heart, with restaurants, bars, entertainment and civic activities.

Office workers need more 'soft infrastructure' such as coffee shops for meetings, banks, lunch options, chemists and gyms. The environment must be made cleaner, safer and more welcoming, giving people a sense of comfort and security – a precondition for coaxing employment to an area.

3

New housing featuring a mixture of public and private tenures

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Thousands more housing units are required, and there should be extensive estate renewal. This should aim to increase housing supply, create a greater tenure mix, and replace existing social housing where it is unsuitable for habitation or features layouts that contribute to cultures of poverty and low aspiration. Many estates are in need of substantial regeneration, and streets and spaces with little public access need replacing with lively, welcoming and safe environments.

4

Measures to tackle population churn and overcrowding

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Overcrowding is rife. Alongside new house building, existing housing standards should be enforced much more rigorously to reduce churn and overcrowding, otherwise Tottenham will continue to absorb London's residents in need of temporary accommodation. At three times the London average, and nearly eighteen times the national average, the impact of such concentrated volumes of transient residents is hard to overstate.

5

Focus on reducing unemployment with youth training, enterprise support and the construction of uplifting new workplaces available at subsidized rents

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Unemployment in Tottenham is amongst London's highest. Companies need attracting to the area, bringing jobs, training and business rates. Existing council land should be used to attract investment, and a business district created at Tottenham Hale with high-quality commercial buildings constructed at low cost, enabling appealing rents.

Collaboration is needed between schools, colleges and both local and London-wide business communities to provide training and work placements, as well as notification of upcoming skills requirements. New businesses also bring jobs, and support services must be maintained for startups and the self-employed – such as the new facility at 639 Tottenham High Road. The council should commit to finding at least 1,000 new apprenticeships every year.

6

Charities need greater coordination

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The new governance structure should facilitate this and arrange for third sector contracts to be based on outcomes over the longer-term and not short-term outputs, and that all local charities are carefully considered for funding, rather than it going to those with the 'loudest voices'.

Ten Critical Recommendations

7

Transport links must serve the area, not just pass through it

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Rail and tube services to the West End and the City are good, but services that run elsewhere do not run often enough. Tottenham needs more buses running East/West; an extra track for faster services from Stratford to Tottenham Hale, Enfield and Stansted; and continued work with Transport for London on a high-quality gateway station at Tottenham Hale to become the core of a new business district.

8

Improve relationships between the police and the local community

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There is mistrust between the two. This could be changed with authentic community policing. We propose a number of measures to enhance mutual understanding and respect, including recruiting from ethnic groups represented in Tottenham and encouraging officers to live locally.

9

Tottenham needs more fun

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Tottenham lacks recreational pursuits, especially for the young. The council should encourage private operators to open facilities such as cinemas, music venues or a theatre, and work with charities, schools and those running civic buildings to encourage free activities on existing premises.

10

Adopt the 'Troubled Families' programme

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There are estimated to be several hundred 'Troubled Families' in Tottenham, in cases serviced by over 20 different agencies. Family Intervention Projects, which provide a single point of contact to take ownership of a family's welfare, have proven to be highly effective, and the council should take advantage of the government's Troubled Families programme for financial support with one.

Many parties have a role to play if Tottenham is to succeed, and dynamic, caring leadership will be essential. Initial signs are encouraging. In the year since we were asked to champion Tottenham by Mayor of London Boris Johnson, the position of the London Borough of Haringey has changed, and its Leader, Councillor Claire Kober, has appointed a new Chief Executive *with the clear intention of bringing regeneration to Tottenham.* She has shown considerable political skill and judgement, but will need the support of the Greater London Authority and central government in securing the necessary finances and powers. We understand this would most likely take a form analogous to the 'City Deals' recently negotiated by urban centres around the UK.

The *Mayor of London has demonstrated commitment to our work.* This has come partly in the form of assistance by the Deputy Mayors. In particular, Sir Edward Lister, (the Mayor's Chief of Staff & Deputy Mayor for Planning and Policy), Kit Malthouse, (Deputy Mayor for Business & Enterprise), Isabel Dedring, (Deputy Mayor for Transport), Richard Blakeway, (Deputy Mayor for Housing, Land & Property) and Stephen Greenhalgh (Deputy Mayor for Policing & Crime) have provided help and enthusiasm.

Sir Bob Kerslake, the Head of the Civil Service, has encouraged the Borough to submit innovative plans for regeneration. *It remains to be seen whether government will provide meaningful support* in the form of finance and cooperation with initiatives to break down interdepartmental barriers.

Yet *government alone cannot do this:* there is only so much help that the public sector can give. In his 1942 report influential in the formation of the Welfare State, William Beveridge wrote that policies of social security "should be achieved by co-operation between the State and the individual" and that the state "should not stifle incentive, opportunity, responsibility; in establishing a national minimum, it should leave room and encouragement for voluntary action by each individual to provide more than that minimum for himself and his family"[3]. These principles do not prevail in Tottenham, and whilst on the one hand government has proven dysfunctional in addressing local challenges, on the other a minority of individuals have become over-reliant on the state, at times treating with a sense of entitlement benefits that were intended to serve as a support.

So whilst all levels of government, business and the charity sector will need to cooperate in leading Tottenham's regeneration, *the remainder is up to the local community* – for values of responsibility and empathy to be championed, and for opportunities for help, training and employment to be appreciated. The right attitude is crucial: sustained negativity breeds a perception, and that perception influences whether people will choose to visit, work, live or invest locally.

We do not doubt that Tottenham can return to being a place of prosperity. Many locals are already rightly proud of being from the area. Yet it is still an area that affords its residents many disadvantages. If there is one goal we should promote for its regeneration, then it is that this must stop. *Being from Tottenham should be an advantage in life.*

So the challenge is this: the Borough, the GLA and central government must work together *to endow a local body with the appropriate powers, funds and authority to operate a holistic programme of regeneration,* including the measures outlined above. In return, this should provide coordination of local investment, parties and interest groups, and the holding to account of public services. As local lives are improved, *the state will in turn benefit from savings* gained by bringing the average public spend per head in Tottenham closer to the London average – a gap that currently accounts for £850m annually.

If they succeed, *Tottenham and its residents could enjoy a bright future.* If they fail, business will continue as usual, and we can expect the existing problems to further worsen. It took another riot. It shouldn't take a third.

TOTTENHAM IS A PLACE OF EXTRAORDINARY COMPLEXITY.

"The Olympics and Paralympics were a light in darkness. Great Britain had a glimpse into a changed society, one of responsibility, role models, the ability to change, and hard work. Team GB has inspired a generation; the athletes have inspired a generation, but the volunteers, with a standing ovation at the closing ceremony... the volunteers have grabbed the hearts and minds of our nation and the world. It's been an honour and a privilege."
Eddie Izzard, Comedian & Writer

From the onset of the 2008 banking crisis, through to this summer's Olympics, the national mood seemed stuck in a state of almost perpetual negativity. Last summer's riots did little to help. Although our report does not set out to study this now much-furrowed territory, it did set the context for our involvement. Tottenham has incredible potential, and just as the Olympics has lifted the national mood, and tentative signs of economic recovery begin to hit the press, we would like to emphasise that Tottenham can face a bright future too. It is *not* the 'no-go area' implied by those striking images of burning vehicles, and nor is it beyond hope. Instead, it is a place of extraordinary complexity and of many vibrant, tenacious and positive people, and we firmly believe that with the cooperation of the London Borough of Haringey, the Greater London Authority and central government, Tottenham and the lives and prospects of its residents can be hugely improved.

Background

People have lived in Tottenham for over a thousand years. Originally a hamlet that expanded along a Roman road, by the nineteenth century it was known for its schools and large Quaker population, and toward the end of that century the Great Eastern Railway introduced new trains, prompting the development of a great deal of housing for working people[4].

In the 1920s more housing was provided of decent style in leafy streets and the Borough became an active place with the development of many modern factories. These became a bombing target in World War II, requiring replacing after the war.

During the 1960s new post-war housing was provided in the form of Broadwater Farm, Northumberland Park and other estates. The design of these projects had good intentions but created an environment where streets

and spaces sympathetic to the needs and emotions of residents came secondary to utopian architectural ambitions. In retrospect, some estate designs were never likely to work as communities, in many cases creating unforeseen social problems. No local authorities are building such housing today.

By the 1970s the industrial base began to decline. Simultaneously, traditional shopping centres crept outwards, accommodating the need for replacement jobs, but diluting the effectiveness of these centres as appealing places to visit and congregate. The quality of the built environment in terms of streets, spaces, places, civic amenities, and entertainment venues declined, with some facilities disappearing completely.

In 1965 the Borough of Tottenham became part of the Borough of Haringey. By chance, this date marks the start of the most serious decline – a decline that is yet to be reversed. How is it possible that for nearly 50 years a much-loved part of London has been allowed to become a hub for unemployment, left forgotten and unloved and devoid of meaningful investment?

It would be simplistic to blame the post-1965 Borough for the decline of the area. It is also important to question why successive attempts at regeneration by governments of both colours have been ineffectual. Tottenham has continued to fall on several major economic and social indicators despite the UK experiencing unbroken economic growth from 1993 to 2007[5], and the accompanying 50% increase in public spending over the years from 2000 to 2010 being the largest in British history[6].

Since 1945 and the advent of the Welfare State, discretion over many spending decisions has switched from local to central government control. Successive governments have selectively focused on certain deprived areas – such as the Docklands, East Manchester, Liverpool and the Olympics projects – to the exclusion of others, leaving those other local authorities emasculated and without the tools to tackle some of society's most fiendish problems. It is a scandal that this dysfunctional approach to the deprivation of some inner city areas has never been fixed. This oversight has been exacerbated by Tottenham's being a depressed area in a rich city, and governments of all parties have assumed its issues would be tackled locally as a side effect of the growth agenda.

Chairman's
Foreword

Once a family is left without hope, employment or fun, they are in a vulnerable position.

Further complicating its administration, Tottenham has its own social dynamic created by dozens of ethnic groups, as well as more than 200 languages spoken in the area, creating an unusual complexity for provision of public services and education – one that is not experienced by most boroughs.

The residents of Tottenham have received much media attention over the course of the last year. From the evidence we have seen, the beginning of Tottenham's decline coincided with apparent governmental neglect, and indifference is now taken for granted as the state's attitude to the difficult day-to-day context many residents must endure.

Once a family is left without hope, employment or fun, they are in a vulnerable position. The lack of a sense that a better future is within reach can lead to disengagement and low educational attainment. The absence of fun leads to young people searching for other ways to keep themselves occupied, sometimes a difficult task in the absence of facilities or money. This restlessness can be compounded if – as in a quarter of Tottenham households – they are living in overcrowded accommodation, and in a minority of cases they turn to gangs or crime. Once a gang has formed in an area, soon afterwards many others may join or form new groups, even if only for their own protection. So the cycle begins.

In this scenario alone, we can see how the corrosive combination of unemployment, poor skills, lack of civic facilities, overcrowded housing and inadequate policing can all contrive to worsen the situation and reduce individuals' prospects and quality of life for all. Society must not abandon Tottenham or its youth.

Change

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With proper action, Tottenham will prosper once again. A programme of regeneration is essential. Yet with highly interconnected problems, both the social and physical aspects of regeneration need careful coordination.

Extensive talks with Borough of Haringey Leader Claire Kober, and Cabinet Members Alan Strickland and Joe Goldberg have shown their willingness to take challenging decisions in pursuit of major change.

Central government needs to join the Greater London Authority (GLA) and the council in injecting fresh political energy. They must support a new governance structure to help coordinate local action, facilitating communication between the silos of public service provision, but also assuming any additional funds and powers agreed as part of a 'City Deal' package. The intention is not to create a parallel council, but to align what are currently separate departmental strategies conceived, managed and financed in isolation from one another, and help drive through the complex changes that need to be made in parallel.

This would not be a one-way transaction. Public spending is high in Tottenham, with the average annual spend per head at £17,500, as compared with a London average of £10,255, and UK average of £8,845. Tottenham alone accounts for approximately £2.06bn of the £79.98bn spent annually in London (Appendix 2). Improving any number of aspects of local life – from health, to crime, to unemployment rates – could save the state a substantial sum annually. The waste caused by government's central control mechanisms is shocking.

The third sector presents an opportunity. Its charities do wonderful, committed work, but their endeavours are not collectively coordinated, and often they are employed on short-term, output-based contracts rather than the sorts of long-term outcomes they can be unusually good at delivering. With discretion over funding, a coordinating approach could yield better services, and ultimately better results for residents. The existing scenario where some of the more charismatic charities are seen to be receiving preferential treatment must be quickly dealt with.

The government's Troubled Families Programme, run by Louise Casey, seeks to provide upfront a proportion of the financing for local authorities[8] to assist vulnerable families through initiatives such as Family Intervention Projects (FIPs). NatCen has demonstrated that FIPs – which *lead* care for vulnerable families through one main contact person, rather than through the numerous different agencies that might be involved – can hugely increase the quality of life for such families, leading to significant reductions in anti-social behaviour, as well as the number affected by mental health problems, domestic violence and drug and drink problems[9]. As these difficulties can be extremely expensive for the state to administer, in addition

to improving many lives, there are also substantial financial savings to be made in the process.

This is one example of a 'Community Budget' that is widely acknowledged. Yet despite the apparent enthusiasm for applying the concept more widely, it remains a mystery why governments have been so reluctant to concede finances and powers locally in other domains, particularly in light of recent changes resulting from the new Localism Act. In reality there are clearly areas of mistrust between central and local government, and the new governance structure will need to persuade Whitehall that it and the Borough can execute credibly.

A Community Budget such as the Troubled Families initiative is just one example of many such deals that could be struck between the council, the GLA, and Whitehall. The creation of the Welfare State after the World War II began a gradual transfer of public-service control from local to central government – which had previously only administered defense and diplomacy. Gradually around 25 individual central departments came to control the activities of the 20 or so departments that exist in each Local Authority to deliver these functions. With this shift came duplication of effort and public servants operating in silos.

This neglects the nuanced needs of individuals, and transforms much public administration from being the provision of a genuine service of use to end users into a tick-box exercise designed to satisfy the reporting requirements of institutions, rather than deliver meaningful change in the world. This has become an entrenched pattern of failure at all levels of government, and the relationships – at times embattled – between those levels. In Tottenham there is the momentum to change this dynamic, and it is essential that all parties seize the chance to do so whilst the opportunity exists.

This dedicated governance structure should then drive the implementation of the social and physical regeneration measures discussed with the Borough, the GLA, and central government, championing 'joined up' delivery of services across the area and making sure they cooperate with private and third sector organisations in the process. Physical regeneration efforts need to be thoughtful, enhancing public spaces in a welcoming way rather than inadvertently creating environments of fear.

This is a daunting task but Tottenham's problems need urgent attention. They cannot be left for a decade to decline further. Without change there is a very real risk that there will be further unrest.

Vision
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Tottenham's future could be bright. Its levels of temporary accommodation are the highest in London – currently Haringey caters for 35 per 1,000 residents compared to a London average of 12 and a UK-wide average of 2. This is a huge problem. These levels must be vastly reduced.

Failed housing estates should be redeveloped. Mono-tenure developments could be mixed, and future tenures could be better blended, bringing social change and an inclusive diversity[10]. Tottenham could become a place where more residents choose to stay, rather than pass through whilst en route to better economic times.

Its children need to dream, and believe that a better future is in reach. Educational improvements need to continue, as does the increased pastoral support that acts as a catalyst for change in peoples' lives.

Mindsets of victimhood and antipathy towards 'the system' *can* be successfully challenged. Police and the local community must work to rebuild trust and develop the mutual understanding that makes an area safer for all – for both police and residents.

There must be more fun. Community centres, health centres, schools, libraries should all become part of an integrated social fabric, with a series of 'village green' spaces with mixed social activities. At night schools or other facilities could become places for recreation – for sports, music, computer competitions, or similar events. Tottenham Green could be the first example of this, and in work with the Borough, the GLA and TfL, we have sought to pedestrianise the bus path cutting between Tottenham Town Hall and the Green to aid in its transformation into a social hub.

New commercial operators must be encouraged, so that once again Tottenham will see its own cinema and theatre, and charities that provide activities must be engaged. Local medical centres could offer other social

Tottenham's future could be bright.

Gina Moffat started arranging flowers whilst in prison on Holloway Road. After her release she turned her talents to business – Blooming Scent – starting as a florist and subsequently expanding into running the café at the Bernie Grant Arts Centre on Tottenham High Road. She is the winner of the Prince's Trust Young Achiever Award and was a runner up in the Prince's Trust Capgemini Enterprise Awards.

help and services. An environment could flourish where neighbour helps neighbour, and where aspiration, hope and success are underpinned by education and a socially supportive culture.

Shopping streets could be reduced in size and replaced with stronger centres to help attract visitors, and concentrate that local sense of buzz that makes residents want to congregate. This would allow well-known multiples who provide good value and employment to be located in Tottenham, together with a mix of smaller units allowing family businesses to continue. Tottenham could become a destination. New town centres at The Hale, Tottenham Green and Bruce Grove will create a sense of a coherent bustling community.

The Technopark at Tottenham Hale and any redundant public office facilities could be renovated to provide local, inexpensive venues for employment. Sites near The Hale could allow new commercial buildings designed by good architects to be built using some of the council's extensive land, in these cases reducing the rents required in order to promote employment over revenues. As growth is established and rents rise over time, the council would enjoy a share of the growth.

The GLA has already worked with the Borough to open a new employment and enterprise centre at 639 Tottenham High Road that will provide skills and support services to new businesses. It will serve as the first Team London Enterprise and Employment Hub in London, and house startups, training and volunteering.

The state of the built environment can easily be improved with a fresh focus on planning enforcement, combined with a will and an appreciation that a smoother process to granting planning consents would help serve to encourage investment into the area. Existing low densities mean that estate renewal could accommodate higher densities, providing the opportunity for more units, including housing of mixed tenures, as well as new units for existing social tenants. This is an opportunity to improve the lives of many people currently living in overcrowded dwellings, some of whom endure conditions such as decaying floors and mould on the ceilings.

Commercial property regeneration has been minimal, and, if encouraged, could refresh some of the more tired facades along Tottenham's main streets.

The people of Tottenham are proud and resilient.

Aaron Biber, 90, had his barbershop destroyed by rioters. He had no insurance or way of rebuilding his shop, but an online campaign, 'Keep Aaron Cutting' raised £35,000: enough not only to cover the repairs, but also to support several other social projects in Tottenham.

The transport system should be upgraded, with the Overground running more frequent services into Stratford and Liverpool Street, more bus routes running East and West, and tube stations seeing upgrades to make them modern, safe and welcoming.

The work of some excellent schools and colleges could be built upon, and Tottenham's increasing educational standards should continue to push upwards. At one of the secondary schools we visited, results were exemplary, but new pupils coming from local primary schools were often two or more years behind national averages for reading ability, so there is plenty of room for improvement (Appendix 7).

Ambition

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These changes will begin to make a difference to Tottenham, and are intended to change the present situation: one of neglected people, of poor opportunities for employment, and of difficult social conditions, where poverty and poor accommodation lower life quality and expectancy.

Against this background the people of Tottenham are proud and resilient, with many strong communities, faith groups and fantastic third sector organisations. They deserve a new commitment. These proposals set out a challenge to reverse decades of decline, tap into the undoubted potential the area has; to make short-term investments to save as much as £850m annually long-term, and ultimately to provide a path out of poverty and unemployment for so many of the area's 118,000[11] inhabitants.

The London Borough of Haringey, the GLA and central government must cooperate with determination and skill. The Borough will need to take courageous decisions, and central government departments must be willing to trust the Borough and devolve powers and funds accordingly. Together with the help of the GLA in pro-actively facilitating this process, Tottenham could be reborn and play a new part in London's story, one with social change and a revived economy. Being from Tottenham could really be an advantage in life, not a ticket to frustration and poverty. This should be our ambition for its regeneration.

THE CURRENT ADMINISTRATIVE SYSTEM IS NOT WORKING.

The current administrative system is not working. Residents knew it, and after the riots last year, so did everybody else. We have met with a wide variety of local people and experts, and a clear picture has emerged of Tottenham as a place enmeshed in a wide set of interconnected, mutually reinforcing problems that have become deeply rooted over time.

Low rents attract transient populations, which can lead to high rates of population churn. This leads to less respect for the local environment, to disruption to schooling, to poor healthcare continuity and ultimately to higher levels of crime – all of which, in turn, depress rents, thereby perpetuating the cycle.

Tottenham is an area of extraordinary complexity. With more than 200 first languages spoken[7] it may be the most diverse place in the world. The Northumberland Park ward has experienced the highest unemployment levels in London[12]. A quarter of local households are overcrowded[13]. There are considerable social problems, and a local anger at the conditions many of its residents endure day-to-day.

During all the years of UK and London economic growth in the past few decades, Tottenham benefited remarkably little, with employment levels hardly rising in the boom times, yet falling further with the new economic crisis.
The area has been seen to sit in the category of 'too difficult to handle'. There is no one underlying cause, and no one quick-fix solution to Tottenham's challenges. Their scale is of such magnitude that the support of the Borough, the GLA and central government will be required if they are to be tackled successfully.

Tottenham's problems can be overcome. It is an area with clear potential, situated with extensive transport links close to the centre of one of the world's greatest cities. There are many outstanding people working hard to improve the lives of local residents in all respects – from community schools, to health, employment and the arts. The large amount of public money spent in the area offers opportunities to save and reinvest, even during a time of cuts. Not only could a new model in the mode of a City Deal offer more efficient delivery, it could also offer better outcomes

Yet interconnected problems need joined-up approaches. The lack of a holistic strategy was the strongest message to come from our research. As a once-prosperous area that fell into decline, Tottenham now needs the ability to be managed as a coherent whole once more. To make this happen Tottenham needs bold action.

Tottenham's problems can be overcome.

TOTTENHAM IS RICH WITH POTENTIAL.

Recommendations

A Dedicated Governance Structure

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We propose a dedicated governance structure for Tottenham that will drive social and physical regeneration by promoting joined-up government, and securing any necessary funds and powers from central government and the Greater London Authority (GLA) in order to do so. It will require a Chairman with establishment authority, a driven Chief Executive, and representation from a Permanent Secretary to champion Tottenham in central government. It will also need representation from the GLA and the Borough, as well as from experienced leaders from each of the subject 'domains' such as education, business, healthcare and crime.

Its powers must allow it the authority to credibly hold locally operating government services to account, as well as administer any executive functions agreed with central government in exchange for concessions. As a first step, we propose an immediate interim body to oversee the assembly of a credible governance structure and the preparation of an 'ask' in the style of a 'City Deal' for Tottenham. This should be completed no later than 5th April 2013.

A 'Deal' for Tottenham

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Tottenham is rich with potential. In order to achieve the kinds of social and physical regeneration Tottenham needs, it will need commitments of funding and appropriate local powers from central government and the GLA. Yet with the ability to administer a more 'joined up' style of government, and the funds to improve local infrastructure, the state should begin to see rewards for its investments. Pooled resources could accomplish significant increases in outcomes for residents, as well as substantial savings. Analysis by the London School of Economics (Appendix 2) shows that the average public sector spend per person per year in London is about £10,255, whereas the equivalent figure in Tottenham is around £17,500. For a population of around 118,000[9], the Tottenham spend equates to about £2.06bn annually, compared with what would be £1.21bn if calculated with the London average spend. This is a difference of £850m, with great potential for savings. By removing duplication, enhancing communication and coordinating effort, Community Budget approaches could benefit many areas of local authority endeavour – whether by intervening earlier in troubled families, cooperating on bed sharing between social services and health providers, or improving health by addressing bad housing conditions.

Eight Challenge-specific Recommendations

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We have identified eight broad areas of challenge facing Tottenham. Our main recommendations are summarized below, and require coordinated direction to achieve greatest effect:

1

Public Image

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Tottenham's negative image fails the area. It is unrepresentative, and leads to fewer people choosing to buy a home in the area; lower numbers of visitors; fewer businesses basing offices there, and lower levels of investment by the financial community. A distinct, shared vision needs formulating and pro-actively promoting to the wider world.

2

Population Churn

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High population churn damages the urban environment, education, healthcare, housing, community identity and can create crime. Preventing it is a priority, and will be achieved by wider prosperity in the area – achievable by across-the-board increases in the quality of education, housing, transport, safety and the local environment suggested elsewhere in this report.

3

The Built Environment

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Tottenham has a very large proportion of social housing[13], much of it in an unsuitable condition. The layout of estates can contribute to creating and perpetuating social problems, creating 'islands' of disadvantage[14]. Overcrowding is rife, and is a problem for over 25% of *all* households[13]. Extensive estate renewal is needed, as well as measures to increase tenure mix and raise low property values, in order to reduce population churn. Pockets of land without natural surveillance need re-planning, including some non-active streets. Funding should not be tied to the creation of additional social housing. The public realm needs better enforcement and tidying, the streamlining of planning, and the creation of 'town centres'. Transport for London needs to work better with other agencies to ensure infrastructure developments serve Tottenham and its wider public environment, and not simply pass through it.

Recommendations

Eight Challenge-specific

Recommendations

4

Employment, Enterprise & Investment
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Tottenham needs more jobs. This means both creating services for new businesses such as enterprise centres and flexible workspace, but also taking a more proactive approach to addressing the factors that influence decisions to place offices, including encouraging amenities such as a variety of lunch offerings, high street banks, health clubs and chemists to the area. Businesses outside the area should be pro-actively engaged with; existing business clusters supported and developed; and a more cooperative approach to planning delivered and promoted. The population's existing skills should be audited, and mentorship programmes involving local and regional businesses and the third sector heavily promoted.

5

Troubled Families
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To date, troubled families have had support provided from a wide variety of different government and third-sector bodies, to limited effect. Family Intervention Projects allow a rounded and coordinated approach to supporting families, yielding the greatest benefits from state support structures, and helping support parents in taking responsibility for their and their childrens' behaviour. From leaving young children alone for days and nights at a time, through to domestic violence and sexual abuse, these cycles of behaviour are immensely damaging to both individuals and wider society. Whilst the background of such families is often one of long-term social neglect, the cooperation of the families themselves – in adopting attitudes of responsibility and empathy – is essential to improving their situation.

6

Youth Engagement
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There is a deep-seated and pernicious poverty of aspiration in Tottenham. Young locals need to be able to believe that they can achieve, and cannot be expected to accept a future of unemployment or of dead-end jobs. Relationships are key to this. Even where parents are unable to succeed, strong supportive relationships can make the difference in a child's life – whether through teachers, charity workers or other good influences. The third sector needs supporting and coordinating in this. There needs to be more to do locally – there is too little fun. More sports and funding for youth activities

would help, as would a steady and varied programme of local events such as festivals and music. There are both great and bad schools in Tottenham, although excellent progress is being made. Despite this, a recent Ofsted downgrade of the local sixth form college from a 'good' to 'satisfactory' rating risks rewarding colleges for refusing entrance to lower-achieving or SEN pupils, closing educational pathways to them, and heavily increasing the likelihood they will end up neither in employment, education or training. This needs resolving.

7

Police Relationships with Local Communities & Creating an Intimidation-Free Area
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The police need to build better relationships with the community. More officers should be encouraged to live locally, and Police Community Support Officers from the various ethnic and cultural groups recruited. We propose a range of measures to encourage greater mutual understanding and trust between police and local residents, from biweekly meetings with other community members and agencies, to recruiting former gang members as special liaison officers.

8

Healthcare
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Healthcare delivery in Tottenham is hugely complicated by the cultural mix of the area, where residents may not even know that GPs exist – or do not wish to register – leading to much higher levels of A&E attendance. This is but one of many unusual challenges, and we could only cover healthcare very lightly in this report. Despite this, there is clearly potential for greater communication and cooperation between different parts of the health system, as well as with other local agencies such as schools.

Rewards

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Tottenham has hope. With the right strategy, it can help the GLA deliver its agenda for growth and an increase in housing. More efficient administration can save central government money and allow local government and the third sector to deliver better services. Lives can be improved and riots avoided. These problems are difficult to address, but not impossible. Yet without bold action, further decline is inevitable, and future riots remain a risk.

ONCE A THRIVING AREA.

In 1965 Tottenham joined with Wood Green and Hornsey to form the London Borough of Haringey, where it has sat somewhat uncomfortably since. Haringey is *the most divided borough in London,* with four of its 19 wards in London's richest 10%, and five in the poorest 10%[15]. Tottenham is represented by nine council wards: Seven Sisters, Harringay, St Ann's, Tottenham Hale, Tottenham Green, White Hart Lane, West Green, Northumberland Park and Bruce Grove.

As a consequence of the 1963 Local Government Act, the municipal centre of Tottenham moved from the local town hall to Wood Green in 1965. This was a turning point in the area's history as the focus of local government followed suit, *leaving little executive presence from the Borough in the area.*

This incongruous marriage complicates the administration of the Borough. The priorities in the west are markedly different in nature to those in the east. *Local politicians have to tread a tightrope* in tending to the needs of the affluent, assertive and prosperous western wards, whilst attempting to deal with difficult challenges in the eastern.

Tottenham was *once a thriving area.* As recently as the 1960s and 70s local employers included many household names, such as duplicator manufacturer Gestetner (3,000 employees); the makers of Basildon Bond, (900 employees); and Harris Lebus – a then internationally known maker of furniture (6,000 employees). Other sizable firms included bottlers, bakers and a division of what later became Trebor Bassett, the confectioners (700 employees)[16]. Today all of these names are gone.

The area's decline mirrored those economic conditions that swept many post-industrial areas of the UK over the intervening decades. Yet without the local governance focus to respond appropriately to these changes, this *decline hit Tottenham more sharply than most* (Appendix 3). Despite strong transport links, today Tottenham has some of the highest levels of unemployment in the UK. Some 17,430 residents are claiming an out-of-work benefit – equivalent to 22.3% of the population aged 16-64, and markedly higher than the rates across London (12.4%)[17]. This rate is amongst the highest 5% in the country, and one ward in particular – Northumberland Park – has the highest out-of-work benefits claim rate in the whole of London, at 31.5%[18].

Tottenham suffers severe problems of deprivation; of poverty of opportunity and poverty of aspiration. It scores amongst the 2% poorest[19] performing areas in the country for income, education, skills and health. 41% of local children live in poverty, compared to a UK average of 20.9%[20], and around 40% are in workless households, compared with the London average of 21%[21]. A quarter of all households are overcrowded, and more than 60% of the Borough's social housing is in Tottenham, 40%[22] of that being located in the Northumberland Park ward alone, which is the most deprived in London.[23] Residents can suffer deprivation from cradle to grave.

Local authority and social landlord provision together accounts for over half the housing in the ward. The proportion of Haringey 19 year-olds lacking Level 3 qualifications sits at 46%. Of births in North Middlesex University Hospital's neonatal unit, about a third of newborns that remain in hospital after they are medically fit for discharge await care case resolutions before they are allowed to be released, with more being taken into care than in other areas.

The demographic profile of the area has changed considerably. With more than 200 different first languages spoken[7], Tottenham may be the world's most diverse place. The population is estimated at approximately 118,000[11] people. The area is not one homogeneous group. It features *a very diverse and complex mix of communities,* sometimes defined by religion (with around 300 different churches), sometimes by ethnicity, but equally by geography or occupation. There are tensions between some of these different groups, and *part of the challenge in Tottenham is in getting disconnected communities aligned* to support measures that benefit the wider area.

There is *a high level of population churn,* with many residents leaving the area every year, and others arriving from all over the world – partly as a consequence of the relatively cheap cost of living compared to wider London. The churn disrupts schooling, leads to lower regard for the urban environment, but also complicates the provision of healthcare, with local hospitals dealing with an extremely diverse population that very often either disregards or is not familiar with the concept of GPs, preferring to go straight to the Accident & Emergency department. There is also an 'escalator' effect at play, and when new arrivals have become economically settled, they may move elsewhere, leading to other boroughs reaping the benefits of the state's investment in Tottenham.

These changes have taken place against a backdrop of a decades-long strategy in government to assume ever-greater control of public finance and the control of services, with the administration of public service provision being run by Whitehall, *reducing the ability of the local authority to make decisions about most public services within its boundaries.* Of OECD countries, only Malta and New Zealand have less local control of local services than the UK, which sees 95% of total tax income controlled by central government.

For Tottenham, *its problems are not necessarily a matter of insufficient money being spent.* In the London School of Economics' (LSE) analysis provided for this report, average annual expenditure of public funds per capita in London was estimated at £10,255, whereas that for Tottenham was estimated in the range of £17,040-£18,460 – and of course, for certain individuals in problem families that amount is multiples higher, with some families costing the state well over £100k annually, in certain cases many times that. With a Tottenham population of 118,000, then overall spending is in the region of £2.06bn annually (vs a London average equivalent of £1.21bn). This is a difference of £850m.

Earlier and more *proactive interventions could save the state a considerable sum,* as well as untold human hardship. With about 900 troubled families in Tottenham, the accompanying expenditure is likely to be considerable. When the cost of administering a single case of domestic violence is in the region of £18,730, and when the savings for every child that avoids going into care are around £43,500, better outcomes carry significant benefits for everyone, not just the families involved.

One problem is the relationship between the state and the individual. Some families in Tottenham experience contact with as many as 20 different state agencies, which in turn may experience high annual staff turnover. A family could be managed by as many as 50 different people a year. There is *little coherent communication between government agencies, and this disorientates individuals* who believe they are interacting with one system, often leading to high levels of suspicion and mistrust. In practice this leads to up to 20 different reporting organisations, no single person looking after or 'owning' the family's welfare. These are vulnerable families, often in contexts that already undermine their ability to function. This important point

was also raised in the Riots Communities and Victims Panel's report, *'After the Riots[28].'* Despite the aspirations of the Department for Communities and Local Government (DCLG), other departments within central government have historically resisted cooperating with attempts to coordinate public spending in the context of devolved decision-making by local authorities. It is very clear to council officers on the ground – as well as the general public – that were councils allowed to pool such powers and funds, then there would be the potential for significant savings, as well as better results. The London Borough of Haringey is keen to build on the back of recent *Community Budget* trials and pilot such an approach, particularly in regard to those local 'Troubled Families' it has identified, where it hopes to have a single contact point for each family to coordinate the numerous agencies alluded to above. With further co-operation from other agencies, a great deal more could be achieved.

The post-war *housing projects, conceived with utopian intentions, created environments that, over time have come to choke aspiration.* Their localism, often isolated from the wider community, provides the context for challenging behaviour. The designs themselves created the ideal conditions for crime, in the form of corridors, closed-off spaces, and narrow walkways. At worst these environments leave residents feeling vulnerable and unsafe. In 2011 the majority of riot hotspots took place within five minutes' walk of major estates[29].

Local efforts are frustrated by *poor public spaces.* The legacy of poor planning decisions and enforcement is an area without a clear 'centre', with disorganized retail, and transport systems that cut through the area without always serving it. The lack of active management of local shopping has been a missed opportunity to encourage new visitors and businesses to Tottenham. Improvements to Tottenham Green should serve as an important first step in creating a renewed civic heart for the area.

Tottenham has many people who – by dint of their environment – have become angry. They have come from impoverished backgrounds, grown up in low-quality, overcrowded housing, with poor education, little fun in their lives, and very limited prospects – a context that can put them in opposition to the wider world. This anger has been present since at least the days of the Broadwater Farm riots, and there is a strong local sense that central and local government have done nothing fundamental to change things. It is hard

not to agree with them. Whilst there is no single explanation for the riots which occurred in 2011, they were in part a reflection of and reaction to a *system seen as having failed some sections of society.*

Despite this, *Tottenham has an abundance of dedicated, passionate and committed people,* and an inspiring third sector that works very hard to improve the lives of local people. The education system benefits from some outstanding head teachers who are working creatively not only to teach the next generation of residents, but also to build bridges between families and communities, and improve the profile of the whole area.

The steady decline of Tottenham and its growing levels of deprivation are the results of a system – national, local and London-wide – that has on multiple occasions proven incapable of adequately serving local residents. Problems get addressed, but they don't get solved. Measures are taken and money is spent, and yet the underlying issues don't go away. Decisions get made at the wrong level, and the historical removal of Tottenham's ability to administer itself has left *a structural ownership deficit* in its place, one that to date has never been filled or been able to be filled. No single body has the necessary powers or political mandate to take up fully the role of championing the area in the context of Haringey's wider concerns. This problem goes to the very heart of the nature of government in the UK, and will require the willing participation of all levels of government – including central government departments and the GLA – to begin to reverse decades of inadequate attention to the area.

We propose that Tottenham needs to be run as Tottenham once again, and the following are our recommendations as to how this could be done.
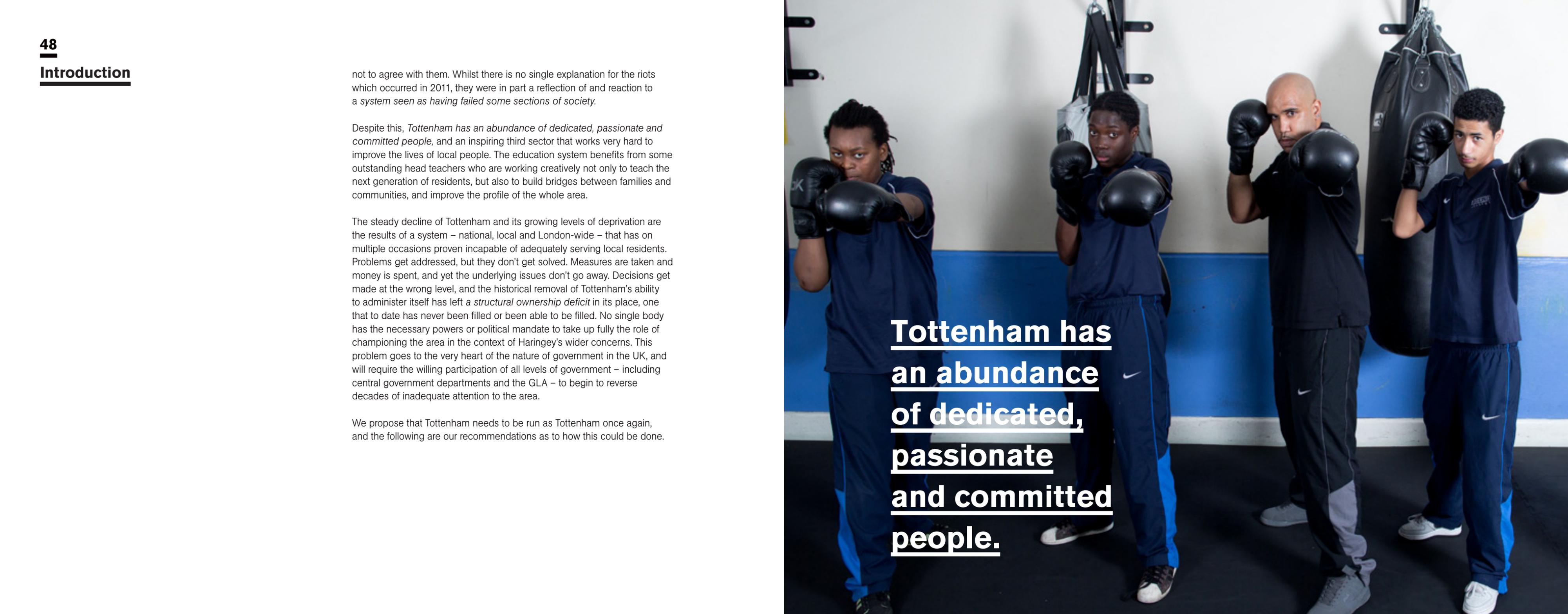
Tottenham has an abundance of dedicated, passionate and committed people.

TOTTENHAM LACKS COORDINATION.

Principal

Recommendation

A Dedicated Governance Structure for Regeneration

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Tottenham lacks coordination. This lack of holistic approach was the single strongest message to come from our research – be that between the different arms of government; between the private, public and third sectors; or simply between the various initiatives and regeneration activities already in the pipeline.

"The opportunity we have is to address the fact that Tottenham needs to be seen as a totality"

Tottenham also requires investment. Along with coordination – which in cases requires devolved discretion over spending – both of these requirements will need the cooperation of central government. We therefore propose a dedicated governance structure for Tottenham, to focus on the following primary aims:

1. *Promotion of 'joined up government'* between government departments, encouraging them to take a wider perspective and work together on issues that are best tackled collaboratively, and not in isolated silos

2. *Securing powers from central government* to allow the local coordination of services, via initiatives such as Community Budgets, as well as the coordination of private and third sector activities

3. *Securing additional investment* from government and the private sector

Having secured concessions, this body should then oversee the use of these powers and funds to address the main challenges facing Tottenham, outlined later in this report. Although physical regeneration is a vital and necessary step for the wider social regeneration of the area, these freedoms to coordinate local activity with the broader picture in mind are equally important.

There are many potential forms this body could take, but we suggest two stages to this process:

1. Within the next three months the existing Tottenham Taskforce should have overseen the creation of a regeneration organisation comprised of the London Borough of Haringey, the GLA, a Permanent Secretary level civil servant, senior local representatives from the private sector, and those from the other public service domains such as education, police, health, etc. This initial organisation would have two purposes:

a. Beginning the change process for Tottenham by compiling an 'ask' for Tottenham akin to the City Deals recently awarded to several regional cities. This proposed 'Deal' should contain individually agreed modules to address Tottenham's major challenges, including those detailed later in the report. This should be underpinned by analysis of the most accessible savings within the extra £850m spent across the population of Tottenham when compared to equivalent population calculated at the average London spend per capita.

b. By April 2013 at the latest have created and staffed a better-resourced, more powerful governance structure designed to provide accountability and assure central government of the initiative's ability to deliver and implement the 'Deal', as well as begin the process of coordination between public services beyond local government.

2. The second organisation would develop from the activities of the first. It would be charged with the delivery of a regenerated Tottenham based upon a successfully negotiated Deal with central government. It would have to be formally constituted as a governance institution that central government, the GLA and the London Borough of Haringey would deem sufficiently powerful to devolve both powers and resources to. It would need sufficient authority to ensure that the Borough, the GLA and the government departments all respond when it presses the need for changes, and so would have to be able to interact with people at the highest level of all involved organisations, preventing inadvertent bureaucratic impediments to action. It would need meaningful authority in these interactions to be able to act with impact, but except where agreed in 'Deal' negotiations, need not own day-to-day executive council functions. The intention here is not to create a parallel council, but to align what are currently separate departmental and governmental strategies conceived

Principal

Recommendation

in isolation from one another, and help drive through the complex changes that need to be made in parallel. In order to do this we feel that the organisation would need to have a senior team including a private sector Chairman, representatives from the London Borough of Haringey, members of the GLA, and senior civil servants or ministers from central government departments such as the Department for Work & Pensions, the Department for Education, the Department for Health and the Department for Communities and Local Government. The private sector and third sector must also have significant representation, and the body would also need senior involvement from Transport for London and the Metropolitan Police.

This recommendation does not outline every detail of these proposed organisations, because we acknowledge that those who create them will need the freedom to define the specifics. The governance might draw on models such as the 'council-based' Mayoral Development Corporation featured in Liverpool's recent City Deal agreement[30].

Here are a set of recommended attributes for how the above could operate.

Role, Principles and Powers
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1. A strategic governance structure solely for Tottenham, to ensure social and physical regeneration activities are considered in an all-inclusive, joined-up manner.

2. Appropriate, powers and authority to challenge public departments and hold them accountable. This is to prevent inertia and bureaucratic impediments to implementation without 'owning' budgets and executive responsibility, except as where agreed with central government and the GLA in exchange for additional funds and powers.

3. To include a credible collection of effective advocates with the influence to help secure new powers and budgets from City Hall and central government. With representatives from the public sector (including a civil servant at Permanent Secretary level), private and third sectors, it would stand separate from the London Borough of

Haringey, although include it, and work collaboratively with it, the GLA, the local MP and central government.

4. Include representation from each 'major domain' of issues that affect Tottenham (e.g. health, education, housing, etc). This would work best in the form of individuals from each. The purpose of their participation would be to help provide an overall, in-depth picture of the area, as well as sharing information laterally to help with the day-to-day work of 'joining up' government.

5. To include a Chairman and a Chief Executive. The Chairman would need to be somebody with the gravitas to influence parties that operate outside of the remit of the council and so prevent outside bureaucracies from stifling action. The Chief Executive would need the ability to direct the different streams of activity and crystallize ownership.

6. To consider whether there is a need for dedicated delivery vehicles for specific, focused tasks around topics such as major new private developments, housing renewal or social issues.

7. Direct participation in coordinating and allocating funds to third sector activities in the area.

8. The new entity should be Tottenham-based, and ideally located somewhere symbolic to help encourage a sense of momentum and change. This headquarters should be open, visible and accessible to the public. Ideally this will include models, maps and other details of the future plans for Tottenham.

9. The new organisation would last for a fixed timeline, to ensure a sense of urgency and purpose. Powers devolved to it may return to the appropriate devolving bodies after this time.

10. When making decisions, the rationale for that decision must be clear – there needs to be an embracing of the idea that future steps are taken 'with' Tottenham and its community, and a departure from the sense that measures are done 'to' them.

Amongst other areas, we feel the organisations should include plans for:

— Single-person family management (a Family Intervention Project)
— New housing
— Rail infrastructure investment and changes by Transport for London to better serve Tottenham
— Reviving existing shops but reducing their number
— Improved health and education
— Creation of employment and training opportunities
— Master-plans for Tottenham Hale, Seven Sisters Road and Northumberland Park
— A series of new public realm initiatives
— A new, better relationship between the community and the Metropolitan Police
— New amenities; cinema, art, dance, music and sports facilities
— Coordination of charities and third sector organisations

Shared Responsibility

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Such a governance structure alone will not have the reach necessary to transform Tottenham. It will also need the support and cooperation of the GLA, central government, private and third sectors, as detailed.

Principal

Recommendation

A Deal for Tottenham

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Tottenham requires both powers and funds from other parts of Government. Securing these will require a process akin to the City Deals that have recently been negotiated around the England. In practice, these are bespoke patchworks of individually negotiated agreements: 'modules' as part of a greater whole.

We understand that such deals take time and tenacity to negotiate, and we anticipate that the first proposed organisation will need to spend time building both the specific asks from other government agencies, performing the underlying analysis in the process, as well as drawing together the sorts of civic coalition of actively engaged local parties that have worked so well in other City Deal negotiations. These talks with central government will involve a mixture of different departments and decision-makers, and although the process can begin immediately, it will take some time to complete, so the focus should be on getting elements implemented as soon as they are agreed.

Yet despite interest from the Department for Communities and Local Government (DCLG) under successive governments, other departments have proven unwilling to coordinate their activities or devolve significant powers or discretion over spending.

This lack of coordination has existed for decades and appears to be due to central government mistrust of local government. There is a reluctance to give up control, even in the face of substantial potential cost reductions and the wider scope to improve peoples' lives for the better. This fragmentation results in duplication of activities by central government services, who impose rules, strategies and budgets on local government with a 'one-size-fits-all' policy, whereby Tottenham might be treated in the same way as a town in Devon.

The financial potential is considerable. With an estimated London spend per head of £10,255 (Appendix 2), and a Tottenham spend of around £17,500, bringing that difference down by a small percentage would equate to large efficiencies. With a Tottenham population of 118,000, then overall spending is in the region of £2.06bn annually (vs a London average equivalent of £1.21bn). This is a difference of £850m with substantial potential for savings. Measures such as Community Budgets would allow reductions of personnel in government and local government through reduced duplication of work by

different departments and the third sector. Modest savings of 5% per annum on bureaucracy and end management could save around £100m for regenerating Tottenham, improving outcomes in the process.

"Because many residents do not want to register with them, a lack of GP involvement leads to a lot of emergency medical service – this is expensive and inefficient"

This assumes that any such savings would be of a kind unique to Tottenham. Yet if any of the measures undertaken have any national relevance, the potential rewards for government are very substantial indeed. With average UK annual public spend per head of £8,845, spending for a population of 62m comes to £548.4bn. A 1% saving would equate to £5.5bn, and a conceivable 5% to £27.4bn.

"The notion of public buildings is wrong: a school can have a library; a library can be a job centre, a school can host and run community organisations"

Community Budgets

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Earlier this year new Community Budget trials were announced in 14 locations across the country[39], with six new City Deals agreed in July[32], following the two agreed earlier in the year. The London Borough of Haringey needs to join them. With a Tottenham spend per capita that is already 98% higher than average, and with the potential to learn wider lessons, the country can hardly afford for it not to. *Tottenham needs a commitment from government that it will support Haringey in creating local Community Budgets.*

There are a number of potential areas for action for new Community Budgets. *Troubled Families* is an area that has already experienced attention across England, and the council is currently in the process of preparing the ground for a pilot to provide a single point of contact per family to coordinate the multiple agencies they may interact with.

Principal
Recommendation

PiPs

Rise

Tottenham
Hotspur
Trust

Educational
Psychology
Service

Childrens'
Social Care

DASH

IDVA

Police

Jobcentre
Plus

Reed

Boxing
Academy

CYPS
Family
Support

Brandon
Cenre

Hearthstone

Adult IAPT

900 Target Families

Housing-
HARTS

HAGA

FIP

Family
Action

Schools

YOS

Insight-
YSPA
Services

CONA

NHS
Haringey

ASBAT

CAHMS

MASH

Mind

DWP ESF
Programme

Octagon
PRU

MARAC

Childrens'
Centres

A sample of some of the agencies that may
be involved with administering the needs of
a single family in Haringey. In practice there
could be even more.
(Source: London Borough of Haringey)

Examples of financial benefits, both potential and demonstrated, are numerous:

— Figures published by the Department for Education show that on
average, someone who is not in education, employment or training
(NEET) costs the taxpayer an extra £97,000 during their lifetime.
— Birmingham and Greater Manchester found many examples of
potential savings:
— Every child who doesn't enter care 'saves' £43,500[33]
~ Anti social behaviour incidents cost up to £630 to administer
~ A single instance of domestic violence costs £18,730
— Family Pathfinder programmes have already experienced successes,
generating a return of £1.90 for every £1 spent, as well as significant
improvements in outcomes for 46% of targeted families[34].
— Crime prevention carries significant cost benefits alone. A single
murder may cost millions to investigate, while the annual cost for
a prisoner exceeds £37,000[35]. The cost per prisoner at the younger
end of youth offender institutions costs an average of £77,000 every
year.
— By contrast, third sector work such as that practiced by XLP – a small
yet highly successful charity which sends volunteers to live on estates
and in communities to build long-term relationships with residents and
young people – can cost as little as £1,800 per young person per year
to reform gang members.

Nor are Troubled Families the only area with potential. Social services and
health providers could cooperate on areas such as overnight accommodation.
Likewise, housing and health present great opportunities for reducing costs,
with bad housing responsible for an array of health problems.

Role of Central Government

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If Tottenham is to improve, it needs the help of central government.

In return, it has the potential to deliver growth in jobs and homes quickly and cost-effectively using its existing infrastructure – contrasting with 'new town' developments, which would require substantial investment in transport and other facilities to support the same levels of growth. There is also opportunity for significant savings to the state by the joining up of public service provision that is currently delivered in silos – most obviously in the form of 'Community Budgets'.

"To change the life chances of people in Tottenham, government has to look at every level to remove the barriers between agencies"

The London Borough of Haringey needs to delegate powers and monies to a Tottenham governance structure to allow greater flexibility for decisions to be made locally, and to break down the disjointed approach to public service domains that are in reality interconnected. In order for this to happen, *central government will also need to grant the governance structure certain powers and flexibility* currently unavailable to the Borough.

Further, with among the lowest cost bases in London, particularly in relation to housing, recent changes to benefits policy are poised to affect Tottenham, potentially severely compounding its existing problems. The Housing Benefit cap is likely to lead to a large influx of future housing benefit claimants, which would add further pressure to heavily over-strained housing stock, as well as exacerbating high unemployment levels in the area.

As Tottenham has one of the lowest cost bases in London, it already serves as a repository for other boroughs, who place people in temporary accommodation there rather than housing them themselves, adding even greater strain to the existing housing stock and social problems. Social housing is already over capacity, so new arrivals to the area will predominantly be attracted to private rental – a market already experiencing high levels of overcrowded accommodation, a trend that can only continue. This further reduces the quality of housing stock that could otherwise serve as good family housing. The system has exploited Tottenham to the cost of its community.

Higher enforcement of private rental standards could prevent some of this increase, but also carries the danger of forcing out existing tenants in overcrowded conditions – leaving them homeless, a more costly situation for the council, and considerably more disruptive for the families at hand. Higher enforcement of standards will require extra resource.

There is an extra risk posed by other boroughs using local Tottenham landlords to accommodate their own housing benefit recipients. Although they will continue to foot the bill in this situation, there is a risk for the London Borough of Haringey facing increased costs for providing other services for these individuals. Their presence will add extra pressure to facilities such as the healthcare and school systems, and pose increased competition for local jobs and resources.

Creating a more varied tenure mix is vitally important to breaking cycles of poverty such as cultures of intergenerational worklessness. There needs to be a better mixture of social, privately rented and privately owned property in the area – cosmetic changes to existing social housing estates will do little to fix the problem. The council understands this well, but if funds available to them from the HCA and other central agencies are tied to social housing requirements, this will impede their efforts to improve the area. Additionally, on account of low local land values, the Borough will need gap funding to make the much-needed local estate renewal feasible.

Further funding will also be required for transport infrastructure, which, although strong in some ways is very weak in others. Resources need allocating in Control Period 5 to increase train frequency between Tottenham and Stratford from one per hour to four per hour. The rail stations themselves are also in a state of poor repair, being unsafe, difficult to access and lacking in facilities. Provisions need making for their improvement.

Central government has a pivotal role to play in Tottenham's regeneration. Through the 1963 Local Government Act it removed an exclusive local authority focus. The widespread construction of large council estates, conceived in a utopian spirit, combined with lack of subsequent supply to lead to many public housing spaces going to only the most vulnerable, causing concentration of poverty in such environments, leading over time to self-perpetuating cycles of poverty. Measures – such as those targeted

Principal

Recommendation

at Broadwater Farm following the riots of 1985 – have often been disjointed and ineffectual, and have failed to tackle problems at their root.

Over decades, many of Tottenham's difficulties have come as a consequence of decisions taken in Whitehall and by governments of all colours. The current approach is clearly not working. Central government should honour its Localism rhetoric and work with the Borough and our proposed governance structure in delivering the social and physical regeneration Tottenham's residents deserve.

This should begin with the allocation of a Permanent Secretary or minister to the proposed new governance structure to assist with the process of putting together the details of the proposed 'Deal', and be followed by cross-departmental cooperation with granting funds and ceding powers to the body as appropriate.

Role of the Greater London Authority

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Tottenham is well placed to help the GLA deliver its agenda of increasing housing and employment in London. Tottenham's current land values, location and high-quality transport links all make it a prime candidate for realising major change more quickly and more cost-effectively than most other parts of London. Since the 1965 merging of Tottenham into the Borough of Haringey, it is not clear that either the Greater London Council or its successor have paid the area anything like the attention it needs.

Through its strategic planning powers, the GLA has the ability to support and enhance the organization behind our main recommendation. Yet it also has wider powers over provision such as housing, the Metropolitan Police and from 2013, Transport for London – all of which have directly relevant roles to play in securing Tottenham's regeneration. Local housing stock is in sore need of extensive estate renewal, and the Borough needs gap funding to render this economically feasible. Policing would benefit from additional funding to extend the role of community policing in the community. Transport is in need of investment in several areas – from increasing East/West bus connections through to a potential Victoria line extension.

Since its formation, and until the recent riots, areas such as Tottenham have not been a high priority for the GLA. Although government has only recently granted them some of the powers necessary to do so, it is not clear that the GLA has historically been trying to run London, on an integrated, city-wide basis. Whilst councils have responsibility for planning, the lack of proactive engagement by the GLA about coordinating transport, new housing, employment and civic facilities has led to councils across the city pursuing goals which, whilst rational in isolation, can have negative net impacts. One such example is the concentration of less desirable services along borough boundaries, where they have less impact on that local authority's electoral base – an effect often compounded by the same behaviour by the neighbouring borough.

The GLA must lead the regeneration agenda hand-in-hand with the growth agenda, and do so in a manner which is timely and responsive rather than constrained by cyclical planning documents that are often years out of date by the point of sign off. For Tottenham to have the best chances of a bright future, it will need the GLA's willingness to help coordinate the activities of these other institutions, as well as devote dedicated resources to developing the local area, especially in relation to infrastructure.

Role of the London Borough of Haringey

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The challenges facing the London Borough of Haringey cannot be underestimated. The council's job is complicated by the sheer complexity of the problems on its watch: from administering what is essentially a 'divided' borough – both demographically and politically – to dealing with a huge variety of different languages and cultures, with the potential for misunderstanding that this entails. The nature of delivering even basic public services in Tottenham is a very different task to that faced by most councils – and regeneration of the scale Tottenham requires is a major additional burden.

Yet the scale of regeneration necessary is in part the result of years of inadequate action by all levels of government that allowed cycles of poverty to become deeply entrenched. This included the council leadership, which has been weak and allowed problems to remain unattended and unresolved. The leadership has now changed, and we have enjoyed a constructive

Principal

Recommendation

dialogue with the Leader of the Council, Claire Kober, as well as the Cabinet Member for Regeneration, Alan Strickland. A new chief executive has been appointed, and we have every hope that the Borough, in cooperation with the GLA and central government, will be able to deliver the kind of change for Tottenham that it deserves.

The demographic split of a wealthier and more prosperous western side of the Borough, versus a poorer and diverse east cleanly follows political lines – a split that has divided focus over the years. Actions can take a long time to come to fruition. Changes made by government often take years to have an impact, but there are cases of planning decisions going to committee repeatedly and unnecessarily.

The proposed organisation for Tottenham is intended in part to provide powers to augment the council's capacity to execute and to avoid some of these constraints – serving as an additional strength for the Borough for regenerating the area. Another such constraint comes in the form of the council's authority to direct spending at its own discretion, and we believe that Community Budgets could be creatively negotiated to provide extra flexibility on this front.

Overall, the picture that has emerged most clearly in our work is that Tottenham lacked ownership as a whole by both the Borough and central government. Aside from councillors, nobody has had responsibility for it within government. This is not simply in terms of traditional regeneration priorities such as the built environment. It concerns the orchestration of *all* government activities in Tottenham, as well as others besides – others that need championing, even if they don't strictly fall into the remit of public service delivery. Activity in every area needs coordinating as part of, one, integrated approach to the area – one that includes coordination of resources, people, funds and actions, and one with the powers and authority to get the job done.

Role of the Third Sector

"We know we are reaching the parents because we reach the children and we are not from Social Services. We are reaching vulnerable kids and through them subtly reaching parents. That creates a ripple effect that, combined, creates a great environment of collaborative partners."

The third sector is one of Tottenham's greatest assets, and should play an integrated role with the future regeneration strategy. We have met with many dedicated, caring people with an authentic passion for improving Tottenham. At around 150 organisations active in Tottenham, there are too many to mention. Both national organisations such as The Prince's Charities and the Church of England, as well as local initiatives such as the Boxing Academy (Appendix 4), the Fowler Newsam Hall Counselling Project (Appendix 5) and the Dandelion Project (Appendix 6) are all working hard to improve the lives and futures of Tottenham's residents.

Yet despite the high quality work being done, we found there is clear room for a new governance structure to bring improvements:

- The third sector's activities are not coordinated. This leads to duplication of effort, and ultimately to individual charities achieving less than they would if acting together – an approach that is both financially costly and inefficient in terms of achieving intended outcomes.
- Third sector organisations commented on the difficulties they faced in securing funding from government, which is reluctant to change the current system. In many cases charities find engagements with the Borough are contracted for short periods on an *output* basis, when they know from experience that longer-term, *outcome*-focused contracts yield the most benefits.
- There is continued reluctance from central government to fund them directly, so the charities have to seek governmental resources via local authorities, restricting their ability to do a long-term job.
- Charities expressed concern that funding is inconsistently awarded, and often to the most articulate, rather than the most effective.

To see examples of the fantastic third sector work taking place locally, please see the Appendices for descriptions of the activities of The Boxing Academy[4], The Fowler Newsam Hall Counseling Project[5] and The Dandelion Project[6].

Role of the Private Sector

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Tottenham will not improve without the participation of the private sector. Business has many roles to play in Tottenham's regeneration – as employer, as promoter, as agitator for local authority action, and as a key partner in the proposed governance structure for the area. Local business organisations need to pro-actively engage the London Borough of Haringey, as well as other local parties to ensure that they are aware of the priorities and concerns of business in the area.

It is imperative that the cycle of unemployment is broken in order to generate sustainable economic change, ideally through a wide range of locations and sectors in order to minimise the risk of a repeat of the decline that occurred when manufacturing left the area in the 1960s and 70s.

Tottenham has a low cost base and good transport links. As the regeneration of the area progresses, the local private sector should make sure to articulate business' needs for the area, as companies operating outside of the area will make office location decisions based on similar criteria.

Despite the need to encourage jobs to the area, there are jobs available across London, and Tottenham is well-served, given excellent connections to employment hot spots including Kings Cross (for the new life sciences research centre), Stratford (for the Westfield retail park) and Shoreditch (for Tech City).

Tottenham features a wide range of migrant communities, many of which bring a keen entrepreneurial spirit, as well as relationships from their home countries. Where those communities are well established, local business groups should foster relationships with equivalent local groups, to help encourage inward investment.

Where businesses foresee upcoming skill requirements, they should contact schools and colleges in the area, so that they have an opportunity to offer students skills as appropriate.

INTERCONNECTEDNESS OF THE ISSUES CANNOT BE OVERSTATED.

The interconnectedness of the issues facing Tottenham cannot be overstated. To date, piecemeal, uncoordinated approaches have not resulted in anything like the level of change the area needs. Overcrowded homes mean children have nowhere to do homework, and shared beds can affect their sleep and ability to concentrate during the day. Poor educational attainment affects their prospects later in life, and their aspirations too. Poor skills and prospects lead to unemployment, and to crime. Poor diets and higher levels of alcohol abuse, obesity, diabetes and smoking all reduce life expectancy and quality.

These are just a small number of the mutually reinforcing dynamics at play, and although the following challenges are dealt with separately in the report, they should not be approached in isolation or without reference to one another.

"Nothing's changed since the '70s"

Growing up in Tottenham can be a difficult business. Intergenerational worklessness, boredom, poor aspiration and the sense of a system weighing down upon you are at the milder end of a spectrum that includes households at the very sharpest edge of poverty – children with depression, parents with substance addictions, and domestic violence to mention just a few examples. With no employment or fun, and little sport, gangs can provide some with stimulation and a sense of belonging, although most of all provide a sense of safety in numbers – the number one reason members state for joining them.

"It's bleak here"

This can be a dismal environment, and there are many opportunities for people to choose or be led down damaging paths. The solutions lie, in part, in providing better options.

Challenge 1

1. Public Image

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Tottenham has an image problem. Its public profile does not reflect the reality of the area, which is predominantly Victorian and residential in style, and helped provide a pleasant and healthy living environment pre-war.

"The proportion of places ordinary people would feel fearful at night is limited, but the image is 100%"

Public perception of crime is high[36], although this is likely greater than the reality[37] and the number of properties damaged in the riots reflected only a tiny proportion of local stock. There is great diversity, but it has yet to be harnessed as an authentic selling point.

Impact of the riots

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There was considerable local anger at the riots. For years Tottenham had struggled with the fallout of the 1985 disturbances at Broadwater Farm Estate, which had culminated in the death of PC Keith Blakelock.

The riots of 2011 swept aside what had been seen as a gradual process of repairing that image, and have compounded a negative, unsafe profile in the public imagination.

"There are great schools in Tottenham, but the positive things in the area aren't listed and championed"

Yet the community must share responsibility for the riots. There is clearly a need for change from the authorities, and the majority of community organisations we have seen are assisting efforts to improve the area. But there are some groups that resist any measures to better Tottenham, whilst continually blaming others for its problems. These groups need to realise that their actions carry detrimental consequences for Tottenham's future.

A clear vision

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Dealing with the negative image has to be a priority for Tottenham's leadership. It gravely and unfairly fails the area, affecting inward investment, visitor levels and the London-wide job prospects of its own residents.

"Residents have a strong feeling of identity with Tottenham"

There is significant pride in Tottenham, as reiterated by a study volunteered by branding company Wolff Olins when it ran a workshop with local stakeholders. Yet the same workshop found a wider view that Tottenham lacks a binding vision, and currently the local energy and passion for the area is not marshalled in a coherent, thrusting sense of place as associated with areas like Brixton and Notting Hill, but instead pulls in different directions, promoting specific community concerns over the interests of the whole area.

Tottenham needs a clear, shared and emotionally resonant vision embraced by local residents. Attempts to parachute such an identity from above are likely to fail as another example of an initiative 'done to' the area, yet as a 'bottom up' exercise it will need helping into existence, potentially by an independent group.

Real action

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Locals and the wider British public are increasingly cynical about the Establishment. During workshop exercises, residents of Tottenham expressed exasperation at what they see as a constant cycle of consultations and initiatives that lead to little or no traction. New initiatives must be suitably resourced and followed through. Most importantly, they must be assigned clear owners who are left in no ambiguity as to their responsibilities.

Recommendations

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A clear sense of what Tottenham should be known for, with 'bottom up' local ownership of how that identity is promoted.

Local groups must be made to understand the damage to the area making disparaging comments to the media can make, and take responsibility for the local image.

Challenge 2

2. Population Churn

"The more stable the population is, the more likely it is to be successful"

Tottenham sees a very high level of population churn[38], with large volumes of people moving into and out of the area each year.

This is very damaging to Tottenham. Of a class of 30 school children beginning a year, it is not uncommon to have only 10 of them remaining by its end. This is disruptive to the education of individual children, but also to the class as a whole. People using the healthcare system can suffer from a lack of continuity in their care, leading to worse health outcomes with greater overall treatment costs. Those who are only temporarily resident will treat their accommodation and urban environment with less care than long-term residents, reducing quality of life for all.

"A lot of people's aspirations are to leave the area, with a settled community you can work on long-term investment for change"

The causes of population churn are complex, and vary from people choosing to leave low-quality dwellings, to moving for work, to being forced to move on account of being in temporary accommodation. Tottenham experiences an 'escalator' effect, with high levels of inbound migration by new UK immigrants, many of whom leave once they have established themselves economically.

High population churn damages the urban environment, education, healthcare, housing, community identity and can create crime. Preventing it is a priority, and will be achieved partly by across-the-board increases in the quality of education, housing, safety and the local environment, but also as a result of wider prosperity in the area, and changes suggested elsewhere in this report

Challenges
Facing Tottenham

Challenge 3

3. The Built Environment

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Tottenham's physical landscape is fraught with the consequences of its faded industrial legacy, coupled with poor planning strategies which created large-scale social housing projects in the latter half of the last century.

A clear lack of planning enforcement has resulted in many badly managed streets and spaces, ranging from dwellings being used as shops, through to crumbling walls and more run-of-the-mill symptoms such as unauthorised erection of satellite dishes.

Planning consents have been unnecessarily difficult to obtain. The council has been working hard recently on improving planning processes, and recent applications for rebuilding some of the high profile stores destroyed last year have been dealt with swiftly. This facilitation must be emphasised, to help projects in the Tottenham corridor progress more quickly.

The new Tottenham Hotspur stadium will bring a major local impact, with new housing, shops and jobs, as well as a symbolic new structure of scale. This will build on the Hale Village project to create a sense of momentum for the area. Yet despite the stadium approval, other worthwhile projects like Ward's Corner have been stalled for years.

New planning approvals, if delivered by skilled architects, will promote regeneration in Tottenham, helping change the perception of the area and introduce facilities and more welcoming public spaces for residents and visitors. Yet new projects often face significant planning issues in Tottenham, and the difficulties with Ward's Corner – which has now gone to judicial review following its recent approval – illustrate the risks that lead to developers, investors and entrepreneurs approaching the area with caution. Not every regeneration project is going to appeal to every part of the local community, but the principle of regeneration is an important one, and such projects can act as a catalyst for change. Given Tottenham's challenges, change is essential, and so we support the council's decision to pass Grainger plc.'s application to redevelop Ward's Corner as a sign of encouragement to others considering investing in the area.

Where consents have been granted, in many prior cases the overall quality of design has been dismal. Retail shopping policy has been non-existent, with an overabundance of betting shops and low quality chicken and chip shops. A lack of strategy for focusing planning to deliver the shopping needs of residents, too many shops, shops of the wrong size and the wrong mix of trades. This results in Tottenham having no retail heart like any normal 'town'. It needs a primary centre with civic and arts facilities. This would require considerable investment, but it would help to rebuild Tottenham's confidence and success as a place.

Yet despite, and in large part because of these problems, there is huge redevelopment potential. Low land values and high quality transport links make the area an attractive proposition for regeneration.

And redevelopment is important. Tottenham sorely needs more jobs, and jobs need suitable premises. With extremely high levels of social housing, the area would greatly benefit from a more balanced mix of housing tenure. Some of the social housing stock is in an unacceptable state and needs replacing – by way of example, we saw one estate featuring units with subsiding floors and ceilings covered with mould. Developers need reassurance that planning applications will be processed efficiently, and not result in drawn out, arbitrary battles.

Housing

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Housing ranks toward the top of Tottenham's toughest challenges, with extremely high concentrations of social housing, poor quality privately rented accommodation, and 25% of households experiencing overcrowding[13]. Some 60% of the council's social housing stock is located in the N15 and N17 postcodes, and the area has one of the highest benefit claimant concentrations in the country[22].

"When you are talking about housing you have to ask about what the impact is on health in Tottenham; overcrowding and bad environments can lead to depression and stress, particularly in children"

Challenges
Facing Tottenham

Challenge 3

For many, such high concentrations of social tenancy have contributed to a vicious circle. Social housing was never conceived to exacerbate poverty, but decades of undersupply nationally have led to increasing priority being given to families in the most challenging situations[39]. This has concentrated poverty. Patterns such as groups of families out of work for consecutive generations create cultures that impact on life chances. Young people neither in education, employment or training are more likely to fall into crime and suffer mental illness, and a culture that places a low value on education builds in barriers to breaking this cycle.

Pockets of Tottenham have fallen into the pattern of 'residualisation', whereby those who are able to leave areas no longer seen as desirable do so, leaving behind those unable to move. Those who remain suffer the compounded effects of concentrated poverty, and newcomers tend to be those who cannot afford accommodation elsewhere. After a certain point, measures designed to improve the situation can have the opposite effect – those who gain new skills and employment use these attributes as a stepping stone to leave the situation, causing the cycle to repeat itself.

This cycle needs breaking. We need to prioritise the regeneration of those most severely affected pockets by rebalancing the housing tenure mix.

Even this is a challenge. With long social housing waiting lists, private rental accommodation is in high demand by newcomers to the area. Combined with a desire for the cheapest accommodation possible, the result is high levels of overcrowding. Therefore not only do landlords need to be more strongly discouraged from taking on too many tenants, there needs to be a greater proportion of owner-occupied homes in the housing mix.

The situation is further aggravated by the presence of large numbers of people in the Borough in temporary accommodation: 35 in every 1000 households in Haringey is in temporary accommodation – the highest proportion in London[40] – with this effect further concentrated in Tottenham, occupying dwellings needed by the existing local residents.

Public space and the public realm

"There is no public sense of 'Tottenham' in Tottenham, even down to the signs being Haringey ones"

A well-organised, uplifting, safe and enjoyable public environment is an important aspect of a high quality of life.

Currently there is little sense of a 'centre' to Tottenham – a focal point to visit in the area, whether for locals or other Londoners. Not only does this reduce incoming shopping footfall for local businesses, it means local residents leave the area for their own recreational needs.

New public spaces need to be added or adapted. Tottenham Green could be the first. It already partly fulfills the purpose, but has two roads running through it. Negotiations with TFL, brokered by the GLA, are exploring the removal of one of these roads to allow the Green to become a point of community focus – an active, safe local heart including music, restaurants and bars. Other spaces need to be provided so that each part of Tottenham has a public realm that brings liveliness, activity, and a place to sit and enjoy.

The environment is poor. Streets are replete with examples of planning breaches – satellite dishes, houses turned into shops without consent, or facades crumbling in disrepair. Signage, graphics and street furniture appear to have been added without regard to a coherent approach, or a wider sense of maintaining a decent public realm. There is often rubbish littering the streets. The result is a sense of an area on a downward trajectory, and residents perceive a neglected environment as symptomatic of wider indifference by the authorities. Many feel there is a need for greater civic pride locally (Appendix 9). Encouragingly the Borough have begun to serve notices on planning breaches, and the benefits are already beginning to be seen.

Transport infrastructure

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Transport in Tottenham is arranged for the benefit of the wider transit system, not for serving the local area. Transport for London's approach is process-

led, and lacks adequate thought in respect of the social and business needs of Tottenham, or for how the area functions as a whole. Tottenham High Road is damaged by its role as a bus corridor.

Viewed from the outside, local transport links appear substantial. London Underground's Victoria line serves both Seven Sisters and Tottenham Hale, providing access to Oxford Circus in as little as 17 minutes. There is an overground connection to Stansted airport, as well as links to Cambridge and Liverpool Street. With the opening of Stratford Crossrail in 2018, journey times to Heathrow will be reduced to only 45 minutes. There are also extensive bus networks running through the area.

Nevertheless there remain an insufficient number of trains per hour between Tottenham and Stratford and a one-station extension to the Victoria Line could bring untold benefits to Northumberland Park.

The administration of systemic infrastructure poses a problem of its own. There is a failure to consider transport beyond its own terms, as part of attempts to improve the public realm, reduce social deprivation and encourage employment. Many local employers complain that poor roads restrict access and logistics, leading to higher costs and slower service.

There is a sense that local and public realm concerns come secondary to those regarding the transport network. In one example, although Transport for London carried out consultations on the changes to the Tottenham Hale gyratory system, we found clear elements of the design that had failed to take into account the pedestrian experience of the proposed development, which posed safety concerns. To date, Tottenham has hardly had the consideration it requires, and there is a need for clear leadership in 'Transport for Tottenham' that forcefully balances the area's needs with those of the wider London transport system.

Encouragingly, in recent months Transport for London has been cooperating closely with the Borough on issues affecting the whole of Tottenham, ranging from better bus services, to improving the public realm around transport hubs, through to a new, well-designed station for Tottenham Hale.

Tottenham Hotspur FC Stadium
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We applaud Tottenham Hotspur FC's decision to stay in the area. The football club gives Tottenham global recognition, and the decision to redevelop White Hart Lane is a strong sign of confidence in the area. It carries significant regeneration potential with the promise of new housing and retail units that bring jobs, as well as the opportunity to serve as a catalyst for wider change in the area. Public realm improvements, estate renewal and a new railway station are all critical to capture the benefit of this investment.

We look forward to a new vision for developments around the approved stadium, incorporating high quality architecture, greater density, and more retail units adjoining the new Sainsbury's supermarket site, providing even more local jobs. The listed buildings adjacent to the stadium need to be reconsidered in light of whether they will be make a positive contribution to the area and its future. In our opinion they should be demolished if an appropriately designed new building can be shown to improve the setting of the stadium.

Shopping
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An improved shopping environment is the single most likely measure to draw visitors to Tottenham. Aside from Tottenham Hale's retail park, there isn't a shopping 'draw'. Tottenham's retail offer needs a strategy and plan to help transform the appearance and success of the area. Streets need to be coordinated, with either uninterrupted shops or small shopping courtyards.

The number of shops needs to be drastically reduced and new ones provided to give the community a mix of individual local shops and well-known brands. They need to be appropriately sized to allow modern methods of shopping, with larger units to allow customers good value and choice.

Many of the shops are former houses and will need to be converted back to housing. They would make good dwellings for older or infirm members of the community who would benefit most by being within easy walking distance of the local high street. The recent cooperation by Aldi for their new

Challenge 3

supermarket shows the street scene can be improved. The look and feel of the high streets needs to be changed, with all extraneous material removed, including unapproved signage and graphics, as well as unauthorised satellite dishes.

A recent survey by international property agent CBRE (Appendix 10) found consumer spend in Tottenham is under that of comparable areas, leading to a wasted employment opportunity.

Recommendations

- Government funds from sources such as the HCA and GLA should not be tied to social housing requirements. Areas of Tottenham have over 50% of their occupants in social housing – the tenure mix needs altering, so new social housing should only be provided to replace existing units.
- Rubbish collection and planning enforcement activities need effective administration. Traders need support to improve the quality of shop frontages on the high road, and green areas and other open spaces need to be kept open and not fenced in. Removing these barriers could increase the sense of space in the area, and enable easier pedestrian movement.
- The publication of the GLA's asset register within the area, together with details of other publicly held land, to enable the making of faster development decisions. Changes should be made at the earliest available opportunity, rather than waiting until the next Comprehensive Spending Review.
- The creation of local town centres will play an important role in creating a more efficient distribution of shops, both on behalf of shoppers, but also for the businesses based there.
- There are not enough recreational activities available locally. Future planning must incorporate commercial and civic plans for more venues, and arts and sports facilities. By way of example, the Mecca Dance Hall may have run its course, but following its 2004 demolition it was not replaced by an equivalent entertainment venue. Not only do such places provide local entertainment, they also attract visitors from outside of the area.

**Challenges
Facing Tottenham**

Challenge 4

4. Employment, Enterprise & Investment

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Unemployment is the single biggest local issue, with Tottenham suffering some of the highest levels in London.

There are a great many motivated people in Tottenham, keen to improve their lives and get ahead. Yet unemployment is also the UK's greatest problem, and many local residents do not have experience presenting themselves: interviewing for jobs, or dressing for meetings. In fact, many locals mentioned very narrow spheres of reference. When individuals don't know anything about trades or the professional world, then their ambition finds expression in other channels.

This is a failure of the system. People of all ages need to recognise the benefits of employment for improving their lives, as well as have a hope for finding it.

Some 17,430 residents are claiming an out-of-work benefit – equivalent to 22.3% of the population aged 16-64, and markedly higher than the rates across London (12.4%)[17].This rate is amongst the 5% highest in England, and one ward in particular – Northumberland Park – has the highest out-of-work benefits claim rate in the whole of London, at 31.5%[18]. In 2010, around 40% of Tottenham households with dependent children had no one in work[21]. Self-employment in the area has halved in the last five years[41].

"In the 45 years since the Victoria line opened, the jobs have moved down the line and away"

The underlying causes are complex. In overview terms, Tottenham is suffering from the chilling economic forces affecting the entire UK. Yet even during the extended period of growth in the last few decades, the area never saw the increase in employment levels as enjoyed by many other areas of the UK. Tottenham is not an island, and many London residents do not work where they live. Tottenham has good transport connections, so the question is also one of why so many residents have been less able to find work than those in other areas.

There is a toxic mix of intergenerational worklessness; poverty of aspiration; a low skills base; and attitudes that range from a feeling of being disenfranchised and forgotten through to anger and aggression towards those trying to help on the basis that they cannot understand the difficulties faced by locals. Compounding this effect is a long-running concern by residents that they are discriminated against because they come from Tottenham.

Local enterprise & employment

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Tottenham needs more jobs, and it needs more of its jobs to go to local people.

Given public sector cuts, these jobs are most likely to come from a combination of new enterprise and small businesses, and from the establishment of a local presence by larger corporations.

New business can be encouraged with enterprise support facilities, tax incentives, support networks, and flexible workspace. Local evidence suggests Tottenham is experiencing high demand for small-scale, cheap and flexible space for small businesses, with new facilities experiencing almost instant high occupancy.

Tottenham needs to reestablish business clusters to replace those that left in the 1960s and 1970s. With a change in reputation, its existing transport connections, low business costs and cheap housing offer real possibilities for attracting new businesses to the area. Given the need for start up businesses to exist cheaply, with the right support there is potential to make the area a hub of early-stage entrepreneurship, and the Borough is beginning to see inbound enquiries by startups. Amenities will be required in the form of good places to lunch; high street banks; health clubs and chemists. In particular, innovative hybrid work/accommodation quarters for technology startups are in short supply in London and so would be beneficial. New, low-cost commercial space designed by high quality architects could help position Tottenham Hale as a new commercial centre. Tottenham is already well served to support technology businesses with BT's fibre broadband, with many able to connect to speeds of 80Mbps, and the option for up to 330Mbps arriving in early 2013.

Challenges
Facing Tottenham

Challenge 4

Internet-based technology businesses often open in areas with existing creative industries and scenes. Tottenham has strong creative talent, but it does not always have the best context in which to congregate. Special care should be paid to cultivating creative clusters in the area.

The third sector has a valuable role to play. One example is Business in the Community's Ready for Work Programme, which specialises in helping disadvantaged people into work, with impressive success rates for placing former rough sleepers, ex-offenders, reformed alcoholics and care leavers into new roles (Appendix 8).

Where there are local skills shortages, employers should realise there is the opportunity to work imaginatively with the community to develop them – for example, in collaboration with the local college of Haringey, Enfield and North East London, run by its dedicated principal Paul Head.

"The shops are mainly family run, they are opened by a family as that's all they know. The owner may not speak English, but the children will. We need to give those children skills."

Many of the existing traders on Tottenham High Road eke out a marginal existence, and many have experienced hardship following the riots and the departure of clients from the area. The traders need help and training in how to respond to difficult and changing business environments – many are skilled in their specific field, but do not have the commercial initiative to keep operating in difficult conditions.

Larger businesses need a reason to base themselves in Tottenham. At present there is no compelling lure over competing areas of London. The council needs to create a clear case to encourage larger employers to invest in moving offices to the area.

Encouraging investment
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Large companies and developers have often encountered barriers to investment in the area. In cases this has been as a result of the planning process.

The council has recently been very active in improving planning locally, but a dedicated Tottenham vehicle could be given the powers to deliver fast planning consents to encourage growth in business and housing. Now there is scope to promote these changes.

"There are 1,200 students at The Hale, with nowhere to go and nothing to spend money on locally"

There is space for more proactivity in approaching companies outside of the Borough and getting the message out that Tottenham is open for business. The Diocese of London is looking to make a £26m investment in community facilities at The Hale, and having other established institutions follow their lead and 'come back to Tottenham' would help create very necessary momentum.

Skills
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Businesses routinely report a lack of skills in Tottenham. Developing the local skills base is a key priority.

"There's definitely an issue with skills: we can't wait until somebody joins the unemployed – best to engage them whilst in school"

Earlier intervention in assisting with skills development is better for everyone – the individual, the local community and the wider state. Individuals get greater purpose, discipline and prospects; the local community doesn't suffer from negative behaviours that can result from extended time spent out of education, employment or training; and the state can intervene much more cost-effectively in earlier years than later in life when habits are more strongly – and sometimes irreversibly – set.

Schools have the leading role in skills development, and the College of Haringey, Enfield and North East London is making good progress. Yet business can provide enormous assistance, particularly in relation to workplace skills and the process of job hunting. There is space for the brokering of more communication between the business community and local schools, and for more businesses to engage voluntarily with assisting locals move into their first role.

Challenge 4

With the diversity of Tottenham's population, there is a considerable breadth of linguistic potential, as well as a potentially untapped goldmine of different skills brought by migrants who have not been able to deploy their talents on account of language barriers or other difficulties.

Recommendations

— A training programme for the Tottenham High Road traders, to make them more resilient to economic change and enable them to develop their businesses.

— Creation of iconic new buildings on council-owned land with good architecture to promote a sense of momentum, combined with low rents to attract businesses. Refurbishment of tired offices.

— Encourage more shops that function as 'soft' business infrastructure, such as coffee shops where people meet, and potentially a hotel. This should involve proactive approaches to these sorts of organisations. Visitors to the area need a few options they recognize and feel comfortable with.

— Office workers benefit from practical services and amenities; in particular organisations such as chemists or lunch outlets. There are large numbers of specialist food providers in Tottenham; their presence could be pro-actively managed such that they benefit from local workers, and local workers have awareness of and confidence in their produce.

— The local authority can encourage other institutions such as local colleges, hospitals and larger local businesses to use new or smaller local businesses as suppliers.

— Continued creation of enterprise support services, including local business leader mentoring systems, the third sector, and secondments by larger businesses via organisations such as Business in the Community.

— Situation of a government agency in Tottenham to provide local jobs and send a signal about investment in the area, potentially saving state money in the process.

5. 'Troubled Families'

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There are an estimated 900-1,200 'troubled families' in Tottenham, representing 2-4% of the population. They are a significant problem, failing their individual members, causing problems for the wider community, and nationally costing the taxpayer around £9bn annually. National numbers for such families are disputed, but the much-cited figure of 120,000 comes in at an average cost of £75,000 per family, per year[42].

As Tottenham's difficulties are interconnected, so are those of these individual families, with their issues being linked and self-reinforcing. Worklessness can be just one of many problems, ranging from juvenile delinquency, educational failure and teenage pregnancies to domestic violence, sexual abuse and child rape. Problems are often repeated over successive generations in entrenched cycles[43].

These cycles need breaking, and earlier, joined-up interventions are shown to be most effective – whereas 'single issue' approaches frequently fail. With as many as 17 organisations in contact with any given family, often with staff turnover throughout the year, a family may be dealt with by up to 50 different individuals. This is disorientating for the families, but also carries the risk that no one agency will take responsibility and ownership for the families' futures.

Troubled families are not beyond hope, but those helping them require skill, tenacity, support and trust to help turn their lives around. If they succeed, lives will be transformed, communities improved, and costs saved.

Recommendations

— The adoption of Family Intervention Projects with a Troubled Families Community Budget. The Borough is exploring a pilot for single-person family management, investing in 20-30 front line professionals to build a dedicated team to tackle the problems faced by troubled families.
— Confidence and aspiration is built on the back of special relationships – with parents, teachers, charity workers, older peers, sports coaches, and other role models. Relationships that impart confidence, involve mutual respect and trust, and are not short term. Where children and young adults are identified lacking such relationships in their lives, systematic efforts should be made to connect them with appropriate pastoral organisations or mentors.

**Challenges
Facing Tottenham**

Challenge 6

6. Youth Engagement

Education

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Schools are instrumental in changing communities. Even if an area is failing in other respects, people will move to it if there is a good school. There are some excellent schools in Tottenham. There are also some poor ones – but overall, people reported improvement in education in the area.

"Schools are one of the cornerstones for changing communities: people move to good schools & stay"

This is a remarkable achievement given some of the challenges that educational establishments can face: the high population churn levels can lead to large proportions of a given class having left a school by the end of a year, and large breadth in the cultural and linguistic backgrounds of students can give them a starting disadvantage in areas such as reading. Yet thoughtful approaches by institutions such as Gladesmore Community School and the College of Haringey, Enfield and North East London can mitigate many of the challenges of a difficult context. Early interventions in patterns of negative behaviour have led to safe environments, with drastic declines in violence. Despite this, there is still a mix of challenges facing educational institutions in Tottenham:

— One is financial. Haringey schools are funded as an outer London borough, but exhibit the characteristics of an urban inner London area. This means local schools currently receive £1,138 per student annually less than schools in Hackney. Following campaigning by the Borough, central government has confirmed it will fund Haringey schools on an inner London basis from next April.
— Overcrowded home environments leave students without space to complete homework and coursework. With 25% of households in the area experiencing overcrowding, this is significant[11].
— Many parents have had poor educational experiences of their own, often with no higher education; this often results in low aspirations by parents for their children, who do not regard university or high status jobs as realistic options.

— Recruitment is challenging. Local schools report that negative perceptions of the area prove a block on finding new recruits.
— An unusual problem comes from grade pressures from Ofsted on the local sixth form college, which offers integrated special education needs provision. There is a risk that ratings pressures could incentivise this (and other) colleges to refuse entrance to lower-achieving pupils, closing educational pathways to them, and heavily increasing the likelihood they will end up 'NEET'.

Schools are essential to Tottenham's future. Proactive interventions in younger years can prevent the development of negative habits and attitudes that lead young people into trouble or unemployment later in life. Skills can be learned, and aspirations raised. Students who may never have experienced a stable, positive relationship or environment may benefit immeasurably from the motivational effect of teachers that take an interest in them as individuals, as well as in their work. They also provide a window into the wider community, and can serve as a contact point for reaching and educating families with whom the state may have little wider contact.

Aspiration & attitude

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Many residents exist within a difficult context. Whether through unemployment, inappropriate housing, a troubled background of their own, or simply lack of education or experience, some individuals and families have come to feel 'trapped' by their surroundings – caught in cycles of disadvantage and poverty that can seem impossible to escape.

Tottenham suffers from poverty of aspiration. The consequences of this are debilitating, perpetuating reduced self-confidence and self-esteem, and encouraging an 'us and them' attitude towards society.

There are many people in Tottenham failed by their context, plenty of them very bright. We cannot accept a situation where people are expected to be content with flipping burgers for life. These jobs are fine for students or those in a transient stage in life, but where the only viable career options are low-paid jobs with no clear opportunity or sense of progression, then paths leading to drugs and crime can become apparently rational choices.

**Challenges
Facing Tottenham**

Challenge 6

Despite this, some businesses volunteering placements in the area have experienced deep-seated antipathy to attempts to help the long-term unemployed gain the sorts of soft skills needed to improve their employability. There is an attitude among some residents that those from outside the area can't understand their context, or their difficulties. This human distance needs breaching.

Sports, fun and activities

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Tottenham needs more fun. There is very little for young people to do locally – particularly at low or no cost – be that cinemas, nightlife, sports or other amenities. There are also few 'family days out' to be had locally, leading to families leaving the area to spend money recreationally.

There should be more events, facilities and activities, and better promotion of those that exist. Improvements in the public realm will add space. Tottenham has a strength in music, and new or existing venues such as the Town Hall should be used to create hubs for the area, with festivals and contests.

Cuts in Youth and Connexions provision have meant that activities are now only offered from five youth centres – eight fewer than previously. This has been poorly received locally. Despite this, there are many local organisations providing youth facilities in the area. In one example, the Diocese of London is funding youth work together with Lee Valley Estates, the council, and Newlon, a local housing association. The Tottenham Hotspur Foundation has also been active, providing free sports amongst its many other activities.

Recommendations

— An audit of the population's skills to discover people with untapped skills – including languages – that could be employed, helped or promoted.
— Promote relationships between businesses and schools to educate young locals about their options, and improve their employability. This involves proactive relationship-building with local and London-wide businesses to explain their activities and establish skill requirements, as well as provide apprenticeships, work-shadowing

and internships to help students find jobs after school. This could be with larger businesses, or with smaller local firms via their trade associations.
— The promotion of mentoring programmes, including people further afield than Tottenham, who can help bring locals into new business contexts and networks. This sort of engagement is also more accessible to SME owners. 'Give Tottenham a Chance' is an initiative building on the accomplishments of St Ann's Church and Rackham Construction's pilot work in the area.
— Encourage local apprenticeships to generate a match between local skill needs and availability. Tottenham will not benefit by training people in skills, only for them to leave the area. A commitment to placing 1,000 new apprenticeships a year.

7. Police Relationships with Local Communities & Creating an Intimidation-Free Area

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Tottenham has a reputation for danger – and one that worsened on account of last year's media coverage.

Fear is both a cause and a consequence of many of Tottenham's problems. If people feel intimidated in an area, they will not visit it, and given the opportunity will leave it. Fear is a major cause of gang membership and of weapon carrying. Fear is also a cause of police inaction, whether it be on account of a lack of physical support, or fear of accusations of institutionalized racism. Despite this:

— The perception of crime is very probably greater than the real amount of crime[34].
— Gang membership is actually quite small, but the footprint on the local – and citywide – mindset is much more significant.

Relations between Tottenham families and the Metropolitan Police have been strained for decades. The lack of mutual trust means crucial sources of intelligence are missing from police strategy, planning and operations. In the period leading up to the 1985 Broadwater Farm riots, officers feared to walk under the walkways for fear of having fridges or television sets dropped on them. Despite efforts by various Commanders and community relations teams, trust and communication remained poor.

"I had not appreciated how hierarchical and structured and constrained the police are; even very senior officers have very little room for manoeuvre"

What Tottenham needs now from police is not just better planning for future outbreaks of violence, but a genuine effort by committed officers to work with potential and actual leaders of all ages to do whatever is necessary to build trust. A Problem-Oriented Policing approach would address the causes of unrest, antisocial behaviour and other sources of distress, with the aim of reducing harm as well as crime, and building trust in local institutions, areas and guardians of the peace.

Recommendations

— Assemble a team of officers who volunteer to serve in the area and contract to remain there for five years. Frequent turnover destroys established links with local people. Incentivise police officers to live locally so that they have a stronger stake in the area.
— Tottenham Police Station should not be closed or replaced with 'access points' at other community locations. Doing so would send a strong negative message to the community, and undermine policing efforts in the area. Instead, Tottenham would benefit from a new, smaller yet better-designed station with state-of-the-art facilities. This should maintain a full 24-hour service.
— Special training in languages, ethnic differences and racial and religious sensitivities. Recruitment of Police Community Support Officers from as many of the 200 or so language groups as possible.
— Weekly meetings in a neutral public space – such as a school hall – chaired by local leaders and attended by police at all ranks, as well as probation officers, and local magistrates. The agenda would be driven by local concerns around events, trouble, violence, or other flashpoints, potential or real. New officers would be introduced to the community present. This will take time to become trusted as a forum, so police commitment to it should be long-term.
— To reach more alienated groups, especially young people in or at risk of joining gangs, high quality youth workers and probation officers need to be recruited and supported to act as liaison between police and gangs. As in Boston (USA), these workers could be ex-gang members, who would also act as 'friends in court' for gang members, and undertake to the court to ensure they observe conditions of non-custodial sentences, such as rehab or anger management courses.
— Establishment of police sub-stations in hotspots, with other local authority agencies sharing the premises if possible. The probation service and CPS should also station representatives there.
— Locals serving sentences in London prisons are a serious threat. They may control gang actions from inside, or return and disrupt work of the kind described above. They should be kept informed of new developments in Tottenham, and consulted about schemes to restore confidence or provide employment, health or education services. Prisoners' families will be suffering, and will need support to avoid remaining at even greater risk after the sentence.

8. Healthcare

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Administering healthcare in Tottenham is much more complex than in most parts of the UK, in part due to the combination of the area's cultural diversity and the low socio-economic status of many residents. It needs to be undertaken as part of a rounded approach to residents' quality of life, and needs coordinating with the Borough's other agencies, social services and family care. Overcrowding in particular is a serious concern, with experience of multiple housing problems causing a 25% increase in children's risk of ill-health and disability during childhood and early adulthood[44].

"Many Accident & Emergency attendees could be better managed by a GP"

Local hospitals see far higher levels of A&E attendance than elsewhere, a pattern driven by the fact that new migrants might not have a concept of what a 'GP' is; by those who do not want to register in the system, as well as by the poor access to and variable quality of resources in local primary care. This is expensive, with A&E consultations costing £56 on average, and creating delays for more appropriate cases.

"For the No. 41 in Tottenham, every bus stop going east has 6 months less life expectancy"

There is a higher proportion of 'late presenters' at hospital – those who only come once their illness has become particularly severe – leading to poorer outcomes for those patients who should have engaged with GPs and the primary care system, as well as heavily increased treatment costs.

"Hospitals are effectively centres of social and health problems and need strong links with council"

Of births in North Middlesex University Hospital's neonatal unit, about a third of newborns who remain in hospital after they are fit for discharge await care case resolutions before being allowed to be released, with more being taken into care than in other areas. Aside from the implications for their life chances, every child that doesn't enter care saves in the region of £43,500[24].

Recommendations

— Coordinated action and communication around the provision of health care and social services will lead to clear cost savings as well as better outcomes.
— GPs need to be used more appropriately, something the local Health and Well Being board is encouraging. Earlier diagnosis would prevent complications and save hospital bed time.

TO DELIVER THIS CHANGE WILL REQUIRE COURAGE.

Conclusion

Regeneration can be a controversial process. Every building has memories attached. New developments may not be to everyone's taste. The benefits of physical regeneration are often questioned too – does it lift people out of poverty, or simply price them out of living in the area?

It is easy to forget the severity of the problems that need addressing. Extreme overcrowding. Some of the highest unemployment in London. Cases where children's education is routinely two years behind that expected of their age. Violent crime. Life expectancies that drop six months for every stop a bus makes as it travels East.

We must acknowledge that inaction is a choice to maintain the status quo – and everything that that implies. This is not an appealing option.

None of the challenges or recommendations in this report should be seen in isolation. Housing regeneration can increase quality and mix of dwellings, reducing overcrowding in the process. Better quality housing leads to better health. Less overcrowding means greater educational achievement, as children get better quality sleep and find space to do their homework. Improvements to the public realm lead to a safer, happier, healthier environment. New shops and businesses mean new jobs. Rising land values may make buying homes more difficult, but so does being unemployed. Physical regeneration alone may not enough, but it is surely necessary, even if not sufficient.

The social regeneration is harder, and will require drive and innovation. Initiatives like the Family Intervention Projects demonstrate that social change can happen and that these techniques actually work. Yet with unemployment so high, the largest social challenges will revolve around better equipping locals to find jobs, as well as creating them where possible.

To deliver this change will require courage, compromise and considerable hard work from many people, not least of all the Borough leadership, but also the GLA and central government. The alternative is business as usual and continued social and economic decline. It is now up to our political leaders to decide. Although it took another riot, it shouldn't take a third.

THANK YOU

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Ten Critical Recommendations	9	Joshua Gray	www.joshuajohngray.com
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Chairman's Foreword	18-19	Chloë Ellingson	
Chairman's Foreword	22	Joshua Gray	
Chairman's Foreword	27	Chloë Ellingson	
Chairman's Foreword	29	Chloë Ellingson	
Executive Summary	32-33	Chloë Ellingson	
Executive Summary	35	Chloë Ellingson	
Recommendations	36-37	Joshua Gray*	
Introduction	42-43	Joshua Gray	
Introduction	49	The Boxing Academy	www.theboxingacademy.co.uk
Principal Recommendation	50-51	Chloë Ellingson	
Principal Recommendation	57	Joshua Gray	
Challenges Facing Tottenham	70-71	Chloë Ellingson	
Challenges Facing Tottenham	77	Joshua Gray	
Challenges Facing Tottenham	84	Chloë Ellingson	
Challenges Facing Tottenham	90	Joshua Gray	
Conclusion	102-103	Chloë Ellingson	
Conclusion	105	Joshua Gray	
Acknowledgements	106-107	Chloë Ellingson	
Appendices	114-115	Chloë Ellingson	
Appendices	119	Joshua Gray	
Appendices	133	Joshua Gray	www.dandelionproject.org/pub
Appendices	141	Dandelion Project	
Appendices	153	Chloë Ellingson	
Appendices	165	Joshua Gray**	
Appendices	175	Chloë Ellingson	

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The Panel

Brian Boylan, Wolff Olins

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Brand and communication specialist on places, including branding the 'unbrandable' city of NYC in 2006. Chairman of Wolff Olins and former Commissioner of the Commission for Architecture and the Built Environment. On the board of Tate Modern for 8 years, a UK government advisor on architecture for 8 years and Chairman of Artangel, a public arts commissioning organisation. Advisor to The Young Foundation, a social innovation group responsible for the creating The Open University.

Rana Brightman, Wolff Olins

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Rana was a Strategist at Wolff Olins at the time of this report being written.

Andrew Campling, British Telecom

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Andrew is BT's General Manager for London, responsible for the company's engagement with stakeholders across the capital. He sits on the CBI's London Council, chairs the Haringey Business Board and is a non-executive director of North London Business. Andrew holds a MBA from Cass Business School, a MSc in Strategic Marketing Management from Ashcroft International Business School, and a post-graduate diploma from the Chartered Institute of Marketing, of which he is a member.

Paul Finch OBE, Design Council Cabe

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Paul Finch is deputy chair of the Design Council. He edited Building Design from 1983 to 1994, and the Architects' Journal from 1994 to 1999. He also edited the Architectural Review from 2005 to 2009, launching the World Festival of Architecture in 2008. Paul is currently editorial director of both titles, and director of the festival. From 1999 he served for seven years as a Commissioner on the Commission for Architecture and the Built Environment (CABE). He chaired the design review panel for five years and the regional panel for three. From 2005 he chaired CABE's Olympic design review panel, and also served on separate panels reviewing the Olympic Village and the

Westfield shopping centre at Stratford. From December 2009 to April 2011 he chaired CABE. Paul was made an honorary fellow of RIBA in 1994 and an honorary member of the Royal Society of Architects in Wales in 1996. In 2002 he was made OBE for services to architecture. In 2004 he was awarded an honorary doctorate by the University of Westminster, and in 2006 became an honorary fellow of University College London.

Matthew Girt FRSA, Diocese of London

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Matthew Girt is Head of Strategic Development at the Diocese of London. He leads on the development and implementation of the Diocese's plans for its presence and resources in communities across London. Matthew is a board member of the government and Church Urban Fund's 'Near Neighbours Programme', and a director of a data analysis company he jointly founded in 1998. From 2005 to 2011 he served as a trustee of the Churches Conservation Trust, a Crown appointment where he established the highly successful Regeneration Task Force which works to put churches at the heart of communities. Matthew chaired the Sustainable Communities Task Force for the Kent Thames Gateway Partnership, and prior to that was on various regeneration budget boards. He has had various senior regeneration and planning roles, both in the UK and USA, in the private, public and voluntary sectors before joining the Diocese of London. Matthew holds a MA in Town Planning.

Roger Graef OBE, Criminologist

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Roger Graef is an award-winning filmmaker, criminologist, and writer. He is best known for his unstaged observational films in normally closed places like board rooms, ministries, prisons, probation, family therapy, special schools, and social work. His films have influenced policing and criminal justice policy. Since 1999 he has been an Independent Advisor to the Metropolitan Police on race, a subject about which he has made many films. He was a founding board member of Channel Four, a board member of the BFI, London Transport, and the ICA. He was Visiting Professor of Media and Communications at Oxford University, and is now Visiting Professor at the LSE and Bournemouth University. He has been an advisor to the Paul Hamlyn Foundation on social justice matters for more than a decade, and over the course of the last year has sat on RIBA's Future Homes Commission.

Kay Horne, Business in the Community

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Kay Horne has been working in Tottenham since the riots of August 2011 as a pilot Business Connector for Business in the Community. Seconded from Sainsbury's, where she has been for over 18 years, latterly as a senior store manager, she has worked tirelessly under the themes of education, employment and enterprise. In the immediate aftermath of the riots she helped more than 60 businesses along Tottenham High Road gain access to the High Street Fund. She has been supporting many local charity and community groups, most notably The Boxing Academy.

Don Levett, Report Author

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Don Levett is an Interdisciplinary Analyst with experience in startups, market research, strategy consulting and private equity. He has written on housing policy for the Independent and the Evening Standard, and volunteers as a careers mentor for students.

Sir Stuart Lipton, Chairman of the Independent Panel on Tottenham

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Sir Stuart Lipton has been in the property industry since the 1970s, developing large, complex regeneration projects including Broadgate, Stockley Park, Chiswick Park, and the Treasury. He was the founding Chairman of the Commission for Architecture and the Built Environment. He has served on architectural bodies such as the Royal Fine Art Commission and the Architecture Foundation. He was a board member of the National Theatre and the Royal Opera House and in 2011 he chaired the City Finance Commission.

Tony Travers, London School of Economics

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Tony Travers is Director of LSE London, a research centre at the London School of Economics. His key research interests include local and regional government and public service reform. He is currently Chair of the London Finance Commission, and an advisor to both the House of Commons Communities and Local Government Select Committee, and the Draft Local Audit Bill Ad Hoc Committee. He is chair of the Centre for Cities research board. From 1992 to 1997, he was a member of the Audit Commission. He was also a member of the Urban Task Force Working Group on Finance.

Appendices

Appendix 2

*There are no GDP or gross value added (GVA) figures for individual boroughs, and none for districts within boroughs. However, HMRC does publish data for taxable income for each council area. Taxable income will provide a reasonable proxy for residence-based GDP or GVA. Taxable income in Haringey (in 2009-10) was £4.14bn according to HMRC (http://www.hmrc.gov.uk/stats/income_distribution/table-3-14-mar2012.pdf), equivalent to 2.7 per cent of the London total. However, the borough had just one per cent of London's non-domestic rateable value – suggesting only modest levels of local economic strength. Tottenham's taxable income per capita is likely to be substantially below the borough average – probably closer to the figures found in Newham or Barking & Dagenham. On this basis, the GDP of Tottenham will be well below the Haringey average and public expenditure a correspondingly higher share of GDP – almost certainly in the range 60 to 70 per cent, though possibly higher.

The coordination of public expenditure in Haringey and Tottenham
Tony Travers, London School of Economics
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An area such as Tottenham, widely understood to be deprived and in need of public sector intervention, is the object of attention and funding by a large number of central and local government institutions. For example, the Department for Work and Pensions will be spending heavily on benefits for the elderly, the unemployed and the poor. Similarly, the Department for Health will spend heavily on serious long-term illnesses related to deprivation and also on Accident and Emergency resources for people who choose to present themselves to A&E rather than visit a GP. The poor state of social housing in Haringey has required massive investment by the Department for Communities & Local Government. The Department for Education has radical plans to change schooling in places such as Tottenham.

Haringey council, similarly, has to manage a number of local services whose success or failure will directly affect the liveability of its people. Social care, particularly child protection, is now perhaps the most sensitive service delivered by local government in England. Housing – both the public and private rented sectors – is a consistent challenge, particularly given the 'churn' of population in the Borough. Environmental provision, particularly the quality of streets, is a key challenge if residents and businesses are to thrive. Crime and anti social behaviour, above all other problems, require the council, the police and other agencies to work tirelessly to avoid the risk of serious disorder.

Across the UK as a whole, public expenditure represents about 45 per cent of GDP. In London, the proportion is generally lower (about 35 per cent) because the private sector is so large in the city. However, in Tottenham, the share is likely to be over 60* per cent – and may even be higher. That is, within a relatively small local economy, public sector resources will have a dominant role in determining household incomes. Government spending will also influence the propensity of the area to develop in particular ways. Public resources (and their use) are thus of great importance to the current and potential economic success of the area.

Unhelpfully, there is no official analysis of government money spent on a council-by-council basis. The separate resource distribution systems for provision such as the NHS, the police and local government are designed by central government to take account of the relative needs of different populations and distribute resources accordingly. A number of different resource allocations take place from Whitehall departments to Haringey and other local authorities. These allocation mechanisms suggest Haringey (and Tottenham) are areas of relatively high public expenditure.

The Treasury undertakes an annual exercise to estimate the region-by-region allocation of public spending in the UK. This exercise provides a starting point for an authority-by-authority analysis of public expenditure. 'Identifiable' public expenditure in London (in 2010-11) was £79.985bn. On the basis of the city's population in that year (7.8m), average expenditure per head was £10,255.

Official statistics show Haringey had 225,000 residents in 2010, so had the Borough received a population-based share (2.9 per cent) of London's £79.985bn expenditure, total public spending would have been £2.32bn. However, there are good reasons to believe the total will have been higher. Table 1 below shows Haringey's share of four formulae used to allocate resources to public services within the Borough. Three of these (all except the police) are determined by central government.

Table 1 – Haringey's share of London expenditure allocations
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Haringey's share of London expenditure allocations

Dedicated Schools Grant	3.3%
London borough 'spending power' [DCLG]	3.5%
Metropolitan Police Resources Formula	3.8%
Primary Care Trust:	5.3%

(Sources: Official documents and Departmental spending allocations, 2010-11)

All these shares are higher than the population-based 2.9 per cent. Table 2 shows what estimated public expenditure in the Borough would be at the top and bottom of the range suggested by population (the lowest) and the PCT (the highest). A 'mid-point' is also shown.

Appendix 2

Table 2 – Haringey's share of London public expenditure, different bases

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Haringey's share of London public expenditure, different bases

Population (2.9%)	£2.32bn
Primary Care Trust (5.3%)	£4.24bn
'Mid-point' range (3.5% to 4.5%)	£2.80bn – £3.60bn

Thus, total public expenditure in Haringey is likely to be in the range £2.80bn to £3.60bn, with a 'mid-point' of £3.20bn, or £14,200 per head. However, in Tottenham, where need is relatively greater than in the west of the Borough, it seems plausible (on the basis of differentials in expenditure need suggested in local government funding formulae for the most deprived London boroughs) to believe spending could be at least 20 to 30 per cent higher than the average for the authority – a range of £17,040 to £18,460 per person.

Of course, this relatively high per-capita total will include benefits such as pensions and other social security payments that cannot be accessed other than by individuals. But even if pensions were removed from the figure, it would still be likely to exceed £15,000 per person. In an area such as Broadwater Farm (with 4,000 residents), £15,000 per person would equate to total public spending of £60,000,000 per year.

As a result of the limited official data available, the above analysis can only be tentative. But because the assumptions that have been used are relatively conservative, there is no reason to believe that the scale of public sector resources available within Tottenham is smaller than suggested. But, the fragmented nature of the government departments, agencies and other bodies concerned in managing this large programme of expenditure means that its impact is significantly less than might be expected. Haringey council, despite its best efforts, will never be able to coordinate the dozens of spending programmes that bombard Tottenham. Public sector investment in the area inevitably has an impact that is less than the sum of its parts.

The Coalition has developed a 'Community Budget' policy, which is similar to the previous government's 'Total Place' initiative. The Department for Communities and Local Government's description of what Community

Budgets is intended to achieve is instructive in the context of the large sums of public money spent in Tottenham. The official purpose of Community Budgets is quoted below:

"A Community Budget gives local public service partners the freedom to work together to redesign services around the needs of citizens, improving outcomes, reducing duplication and waste and so saving significant sums of public money.

Too often a resident's experience of local public services is one of frustration at the complexity, fragmentation and difficulty finding a way through the bureaucracy. In too many places inequalities in access to good services have left our society less fair, exacerbated by control from Whitehall that has created uncoordinated, inefficient and unnecessarily expensive public service silos. Delivering excellent, joined up, services to people must be our goal. The Community Budget approach is a powerful new way to address this. A successful Community Budget will be able to deliver a better service to residents because it can:

— make better use of its resources, including pooling the budgets of all agencies where it is effective to do so, including local knowledge, community assets and voluntary effort
— remove central rules and regulations so local professionals can deliver better services by redesigning them so delivery is more effective for residents
— give people greater control over their local public services
— establish appropriate local partnership and governance arrangements to create a unified approach that suits their area".

Source: http://www.communities.gov.uk/localgovernment/
decentralisation/communitybudgets

Of course, in reality, it has proved very difficult to align the budgets and activities of the many services controlled by different parts of Whitehall. Major spending departments are unwilling to 'pool' resources or services because they believe that such actions will detract from their capacity to deliver key reforms. Local areas such as Haringey and Tottenham must attempt to encourage joint action and consistent use of public money against this unpromising background.

Appendices

Appendix 2

'City Deals' have been developed by a number of major cities outside London as part of a different (though partly related) initiative to develop a coordinated approach to area development. Ministers have signed off deals that allow Manchester, Leeds, Birmingham and other city-regions to deliver longer-term skills, housing, regeneration and transport improvements. Greater Manchester has led the way by creating a combined authority with powers to deliver across the 10-district conurbation. A clear requirement of government agreements is that the city-region concerned creates a robust governance agreement with decision-making removed from individual councils. The Greater Manchester City Deal document states:

"Greater Manchester is leading the way amongst the core cities, with strong, stable and effective governance across its economic area following the establishment of the Greater Manchester Combined Authority in April 2011. This strategic, corporate body has powers in its own right, so is not dependent on delegations from its constituent authorities, and decisions to pursue a particular policy are binding, providing long-term stability. This provides a stable and accountable platform for Government to devolve powers and functions as part of the City Deal process.

The Local Enterprise Partnership (LEP) is a key component of Greater Manchester's governance arrangements. Building on existing public and private partnerships, it provides a forum to have a single conversation with business leaders, enabling them to play an even more active role in securing economic growth. Political leadership is secured through the Combined Authority and decisions are cleared by the LEP. The Combined Authority is the accountable body for LEP funding, as opposed to having to nominate a local authority to take on this role, as is the case in other LEP areas. This provides coherence and a truly joined-up approach across all ten local authorities.

A key advantage of the Combined Authority model is its joint governance arrangements for transport, economic development and regeneration, which allow for strategic prioritisation across the functional economic area".

Source: http://www.dpm.cabinetoffice.gov.uk/resource-library/wave-1-city-deals

Taking both the Community Budget and City Deal policies together, it is clear the government wishes to encourage areas to bring together different public sector budgets and services in order that they deliver better and more efficient services. But to achieve such objectives, Whitehall requires evidence of robust and free-standing governance arrangements, plus buy-in from the relevant government departments. These challenges face Haringey if there is to be greater consistency and effectiveness within the delivery of improvements within Tottenham.

Appendices

Appendix 3

The impact of structural economic change in Haringey
Tony Travers, London School of Economics

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Haringey, in common with many other places in the UK, has witnessed significant economic change in the past 50 or so years. The Borough has seen its traditional industries decline and new forms of economic activity develop. The make-up of the local population has also radically altered in the same period. Indeed, Haringey in 2012 is a substantially different place than it was in the early 1960s – at the point when a major reform of London government was being planned. In the intervening years, Haringey council has faced continuous pressure to assist its residents and businesses cope with structural economic change. Similarly, other London boroughs have seen the same forces creating new jobs and increased employment.

Employment

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Table 1 shows employment in each London borough in 1961 and 2012. 1961 is used as a starting-point because the Greater London Council published data for that year, though the period considered neatly covers virtually the whole time in which London's economy has gone from being still heavily dependent upon manufacturing, the Docks and other traditional industries to being largely 'post-industrial', with a far greater proportion of services.

In Haringey's case, the total number of jobs in the Borough has dropped from 93,000 to 72,000 in the 51 years since 1961 – only Barking & Dagenham now has fewer people locally employed. Indeed, there has been a significant loss of jobs in both Haringey (21,000) and Waltham Forest (20,000) in the half-century since the Victoria Line opened. By contrast, further down the line, Islington (+22,000) and Camden (+50,000) each enjoyed major increases in employment. While there is no evidence the new Tube service led directly to this shift of economic activity, it is nevertheless important to note it has occurred.

Central London has prospered in recent decades, creating new employment and attracting investment. A number of 'inner' boroughs (Haringey, Brent, Newham and Ealing) have seen the total number of people employed within them falling while more central boroughs (Camden, Hammersmith & Fulham,

Kensington & Chelsea, Lambeth, Southwark) have witnessed marked increases. Outer boroughs such as Sutton, Bromley, Kingston and Richmond have also seen employment rise sharply.

The London authorities with the largest absolute growth in employment over the 51-year period since 1961 are Camden (+50,000), Tower Hamlets (+72,000) and Hillingdon (+80,000). The increase in Hillingdon was greater than the total number of people employed in Haringey today, a remarkable change. These changes are instructive. Tower Hamlets was the location for massive regeneration activity from the early 1980s onwards, with an Enterprise Zone, the London Docklands Development Corporation and very large investments in transport infrastructure being used to transform the area. It is clears the scale of activity was sufficient to ensure a resurgent economy for the Borough. In Hillingdon, Heathrow airport has grown enormously in the past half-century, bringing jobs in large numbers. Camden has clearly benefited from its location in central London, though with more well-located land to develop than Westminster of the City.

The economic geography of London has changed, sometimes because of global forces, sometimes because of luck (Heathrow) and sometimes because of government investment (Isle of Dogs/Tower Hamlets). Southwark has also enjoyed significant regeneration investment and consistent public policy interventions. The Olympic Games may provide a similar catalyst for Newham in the years after 2012.

Rateable values

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Table 2 examines the non-domestic rateable value (NDRV) of each London borough in 1966 and 2011. NDRV is the tax base for determining business rates, and is assessed in relation to the rentals charged for such properties. As such, it is a plausible indicator of the economic strength or weakness of an area: the greater the relative increase in the NDRV within a borough, the stronger its economy is likely to be. Over the 45 year period from 1966 to 2011 (the longest available span of time available for such comparisons) the combined effect of inflation and economic growth increased rateable values across London by almost 50 times. A comparison of percentage increases in NDRV is less helpful than comparing the share of the London total for each borough in 1966 and 2011.

The largest growth in individual boroughs' share of NDRV between 1966 and 2011 occurred in Camden, Tower Hamlets, Kensington & Chelsea, Westminster and Hillingdon. Westminster and Camden together saw their share of the London total increase from 28.7 per cent to 33.8 per cent – over a third of London NDRV is now in just two authorities. If the City (where the share fell slightly over the years) is added in, the three councils together now enjoy 44.8 per cent of London's NDRV.

Between 1966 and 2011, Haringey's share of the London total dropped from 1.6 per cent to 1 per cent – a poor performance from a low base. Other boroughs to suffer in this way included Barking & Dagenham, Newham and Brent. Structural economic decline has affected several council areas, notably in the East and North East of the capital in ways that is still driving down employment and economic activity.

Haringey has seen both the number of people employed in the Borough and relative rateable values fall. Given the relative affluence of the west part of the Borough, the relative decline in Tottenham will inevitably have been relatively greater. It is likely that employment will have declined significantly more than the average for the Borough, while NDRV will have fallen more.

Unemployment
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Figures for unemployment in recent years allow a short analysis of the impact on Haringey of both the economic 'boom' of the early 2000s and the 'slump' of the period since 2008. As with the analyses of Tables 1 and 2, it is important to note that Haringey is a notably divided borough. Although there are no official unemployment figures (consistent with national headline figures) for Tottenham, 'job seekers allowance' (JSA) totals are published for each Parliamentary constituency. In May 2012, the JSA figure for the Tottenham constituency was 12.7 per cent, the ninth highest for England. The equivalent figure for Hornsey & Wood Green was 5.8 per cent and the average for London was 7.8 per cent. Tottenham's figure was higher than for any other London constituency.

Table 3 shows 'ILO' unemployment figures (consistent with the national headline numbers) for each borough in 2001, 2007 and 2012. 2001 to 2007 corresponds with a period of sustained national economic growth, while

2007 to 2012 has seen a period of recession or near-flat GDP. In the first period, unemployment in Haringey fell from 10.4 per cent in 2001 to 9.3 per cent in 2007 (a better performance than London as a whole), though since 2007 the rate has climbed to 12.5 per cent (worse than the London average). Haringey's 12.5 per cent figure in June 2012 is fourth highest in the capital, with only Newham (15.0 per cent) substantially higher.

The JSA differential between the Tottenham and Hornsey & Wood Green constituencies discussed above implies that the Tottenham unemployment total will be significantly higher than Haringey's 12.5 per cent – probably closer to 20 per cent. The area suffers from an embedded and unchanging unemployment problem that would take sustained action over a long period to change the local economy and also to improve skills levels.

Conclusion
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Changes to the UK and global economies have radically affected Tottenham over the past half century. Jobs have migrated from countries such as Britain which industrialised early to places where an industrial revolution has only recently started. This export of labour from the 'old' to the 'new' world has occurred in parallel with massive changes to London's demography – in particular, a major increase in migrants from many parts of the world. Globalisation has affected the area in two significant ways.

Despite well-publicised problems, Haringey and Tottenham have not received over-much positive public policy attention (as, for example, Docklands and Stratford have) and are not, as the result of an earlier investment decision (eg where to locate London's hub airport), located in an area with a large and dynamic sector such as civil aviation. The area has been left to cope with global changes without consistent and constructive assistance from other spheres of government. This is not to say there has not been public investment, rather that the impacts of such spending have not stopped or reversed the economic decline of the area.

Appendix 3

Table 1 Employment, by borough, 1961 and 2012			
	1961	2012	% change
Camden	257	307	+19
City of London	388	388	0
Hackney	120	101	-16
Hammersmith & Fulham	108	139	+27
Haringey	93	72	-23
Islington	175	197	+13
Kensington & Chelsea	108	129	+18
Lambeth	137	151	+10
Lewisham	81	73	-10
Newham	133	80	-40
Southwark	182	228	+25
Tower Hamlets	151	223	+48
Wandsworth	109	118	+8
Westminster	650	644	-1
Barking & Dagenham	94	51	-46
Barnet	108	141	+31
Bexley	58	77	+33
Brent	141	114	-19
Bromley	77	120	+56
Croydon	114	138	+21
Ealing	153	128	-16
Enfield	110	112	+2
Greenwich	98	82	-16
Harrow	57	78	+37
Havering	60	82	+37
Hillingdon	112	192	+71
Hounslow	117	143	+22
Kingston	68	85	+25
Merton	71	78	+10
Redbridge	72	78	+8
Richmond	57	85	+32
Sutton	42	73	+74
Waltham Forest	82	66	-20
London	4383	4772	+9

Table 2 Non domestic rateable value, by borough 1966 and 2011					
	1966 (£m)	% of London total	2011 (£m)	% of London total	Change in % share, 1966 to 2011
Camden	22.74	6.1	1211	7.5	+1.4
City of London	44.24	11.9	1794	11.0	-0.9
Hackney	7.80	2.1	232	1.4	-0.7
Hammersmith & Fulham	7.82	2.1	470	2.9	+0.8
Haringey	5.90	1.6	167	1.0	-0.6
Islington	13.39	3.6	469	2.9	-0.7
Kensington & Chelsea	10.96	2.9	665	4.1	+1.2
Lambeth	10.74	2.9	315	1.9	-1.0
Lewisham	4.26	1.1	134	0.8	-0.3
Newham	9.18	2.5	247	1.5	-1.0
Southwark	11.39	3.1	520	3.2	+0.1
Tower Hamlets	9.89	2.7	816	5.0	+2.3
Wandsworth	6.50	1.7	279	1.7	0
Westminster	84.23	22.6	4269	26.3	+3.7
Barking & Dagenham	6.52	1.8	146	0.9	-0.9
Barnet	7.30	2.0	285	1.8	-0.2
Bexley	4.06	1.1	167	1.0	-0.1
Brent	10.83	2.9	274	1.7	-1.2
Bromley	5.10	1.4	215	1.3	-0.1
Croydon	8.14	2.2	298	1.8	-0.4
Ealing	13.37	3.6	351	2.2	-1.2
Enfield	7.96	2.1	259	1.6	-0.5
Greenwich	6.84	1.8	164	1.0	-0.8
Harrow	3.81	1.0	129	0.8	-0.2
Havering	5.06	1.4	186	1.1	-0.3
Hillingdon	9.15	2.5	788	4.8	+2.3
Hounslow	9.38	2.5	355	2.2	-0.3
Kingston	4.49	1.2	204	1.3	+0.1
Merton	4.51	1.2	205	1.3	+0.1
Redbridge	4.40	1.2	141	0.9	-0.3
Richmond	3.67	1.0	216	1.3	+0.3
Sutton	3.32	0.9	132	0.8	-0.1
Waltham Forest	4.96	1.3	151	0.9	-0.4
London	371.98	100	16246	100	

Appendices

Appendix 3

Table 3 Unemployment, by borough, 2001, 2007 and 2012					
	2001	2007	change 2001-07	2012	change 2001-12
Camden	8.2	6.6	-1.6	8.0	-0.2
Hackney	12.2	11.4	-0.8	11.3	-0.9
Hammersmith & Fulham	6.4	7.0	+0.6	8.9	+2.5
Haringey	10.4	9.3	-1.3	12.5	+2.1
Islington	9.3	7.8	-1.5	9.8	+0.5
Kensington & Chelsea	6.1	5.5	-0.6	7.3	+1.2
Lambeth	7.0	9.7	+2.7	10.2	+3.2
Lewisham	10.3	9.3	-1.0	10.6	+0.3
Newham	11.7	11.3	-0.4	15.2	+3.5
Southwark	10.7	9.0	-1.7	10.6	-0.1
Tower Hamlets	12.3	11.7	-0.6	13.0	+0.7
Wandsworth	6.3	5.4	-0.9	7.1	+0.8
Westminster	6.1	6.5	+0.4	7.5	+1.4
Barking & Dagenham	6.4	6.7	+0.3	12.6	+6.2
Barnet	4.9	5.1	+0.2	7.4	+2.5
Bexley	n/a	4.5	n/a	7.6	n/a
Brent	9.4	8.5	-0.9	11.4	+2.0
Bromley	3.9	4.4	+0.5	6.9	+3.0
Croydon	5.7	5.9	+0.2	9.8	+4.1
Ealing	6.3	6.4	+0.1	9.1	+2.8
Enfield	6.4	6.5	+0.1	11.5	+5.1
Greenwich	7.4	7.4	0	10.5	+3.1
Harrow	n/a	4.8	n/a	7.1	n/a
Havering	n/a	3.9	n/a	8.0	n/a
Hillingdon	4.1	5.8	+1.7	8.1	+4.0
Hounslow	5.6	5.6	0	7.7	+2.1
Kingston	4.8	4.2	-0.6	6.3	+1.5
Merton	n/a	4.6	n/a	7.3	n/a
Redbridge	6.8	6.2	-0.6	9.8	+3.0
Richmond	n/a	3.6	n/a	5.1	n/a
Sutton	5.1	4.7	-0.4	6.8	+1.7
Waltham Forest	6.9	7.8	+0.9	10.9	+4.0
London	6.6	6.9	+0.3	9.2	+2.3

Sources: 2001: Table 5, DMAG Briefing 2004/9, Greater London Authority, 2007: Focus on London 2009, Table 3.19, Greater London Authority; 2012: Office for National Statistics, Labour Market Statistics, June 2012 [n/a: data suppressed due to inadequate sample]

The Boxing Academy
Anna Cain, Head

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The Boxing Academy offers an alternative to exclusion. Local schools identify the students at risk of permanent exclusion during years 9, 10 and 11 and refer them to the Boxing Academy to complete their education. These 'hard-to-place' students have been unable to adapt to mainstream education and often have had a number of fixed-term exclusions, as well as a history of poor behaviour, verbal and physical aggression towards staff, truanting and low achievement. For many such students, school environments are associated with failure and unhappiness and it is this attitude we aim to change. In order to re-engage these young people and help them to discover a sense of optimism, hope and aspiration, the Boxing Academy's strategy focuses on creating a positive and engaging environment using boxing training and discipline as the 'hook'.

Our high staff/student ratio (1:3) and *small class sizes* provide an environment where students can receive a full time education while remaining on roll at the referring school and avoiding the stigma of exclusion. The unique BA model offers *intense mentoring* and support for the young people, placing them in a class of six students with a boxer who acts as mentor, teacher support and coach throughout their two- or three- year stay with us. They develop a *strong relationship* that provides a foundation from which the student can build upon their self-esteem and achievements. The boxing coaches act as classroom assistants, which allows the academic teachers to teach without interruption, and they collect students from home when they fail to attend.

All students study the following: *Maths, English, Citizenship GCSE, BTEC Sport, ICT.*

The Prince's Trust XL programme, employability workshops and sports coaching complement the curriculum. We use these activities to re-engage students, increase their attendance to over 85% and start them on a *lifetime of achievement.*

We employ boxing coaches in this role because young people instinctively look up to and respect the strong male role models within the boxing gym

who present a positive image of respect for others, discipline, responsibility, a work ethic and good manners. Our staff are locally recruited, experienced in dealing with challenging young people. Many have shared similar experiences to the students and therefore understand many of their feelings. The students relate well to them and this relationship is the foundation of our success.

We have a *proven track record* and the *outcomes* for our students are excellent:

- 100% of last year's leavers (2011) are in further education or an apprenticeship
- All Boxing Academy students with low literacy on arrival (reading age of 7–11) have improved their reading age by three years, within six months of joining the Academy
- Re-offending rates were cut by over a half for young people joining the Boxing Academy, as compared with levels of re-offending for peers on community sentences
- The attendance average for the Academy last academic year was *87.4%*
- *None of the Boxing Academy's students were involved in the riots in August 2011.*

The Fowler Newsam Hall Counselling Project
Jemima Onyido, Project Coordinator

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The Fowler Newsam Hall Counselling Project provides early, short term (ten weeks/one school term) intervention counselling for the social and emotional needs of children in 29 Haringey schools. The project aims to reduce the incidence of bullying, exclusions, unauthorised absences and anti-social behaviour within the schools, as well as giving teachers themselves more skills and confidence in dealing with their students.

Each school has a trained counsellor one day a week (and in some schools two days per week). The counsellor identifies, with the Head teacher and SENCO, those children most needing help. After an initial assessment, and with the formal permission of the child's parent/carer, an agreed course of action is initiated, in one-to-one sessions. We have a team of 19 counsellors who are supervised by one of our 3 clinical supervisors on a monthly basis.

We provide children with opportunities to develop coping mechanisms for anger and practical ways to improve challenging behaviour, as well as providing understanding and help for underlying emotional and psychological difficulties. Some of the common issues our counsellors have encountered are: – anxiety, bereavement, rage at home and in the playground, threats of self harm, exclusion from school, withdrawal symptoms, low self-esteem, behavioural problems, domestic violence, chronic unsettled home life, eating disorders, sexualised behaviour and peer difficulties, to name a few. This eventually helps the children with their capacity to cope, builds their confidence and vision and gives them greater control over their future by improving their access to the educational process.

"I wasn't very nice to people. I didn't have any friends. I am a nicer person now."

"Counselling service in school is a good thing. It helps improve your confidence and behavour."

A school's counselling day consists of 4/ 5 one-to-one, 45 minutes, sessions and a combination of lunch time drop in sessions, group work and teacher and staff consultation. Both staff and pupil can see noticeable improvement in general behaviour and towards their educational development.

From class teachers

"I have certainly noticed a huge improvement in both his behaviour and attainment. He has improved by at least one whole level in both reading and maths."

"I cannot stress how important the counselling is and without it I feel that she would still be that timid, anxious child."

The Dandelion Project
Who we are and what we do
Kaytea Budd-Brophy & Helen Deal

Brief summary of the organisation

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Big Soc. Training is a social enterprise set up in September 2010 to pass on work-related skills through involving individual participants in worthwhile community projects. Improving motivation, creativity and ability to communicate effectively, is the key focus for our target group of young adults in North London – aged 14 to 24. They gain communication skills that are transferable and will ease them into the workplace.

Main programme

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Our main programme, *Dandelion,* is a social action media product pilot in North London and launched on 12/2/12 in direct response to the social unrest of summer 2011. *www.dandelionproject.org* is an on-line interactive magazine highlighting positive achievements of young people and providing a forum to voice concerns and gain support. We see the Dandelion E-Community developing as a valuable resource for support agencies, youth organisations and schools and as a strong reinforcement of the Citizenship message.

Dandelion project is fully inclusive and open to all would-be contributors, and the pilot has involved a core editorial and design team of 25 young people. We have worked out of Kori and Urban Futures in the west of Haringey and 639 in the east and have links with three schools in the Borough – Highgate Wood, Northumberland Park, Park View Academy.

Additional projects

— Alongside our core activity big soc. training is running outreach programmes for the organisation *Media Trust,* involving training young people 'Not in Education, Employment or Training'. Participants in the Media Trust 'NEETS' programme will be supported by Big Soc. Training to deliver a brief issued by mainstream media organisations. A

five-day skills workshops will be followed by a six-week period of support from a mentor from mainstream media. Our first Media Trust-funded project runs in early 2012, and will additionally feed content into the Dandelion E-zine. All participants get an ASDAN qualification.

— The Dandelion project has also been involved in a social research project with the *New Economics Foundation,* providing insight into the impact of economic cuts on young people in Haringey. Participants had access to training in photography and social research and produced a series of picture captions and blogs.

— One of our young photojournalists has just been awarded funding b y O2 to document the regeneration of Tottenham High Road through a series of captioned photographs, starting September 2012.

Brief summary of the key members of management team

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Kaytea Budd-Brophy and *Helen Deal* are the founders of Big Soc. Training and the key members of the management team. They combine experience in both education and the creative industries to help set-up and facilitate developmental community projects.

Kaytea Budd-Brophy has a Creative Studies background. She subsequently spent 20 years working at the diverse, inner-city College of North East London, initially in Art and Design and then as head of Tutoring across the organisation. Kaytea helped steer the college from 'Special Measures' to 'Beacon' status, managing the Tutoring team and supporting learners through innovative systems that were graded 'outstanding' by Ofsted. She was instrumental in developing and training staff in motivational dialogue, which increased learner achievement and eased their progression into higher education or employment.

Since 2010 Kaytea has been working as an educational consultant in Further Education, and managing learner-centred projects around behaviour change. One of the most recent successes was the Deep Breath 'quit smoking' project in conjunction with the NHS and Learning and Skills Improvement Service (LSIS). She is also a BACP qualified counsellor.

Appendices

Appendix 6

Helen Deal has an editorial background and over 15 years experience writing and editing various business and lifestyle magazines, as well as working in corporate communications. She has been involved in several start-ups, including publishing a lifestyle magazine in Asia – where she lived from 1993 to 2002. She worked as a Journalism Tutor at College of North East London for six years, guiding young adults through vocational courses and supporting progression to university or employment. Helen set-up and facilitated various social action media projects with external clients and an annual lifestyle magazine for the 12,000 college community, which was used as both a marketing and tutorial resource.

Helen now works as a writer and freelance media trainer.

Contact details

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www.dandelionproject.org

Appendices

Appendix 7

Education in Tottenham
Tony Hartney CBE, Head, Gladesmore
Community School

Purpose

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This paper aims to provide some information about the challenges faced
at the sharp end of secondary education in Tottenham and a brief indication
of some of the approaches which have proved to be effective. It focuses
sharply on Gladesmore Community School but this intended to serve to
illustrate exemplars in a case study format.

Location

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Gladesmore is situated in the urban area of South Tottenham, London,
bordering the edge of Stamford Hill. Seven Sisters Tube Station and
Tottenham High Road are within a very short walking distance.

School Population

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Gladesmore is nine form entry mixed 11-16 comprehensive school. It has
a strong reputation locally. Requests for admission have risen dramatically
year on year and now it has the highest number of first choices in Haringey.
Many staff choose to send their own children to Gladesmore. Dating back 13
years, Gladesmore was by far the least popular school in the neighbourhood.
This change has been very steady. Improvements have been made by
building strong foundations rather than quick fixes. This approach requires
stability of leadership and the consistency of high quality teaching. Popularity
has been gained through word of mouth as opposed to marketing tactics.

Historically, violence was a common characteristic of daily school life,
conflict in the community between individuals and families was a regular
occurrence and this frequently was brought into the school. Groups would
often come down to school, where they could locate specific people to 'sort
out the problem.' This situation was at its height at Gladesmore but was also
a feature of other Tottenham schools. Violence in school now is very rare
and of a low order; this has been achieved through building up trust with the
children and the families. Expectations of excellent behaviour have become

the norm that children want to fit into. Early interventions are vital so that at
the first hint of any problems matters are taken seriously and followed up
thoroughly. Children's safely is at the heart of this approach. Families have
therefore, over time, gained confidence that the school is a safe haven for
the children where their children's well-being is looked after. Extended family
members don't see it necessary to have to take things into their own hands.
Rather problems that might occur in the community or on the social media
are now more often resolved in school. Gladesmore has taken a community
approach and has led numerous initiatives to go out and improve the
neighbourhood both physically and in the reduction of crime.

The level of engagement by parents and carers is now very high; this is
represented through a programme of regular information events arranged
for parents. It contrasts with a parents evening in 1999 when 3 parents
attended. Personal contact with harder to reach families is frequently
required. A doggered approach is essential in this. Home visits are common.
Gentle pressure consistently applied over time.

We have a wide diversity of ethnic, linguistic and religious backgrounds in
the community and this provides a tremendously rich culture. We delight
in the fact that there are over 55 languages spoken by students. 93% of
its students have an ethnic minority background; the largest groups being
of African or Caribbean heritage at 45% and with 18% of Kurdish/Turkish
heritage. Relationships between the young people of different ethnic groups
have not always been harmonious in the community but over time this has
transformed. A key feature has been the work done by the school, replicated
in many Tottenham schools, to celebrate all cultures and to develop greater
understanding and a pride in heritage. By taking a strong stance to embrace
all communities and overtly send out messages that all the children are
valued and indeed treasured, parents/carers have come to appreciate we do
all want the best for every child. We repeatedly tell parents that Gladesmore
children are the best, unique and all have talent within them.

In common with most mixed schools in London, there is a slight gender
imbalance with more boys (55%) than girls (45%). As a comprehensive
school our intake consists of a broad ability range including students with
learning difficulties and very able, gifted and talented students. The vast
majority of children start secondary school with reading ages well below

their chronological ages. More often two years or more behind. It is a priority for the school to boost basic skills in reading, literacy and mathematics. A concerted effort is made to boost children's skills when they start the school. Children are targeted for additional classes to accelerate their learning. Many children positively volunteer for extra school clubs in the Success Lounge. We can't meet the demand of interest generated.

Few children have developed the habits of reading at home. This is perhaps the most profound single disadvantage most of the children have. Whilst, the parents/carers are eager for their children to do well very few have established habits or provide experiences designed to generate this success. Many do not know how to help the children do well but are very keen, nevertheless, for them to do well. Many parents/carers did not experience success themselves at school, indeed some had very negative experiences. Others did not attend school in the UK. There are few role models known to the families of academic or career success. We try to directly address this by presenting the children with good role models.

Much energy is devoted to engaging children of dysfunctional families. Most effective measures engage the children whilst trying to activate external services support. The school takes a leading role in much of this but it is a source of much frustration and inefficiency.

The school serves an economically disadvantaged community. Over 60% of our students are eligible for free school meals and a significant proportion of the remainder are from families of relative low income. This has an adverse impact on children's self-esteem and the opportunities and wider cultural experiences which they might be exposed to. The creation of an 'oasis' within the community has been instrumental in off-setting the negative impacts of poverty. A pleasant, comfortable environment where children can feel happy and safe is a major factor. If the children can enjoy coming to school and feel they belong, where they genuinely feel that staff believe in them, it has a powerful motivating effect which to some extent counters the impact of poverty and background. If the 'norm' is positive, friendly and success driven the children on the whole automatically fall into this and embrace it.

Intimate contact with dysfunctional family life and in some cases crime has

an emotional impact on many young people. There is a significant number of families in overcrowded homes or dealing with other factors of life that present them with distractions from education and stress. Unemployment is high. To address the issues that the children encounter, it is essential to have a significant number of very experienced high calibre staff devoted to this. For instance, a senior teacher works full-time on child protection and assisted by an NHS nurse. There is a constant stream of issues being generated if not addressed rapidly can quickly result in further deterioration. The aim is to stabilise children so they can for a part of the day at school operate without anxiety.

Gladesmore might best be described as an 'oasis' within the neighbourhood. Children can be children and do not see it necessary to put on a 'swagger' or pretence to fit in or be seen as 'somebody!' There is a vibrant positive family atmosphere in the school, students make remarkable all round progress and there is a culture of each year group out performing all previous records. The older students are given much responsibility for the younger children as role models. The climate has been established were it is 'cool' to be successful. This has taken much commitment to develop. A key factor being a strong emphasis upon rewards and praise. Children feel that the staff genuinely like and care about them as individuals. The school is relentlessly positive and friendly. Whilst, we might not like the behaviour exhibited by a child at times we still 'love' the child nevertheless. Awards can be achieved by all children regardless of ability. This is critically important so the children can see that success is not just for the very able, but for all. Instilling a belief that they can do well is a major ongoing challenge. Success is measured by the progress and effort made, regardless, of the start point. Reward for good behaviour is recognised. For instance, a child will be awarded a 'Hero Certificate' in front of the whole school for helping someone in need or finding someone's belongings and handing into the office.

Overall, the students are a delight to work with and are highly appreciative of the efforts made on their behalf by the staff. Responses to questionnaires show that the children really enjoy school and are proud to be part of the Gladesmore family; attendance for instance, is the best in the Borough and has risen well above the national average to over 95%. The children and parents are repeatedly told that excellent attendance brings excellent results.

Appendices

Appendix 7

Staffing

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Although the school has some excellent facilities the greatest opportunities are stimulated by the staff. We have superb staff that create a warm, cheerful atmosphere and forge an effective climate for learning. Colleagues express that working at Gladesmore is inspiring. Morale is excellent and we actively promote the strong ethos of mutual support. Visitors and supply teachers invariably comment favourably about this. We go out of our way to ensure that staff are happy in their work and work harmoniously. Our recruitment programme targets teachers and support staff not just for their subject knowledge, we particularly seek out people who really care about the progress of children and are deeply committed to making a difference to our community. Gladesmore staff are characterised by their friendly, cheerful and positive outlook. We value these characteristics highly.

The staff make-up is highly diverse culturally and reflects the student population. We are proud that our rich diversity of staffing is well balanced throughout the organisation at all levels of seniority. Applicants from black and ethnic minorities are positively encouraged. Staff work hard both in the classroom and in developing activities outside the curriculum. Because people enjoy workingat the school the turnover of staff is exceptionally low; good staff like to work with good staff! Professional development is exemplary so subsequently numerous staff have gained a series of promotions within the school.

It has been tough to recruit high calibre staff to work and face the challenges in Tottenham. A key factor has been to train our own staff. Many being former students or from the local area. This is a slow process but the subsequent benefits of loyalty and commitment to the children are evident. Equally, expectations of staff performance are very high. This has meant never being complacent but consistently tackling anything less than good performance to ensure all aspects of the school are strong.

We expect that all staff to continue with an appropriate programme of professional development which emphasises teamwork and the sharing of good practice. Our programmes for trainees and new staff are particularly strong and have been highly praised by HMI. The school has gained the Investors in People recognition gaining the highest points score ever

recorded for an educational organisation. All staff are valued highly; support and services staff and teaching staff all make essential contributions to enable our school to succeed and operate harmoniously. Quality and commitment in every position is critical, for it is all too easy for all the good work done by one person to be undone by an unfortunate encounter with another teacher, kitchen assistant or cleaner. On the other hand, good work is strongly reinforced, if a child has had a tough time at home but gets a cheerful welcome at school they can settle into their day.

The exceptional care for the individual, together with the high quality of teaching means that, although Gladesmore is a large school, it is also very friendly and supportive. Colleagues particularly appreciate this. Teaching in Tottenham is a hard job but it can be made enjoyable if the atmosphere within the school is happy and pleasant. Staff well-being is seen as vitality important and to this end the personal support of colleagues is important. Staff need help with all sorts of personal circumstances. The knock on effect of this is positive for the children.

Curriculum and Assessment

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The curriculum offer is radical. We have taken bold decisions when planning the curriculum and as a result, the offer caters appropriately for the needs of our students. All students have clear pathways which can lead to their personal success. If students appreciate that they can succeed they will try, if they feel they can't then they rarely see the point.

We have a very simple but rigorous system of monitoring student progress which enables us to issue reports to parents/carers and students every half-term. Six times a year. Reporting is simple and students are ranked in accordance to their commitment. Parents benefit from communication that is clear and simple to understand. Some parents will otherwise be unclear and this plays into the hands of any children who might tell them their scores are high when they are actually low. Though the system most importantly facilitates parents' to be able to regularly praise their children when they receive a good Report. The reinforcement of success breeds more success.

Appendices

Appendix 7

Ethos

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The School's aims are embodied in the Gladesmore Ethos which sets out to create a positive climate for learning. We believe it is essential to reduce the effects that poverty, low aspiration; crime and disadvantage have on learning. The Gladesmore Ethos is, therefore, a holistic way of improving the whole life experience of our students. To this end the Ethos statement has been encapsulated by the acronym "REACH". This stands for *Respect; Enthusiasm; Attitude; Cooperation; Hardwork*.

The purpose of this is to make explicit our key shared values, to reinforce the need to promote the emotional, social and behavioural skills of students and the importance of taking responsibility for learning .We consider that our heavy concentration on the creation of this Ethos has been the leading reason behind the considerable improvements.

Our aim is to promote a family atmosphere which emphasises care with shared responsibility and success.

Students put forward their ideas for and voted to select a school motto to. The winning choice was '*Dream it, REACH for it, Achieve it!*'

The 'Dream it' part is important in that children are motivated by visualising their future success. If children have a purpose in mind then there is reason to work for it.

The 'REACH for it' part is an emphasis upon the children taking an active role in making their own success. They cannot sit back and hope it will just happen. Much emphasis needs to be placed on taking control of their lives and being responsible for creating a positive future for themselves. We engage numerous university students as role models for the children and take them to university at an early age since few children have family members who can tell them about such. We have established a strong partnership with Moody's (Canary Wharf/Wall St) who add extra credibility in supporting the raising of aspirations.

The 'Achieve it' part is about celebrating success together, helping each other to succeed and taking pride in anyone's success at the school.
An individual's success in our Gladesmore Family is everyone's success.

Leadership

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New staff are surprised by many things at Gladesmore but particularly noteworthy are the high profile presence of senior staff around school and top quality support we have for children. This must be led by staff in senior positions as exemplars to all.

Continuous improvement

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The school has been transformed in many ways but we see improvement as being an ongoing process. There is still much more to strive for. Central to this effort is our self evaluation process. We are tough on ourselves and never self satisfied. We believe there is still much we can improve; we are fully committed to continuously looking at what we can do better. We want to be exemplary.

There are numerous opportunities and procedures designed for us to share good practice and learn from each other. Whilst the school is doing well there is more for us to learn and aspire to. For instance, over recent years we have had a strong drive to develop students' social and emotional skills and their ability to take responsibility. A range of provisions including, for example, our SEBD support programme called Key Steps, the Suspension Zone, counselling and On-Call Learning Mentors provide early intervention and guidance for young people; nurturing their ability to cope and complementing the general day-to-day approach taken by staff to support learning and children's all round development. This support has meant that we have not permanent excluded any children for over 8 years.

Site

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The students, staff and parents are proud of the school. We enjoy a happy, cheerful atmosphere and we have positive links with the community.
We are frequently congratulated by visitors on the friendliness of the children and staff, the quality of display, the calm atmosphere and the absence of vandalism and graffiti.

Extra Curricular and Community Activities

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We have a strong sporting tradition and large numbers of students are involved in the many clubs and teams which operate. The Arts Faculty is especially successful in enriching students' experience and putting on lively school assemblies and productions. Music and drama are incredibly successful and popular areas of the curriculum. Subject areas run well attended school clubs and revision classes. We have a wide array of mentoring and guidance schemes and run a programme for gifted and talented students.

We have strong partnership with our feeder schools and we run an IT Academy and have primary school classes booked in every school day in our CLC building. We also run successful summer schools.

Aids Raising Performance

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The school has been successful in maintaining steady improvement over a prolonged period through:

- High aspirations and clear vision
- Effective leadership and management which has developed a strategic approach to improvement throughout the school
- High visibility of leaders at all levels around the site, use of appropriate technology and attention to detail which ensures the smooth running of the school on a day to day basis
- Hard working staff who are generous with their time both to students and their colleagues
- Capable teachers who consistently deliver high quality lessons
- Effective monitoring of student progress through half-termly reviews
- Sharing of good practice by the staff
- Development of positive school ethos and gradual acceptance of a learning culture by students
- Capable assistance of a large team of support staff
- Low turnover of staffing and opportunities for internal promotion
- Emphasis on the importance of staff training to develop professional practice through our extensive in-house programme and AST coaching support
- Building incrementally aiming for excellence in all we do
- Acting on outcomes from evaluations and monitoring

Barriers to Raising Performance

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These include:

- Gladesmore's external recreation area is well below the minimum guidelines
- Haringey is funded as an outer London borough but Tottenham is an urban inner London area. Salaries are paid on the Inner London scale Gladesmore is 200 metres from Hackney where schools are funded at £1,183 per student more. This results in tight financial limitations
- High numbers of students with personal barriers to learning. Some children damaged by their life experiences so far (including horrific familiarity with war and famine)
- Many of our students live in overcrowded accommodation with limited resources – this has a significant impact on their ability to complete homework and coursework
- A significant number of parents are not confident speakers of English and need the school's input to help them know how to support their children
- Some parents whose personal experiences of education were poor, non-existent, or negative
- Many parents do not have higher education experience and have low status employment or no employment at all. Subsequently, there is low belief that Higher Education and high status jobs are a realistically possible for their children
- Staff recruitment presents a challenge. The number of applications tends to be much lower than those received by schools for similar posts just two or three miles away. We know from follow-ups to initial enquiries and NQT events that negative perceptions of the area inhibit many from pursuing their applications

In Conclusion

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Gladesmore is a welcoming, warm and friendly school. Staff are supportive, committed to all round excellence and work together to meet the needs of students. Essentially, we shape Gladesmore to be the kind of school we'd be thrilled to send our own children to.

Although we are proud of our achievements, we believe there are many more rungs to climb up the ladder. We have goals for the school that defy usual expectations and we have the staff and students who are determined to excel and set new records for our school. We want every child to buy into success and genuinely feel they can do well. We believe that this is an ethos in which the needs of children facing disadvantages in the inner city can be best met.

Tony Hartney CBE – Headteacher

Appendices

Appendix 8

Ready for Work – Programme Overview
Business in the Community

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Ready for Work is Business in the Community's national programme that engages business to support disadvantaged groups, particularly people who have experienced homelessness, into employment.

Born out of the Business Action on Homelessness (BAOH) campaign Ready for Work has supported over 2,400 people into work since 2001. Last year alone 292 people entered employment making Ready for Work the most cost-effective national programme of its kind in the UK.

As well as homelessness – either a past experience or a risk for their future – the people we support face a range of challenges. These can include being in care, long term unemployment, criminal convictions and a lack of qualifications, amongst others.

We work with 140 businesses in 20 cities providing training, work placements and post-placement support to equip people with the skills and confidence they need to gain and sustain employment.

Ready for Work receives support from seven national business partners; Accenture, Bain & Company, Barclays, Carillion plc, Freshfields Bruckhaus Deringer LLP, Marks & Spencer and Royal Mail.

In addition London has a number of additional regional business supporters – Canary Wharf Group, HRG, Kantar Operations, Jones Lang LaSalle, Deutsche Bank, Knight Frank, Wragge & Co, Hogan Lovells and KPMG. Our partners provide leadership, job opportunities and strategic programme support.

"Doing Ready for Work has confirmed to me that I can be an excellent employee, given the right opportunity."
Ready for Work client, former rough sleeper

The businesses benefit too. Ready for Work provides opportunities for personal and professional development for employee volunteers, cost-effective recruitment and stronger links with the local community.

"Businesses must not underestimate the power of Ready for Work. The pleasure our people get from helping someone change their life is enormous and translates into building a motivated and loyal workforce."
Barry Quatermass, IMS Director, Carillion

The programme has four stages

1.   Registration: Programme managers meet prospective clients, referred by agencies such as homeless hostels, probation and other charities, to ensure they are work-ready.

2.   Pre-placement training: Training takes place over two days to prepare clients for their placement, building confidence to succeed in the workplace. Companies host training and employee volunteers provide practical support.

3.   Work placements: Companies provide two week work placements, supporting clients with a trained 'buddy' and offering constructive feedback. They provide a written reference to help clients in their future job search.

4.   Post-placement support: The Ready for Work club offers all programme graduates access to job coaches, job seeking support and further training. Companies provide employee volunteers to act as job coaches and deliver training.

How to Get Involved

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Hosting Ready to Go Day 2 and Action Day: Hosting Day 2 and 'Action Day' will give volunteers from your company the opportunity to work with homeless clients and assist with training. BITC pre-brief and manage the volunteers for this event to make it a day of learning and development for everyone involved.

Hosting Work Placements: Work placements last for a duration of two weeks and offer businesses a more hands-on approach to working with our clients, helping them achieve their goals and creating a meaningful experience to add on their CVs. The company agrees to provide a 'buddy' to help clients

Appendices

Appendix 8

throughout the duration of their placement and clients are matched by the BITC team based on a pro-forma completed by the company. We offer buddy training, awareness raising and support for all staff involved.

Becoming a Job Coach

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Job coaches are an integral part of the Ready for Work programme, offering support, advice and guidance once clients have finished their work placements. A job coach works one on one with a Ready for Work client and receives a half-day briefing and a full day of training in preparation to help their client gain and sustain employment. Coaching is a highly transferable skill that can be effectively used in the workplace with colleagues as well.

Get Ready – Programme Overview

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Get Ready! is a programme that engages business to provide early opportunities for people who have experienced homelessness or at risk of becoming homeless to build skills and confidence for employment.

Get Ready! complements our Ready for Work programme. We have already supported over 2,500 people into employment through Ready for Work and Get Ready! will help us to support even more.

In our first year, we aim to provide 240 people with the opportunity to build their skills and confidence on the Get Ready! programme.

Businesses are working with us to deliver and develop events that inspire our clients.

Events include hosting a Taster Day to provide clients with an insight into the working environment and workshops designed to build specific skills and confidence.

Get Ready! provides opportunities for employee volunteers to develop projects and event management skills as well as building stronger teams that better understand their local communities.

Get Ready! also provides opportunities for training delivered by business

for front line key workers to help them enhance the employability support they offer.

Engagement Opportunities and costs

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Ad-Hoc Support for Get Ready!

— Hosting a Taster Day = £750 per event
— Hosting a Get Ready! Workshop = £750 per event
— Host a training event for front line key workers = £750 per event

Ad-Hoc Support for Ready for Work

— Hosting Ready to Go Day 2 and Action Day = £2,500 for two days
— Hosting Work Placements = £600 per placement
— Becoming a Job Coach = £600 per coach

Sustained Support for Ready for Work

— Up to five job coach positions per annum
— Up to five placements per annum
— Hosting Ready to Go and Action Day
— Hosting client Job Club events

Cost £5,000 per annum

Strategic Engagement – London Steering Group Membership

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The London Steering Group (LSG) provides a strategic framework in which the London Ready for Work programme operates. The LSG oversee the development, innovation and growth of the Ready for Work programme.

This is an opportunity for a company to act as an Ambassador for the Ready for Work programme. This role is suitable for someone in a Senior Leadership position to influence a dynamic board and to influence and engage other businesses on the employability agenda in London in a real and impactful way.

Appendices

Appendix 8

Companies currently engaged in this strategic way include Freshfields Bruckhaus Deringer, Barclays, Canary Wharf Group, Jones Lang LaSalle, Bain & Co, Hogg Robinson Group and Kantar.

In addition to the above strategic elements, a place on our London Steering Group also creates access to the following delivery aspects of the programme:

- Up to ten job coach positions per annum
- Up to ten placements per annum
- Hosting Ready to Go and Action Day
- Hosting Client Support Networks
- Hosting Ready for Work Job Clubs, Agency Breakfasts and Job Coach

Networks Cost £10,000 per annum

Ready for Work success data, by client group

Ready for Work has, for over 10 years, been supporting people facing multiple barriers to work into employment. The average Ready for Work client faces at least 4 different barriers to work.

Since the Ready for Work programme began in 2001 – all clients (facing multiple barriers)

- 6504 people have been supported by the programme
- 2,459 people have gained employment from the programme
- 83% of people who were offered work placements completed them
- 55% of people who completed work placements gained employment
- 75% of people who gained employment, sustained work for at least 3 months
- 57% of people who gained employment, sustained work for at least 6 months
- 32% of people who gained employment, sustained work for at least 12 months

(As at 26th April 2012)

Rough sleepers*
- 255 individuals who had experiences of rough sleeping participated in the Ready for Work programme in 2011
- Our records show that typically 74% of clients with experiences of rough sleeping successfully finish their placements and 41% of these gain employment after the programme
- Of those clients with experiences of rough sleeping who gain employment thanks to Ready for Work, 78% sustain employment for three months, 62% for six months and 37% for at least one year

Clients living in hostels*
- 217 individuals who were living in homeless hostels participated in the Ready for Work programme in 2011
- Our records show that typically 77% of clients living in hostels successfully finish their placements and 43% of these gain employment after the programme
- Of those clients living in hostels who gain employment thanks to Ready for Work, 70% sustain employment for three months, 50% for six months and 31% for at least one year

Ex-offenders in 2011*
- 241 individuals with unspent criminal convictions participated in the Ready for Work programme in 2011
- Our records show that typically 75% of our clients with unspent criminal convictions successfully finish their placements and nearly half of these (47%) gain employment after the programme
- Of those clients with unspent convictions who gain employment thanks to Ready for Work, 76% sustain employment for three months, 64% for six months and 38% for at least one year

Care leavers in 2011*
- 97 individuals who had previously been in statutory care participated in the Ready for Work programme in 2011
- Our records show that typically 79% of our clients with a background in care successfully finish their placements and 37% of these gain employment after the programme
- Of those clients with a background in care who gain employment thanks to Ready for Work, 58% sustain employment for three months, 46% for six months and 29% for at least one year

Appendices

Appendix 8

Previous substance dependency*

- 157 individuals with a previous substance dependency participated in the Ready for Work programme in 2011
- Our records show that typically 74% of our clients with a previous substance dependency successfully finish their placements and 41% of these gain employment after the programme
- Of those clients with a previous substance dependency who gain employment thanks to Ready for Work, 73% sustain employment for three months, 51% for six months and 23% for at least one year

Previous alcohol dependence

- 120 individuals with a previous alcohol dependency participated in the Ready for Work programme in 2011
- Our records show that typically 74% of our clients with a previous alcohol dependency successfully finish their placements and 45% of these gain employment after the programme
- Of those clients with previous alcohol dependencies who gain employment thanks to Ready for Work, 73% sustain employment for three months, 53% for six months and 23% for at least one year

*Note: This data was taken from research undertaken by BITC in July 2011 on the impacts of different barriers to work on the outcomes of clients taking part in the programme from Dec 2008 to July 2011.

Ready for Work Eligibility Criteria

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Ready for Work clients have either been homeless in the last two years or are at risk of homelessness.

For those clients in the 'at risk' category, the following are indicators which could lead to possible future homelessness. We would expect clients to have a combination of these indicators:

- Current accommodation insecure (primary indicator)
- Previous experience of homelessness
- Current unspent criminal convictions
- Moving on from prison / armed services / asylum support accommodation

- Care leavers
- Previous experience of living in an institution (prison, armed services, asylum, care)
- Substance misuse (alcohol and / or drugs)
- Domestic violence
- Disability (including health, mental health and learning disabilities)

Appendices

Appendix 9

Citizens Enquiry into the Tottenham Riots
North London Citizens

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North London Citizens (NLC), an alliance of 40 civic institutions, mostly faith and education, who work together to make change in their communities, commissioned The Citizens' Inquiry into the Tottenham Riots in August 2011. The Report was launched in February 2012.

The Citizens Inquiry was led by nine civic leaders who live or work in Tottenham. Over a six-week period, teams of people from local community groups gathered stories from over 700 people across Tottenham about the causes, impact and solutions to the riots in August 2011. The Commissioners' identified four key findings and designed an action plan for North London Citizens to put the recommendations into effect during 2012.

The High Street Fund is funding a Community Organiser for two years to support ongoing delivery of the recommendations through North London Citizens, especially the development of civic leadership across the Borough.

Members of North London Citizens in Haringey: The Willow Primary School, Holy Trinity Church, St. Ignatius RC Church, St. Ignatius College, CONEL, Highway of Holiness, The Green Primary School, North London Progressive Jewish Community, St. John Vianney Church, St. John Vianney Primary School, Alexandra Park School, Highgate Wood School.

Below is a summary of the Citizens Inquiry findings, recommendations and the progress that has been made so far.

Rebuilding Relationships between the Community and Police

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29% blamed police management for the Tottenham Riots, 23% said police abuse was a main cause of the riots and many felt Tottenham was 'left to burn'.

Recommendation	Comments
The community should be involved in the orientation of new police officers in Haringey	Complete
The Metropolitan Police should increase the diversity and number of local people involved in police by working with North London Citizens and RARE recruitment	Complete
We want to increase positive joint work between young people and the police by developing Tottenham High Road as a 'City Safe Zone'	On June 9th young people from The Green Primary School and their families completed their third CitySafe walk supported by Tottenham Hotspur FC.
We call for a public explanation from the Borough Commander and Metropolitan Police Commissioner about the events in August to counter the feeling that Tottenham was 'left to burn'	

Youth Unemployment

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53.1% said unemployment and 39% said poverty were key causes of the riots. 73% identified employment or local investment as the key solution for Tottenham to rebuild post-riots.

Recommendation	Comments
North London Citizens, Haringey Council and businesses in Tottenham and beyond should create 1,000 new job and work opportunities for young people in Tottenham over the next two years	North London Citizens delivered 100 Olympic jobs at CONEL for young people in Tottenham. Haringey Council have launched a new 'future jobs fund' scheme.
Local communities and education institutions should take responsibility for engaging young people and supporting them to make the most of these jobs and work opportunities	North London Citizens and CONEL demonstrated that this is possible at the sifting and selecting event and the jobs fair in March 2012 that resulted in 100 new jobs.

Reputation and Condition of Tottenham

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56% identified either regeneration or civic pride or local investment as the key solution to the Tottenham riots and many people identified the 'lack of bins', 'horrible smells' reduced people's respect and care for the area.

Recommendation	Comments
A collaborative regeneration and planning strategy that unlocks the energy of the community and attracts investment into Tottenham	North London Citizens engaged with the GLA Taskforce and Prince's Trust plans for Tottenham
Re-launch 'I Love Tottenham' so that it raises the positive profile of Tottenham and helps make it a place to be proud of	North London Citizens and TTP are developing CitySafe but 'I Love Tottenham' remains largely unfunded and Council led

Powerlessness
28% of people identified a lack of power as the key causes and two thirds of people suggested community cohesion and empowerment as a key solution. More specifically, 47% said opening new youth projects was necessary.

Recommendation	Comments
Train 100 people from diverse institutions in Tottenham to act as powerful, effective leaders to take forward the Citizens' Work Plan	North London Citizens has delivered training in 12 member institutions, with around 150 civic leaders actively engaged with London Citizens
We should build momentum and partnership around a vision of Tottenham as a Centre of Excellence for youth leadership, with 10 hubs of high quality youth provision and training	We are slowly continuing to build momentum but funding is a necessary component of delivery

Appendices

Appendix 10

CBRE report acknowledgement

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The Independent Panel is hugely grateful to CBRE for their pro-bono report 'Tottenham: The Retail Revitalisation Opportunity", the fully illustrated version of which may be found on our website.

CBRE's research, conducted late last year in the wake of the riots, concluded the following about retail in the area:

Tottenham currently provides a convenience-led offer for local residents

— Tottenham currently draws a relatively low market share (11.3%) from a compact catchment area due to a weak retail and leisure offer and strong competing centres.
— The catchment does not extend past other neighbourhood centres such as Palmers Green or Crouch End, and the highest levels of market share penetration are in Tottenham itself.
— The area draws a wallet potential spend of £96.6m per annum from its local customer base, with convenience spend the highest contributor (£62.2m).

Local shoppers are generally younger with a wide ethnic mix

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The consumers that live close to Tottenham contain higher proportions of 0 to 44 year olds. They are ethnically diverse with a significant proportion of people of Black, Asian and Mixed Race descent.

— Car ownership is low, suggesting that a lot of their shopping will be done in the local area or they rely on public transport, including the tube, trains and buses, to visit competing retail centres.
— The value-oriented CAMEO Groups, 'Making Ends Meet' and 'On The Breadline', dominate the catchment, comprising 55.4% and 13.6% of residents respectively.
— Students are also prevalent in the area due to several large accommodation blocks.

The current retail offer has been impacted by the riots

— The current retail offer is made up of predominantly independent occupiers at 80% of units. Independents actually take a lower level of floorspace (59%) due to the presence of larger supermarket units, taken by Sainsbury's, Aldi and Co-op/Somerfield.
— The riots provide the opportunity to spark retail-led regeneration in Tottenham, building on the presence of great ethnic diversity, young consumers and students.

Tottenham can evolve its retail offer when compared to benchmark centres

— Tottenham has been compared to benchmark retail centres which have similar properties, such as shopper base, total retail sq.ft. and region, but a more aspirational retail and leisure offer.
— This comparison highlights that the retail offer in Tottenham is under-provided for in several key retail categories including variety stores, electricals, fashion and clothing, and homewares. The market positioning of the fashion offer is also very downmarket in comparison to the benchmarks and could therefore be developed to include more mid-market retail.
— The impacts of Westfield Stratford, Brent Cross' extension and other developments across London will be relatively minor for Tottenham, and CBRE believe the future floorspace requirement for the area will remain at the current level, rather than fall as is seen with many other London retail locations.

Tottenham should target popular high street brands

— The brands that currently trade in the benchmark centres have been compared to those which are on Tottenham High Road, to identify gaps in the market.
— It demonstrates that stores which perform well in less affluent or ethnically diverse areas should be targeted. These include brands such as Primark, BrightHouse, Phones 4u, Argos and Foot Locker.
— A number of these retailers already trade in the locality with a store on the Tottenham Hale Retail Park, though the retail park is a relatively distinct retail offer.

- In addition to popular High Street brands, Tottenham can target its ethnically diverse local population with fashion and grocery retailers which sell goods to their specific requirements and fashions.
- This would further liberate spend from local consumers and increase market share retention in the Tottenham area.

Post development, Tottenham will retain higher levels of market share

- If the retail mix in Tottenham was improved to incorporate increased provision of mid-market multiple retailers, such as BrightHouse and TK Maxx, the area would compete more successfully with other centres.
- Tottenham's market share would rise to 12%, reducing expenditure leakage to Wood Green, Tottenham Hale Retail Park, Walthamstow and Edmonton.
- The new retail brands could create c.400+ new jobs if they were to occupy 40,000 sq ft of floorspace, and would significantly regenerate the area.

Catering spend would be drawn from Tottenham if the stadium moved

- If Tottenham Hotspur were to relocate south east to Tottenham Hale, the High Road would see an impact on shopper expenditure.
- Footfall would be redirected away from Tottenham itself, and expenditure on catering would be particularly impacted due to the lack of match-day drinks and food purchases.

Other retail categories would also see spend taken from area, with top-up grocery, newspaper, football kit and other purchases all redirected towards Tottenham Hale.

Appendices

Appendix 11

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Appendix 11

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