

SOCIAL
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The social value of regeneration in Tottenham

Summary

April 2018

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Report of four case studies

SUMMARY

In 2017 the GLA and Haringey Council asked Social Life to carry out a study assessing the social impact of the range of GLA-supported regeneration interventions in the Tottenham area. The research had two key aims:

- to gather qualitative and quantitative data on the social impact of change in the Tottenham area and determine the extent to which their impacts are attributable to the range of GLA-supported interventions delivered over the past five years
- to develop a framework for evaluating regeneration initiatives that can be used to assess the social impact of place-based interventions across London.

The intention was to capture the impact of the regeneration interventions on equality of opportunity and inclusion, on community life and wellbeing, on wider social outcomes, and on convergence of income and quality of life between people living on different incomes.

This research took place five years after the publication of “A Plan for Tottenham” which set out how Haringey Council, the Mayor of London and other agencies proposed to respond to the entrenched social and economic problems that fuelled the riots and disorder in Tottenham in 2011.

This research explored four case studies. Each focused on a different setting covered by the regeneration programme, selected because they represent different typologies of regeneration investment and activity within the Tottenham regeneration programme.

The four case studies were:

1. **The High Road near Bruce Grove**, as an example of high street regeneration
2. **Love Lane Estate**, an example of estate regeneration
3. **Hale Village**, an example of new housing development
4. **Employment and employability activities**, including the 639 Centre and the Opportunity Investment Fund.

The case studies collected data from 268 people, through:

- face-to-face street interviews with 139 residents or visitors to the area
- face-to-face interviews with 29 traders
- interviews with 17 programme participants
- interviews with 50 stakeholders
- one online survey with 24 responses
- 10 Haringey officers attending a facilitated workshop.

Defining “Social Value”

This project explored the experiences of different interventions and the impact on beneficiaries; the cumulative impact of these interventions across the Tottenham area; and the impact of regeneration investments alongside broader changes in demographics, the wider economy, the welfare safety net and other external factors.

Assessing the social impact of regeneration in this context is challenging and attribution of impact is often difficult. The policy direction of the current Mayor of London demands a broader consideration of impact and social value than the narrow economic and physical impacts of regeneration that are more often measured.

A definition offered by Geoff Mulgan was taken as our starting point:

“Social value: the wider, non-financial impact of programmes, for example on individual wellbeing, group social capital and area-level physical environment”.¹

1 The background: regeneration in Tottenham

Tottenham has been the focus for Mayoral investment for the past five years. The 2011 riots that spread across London and England started in Tottenham after the shooting of a local resident by the police. A major regeneration programme was launched to respond to the social conditions that had fuelled the riots.

Tottenham is a unique place. The history of relationships between local institutions and the police and other institutions; the longstanding tradition of arrival, with some migrant communities making their home in the area while others pass through; strong pride in the area and its history all contribute to a strong and particular sense of local identity. These factors shape the everyday experience of residents.

The Tottenham regeneration programme since 2011² has included a number of interventions, at different scales and in different geographies, from shop front improvements to substantial housing developments and public realm improvements. Together they aim to tackle complex and deep seated social issues and multiple disadvantages.

Total GLA investment in the Tottenham regeneration programme has been £28 million, matched by £11.7 million from Haringey Council and £1.6 million from other sources. In 2014 a £1 million was agreed from the Transformation Challenge Award from DCLG, and in 2015, a further £1.7 million New Homes Bonus funding was agreed. Transport for London are investing £20 million.

Like all London boroughs, Haringey and its residents face many challenges: high housing costs and shortages of social housing; increasing poverty, including for the many families and individuals who are also being hard hit by changes to the welfare safety net; with services that support vulnerable individuals and community capacity over-stretched as a result of austerity.

2 Case study findings

The research captured perceptions of residents, traders, community and voluntary organisations, the private sector and public sector agencies about the regeneration programme. It is a snapshot of opinion, gathering views at a relatively early stage of the programme, when some initiatives have made a visible impact while others are widely known, but have yet to have tangible benefits.

Tottenham's regeneration

- People living in and working in an area experience the cumulative impact of changes in their local areas in their day to day lives. It is the combination of all the different factors affecting everyday life - from high housing costs, to benefits changes - rather than any one single change that colours perceptions of regeneration.
- The research revealed how the targeted efforts of regeneration programmes and other interventions can be dwarfed by these wider trends, and how residents' perceptions are often driven more by their feelings about change overall than their response to particular schemes.
- There are substantial barriers to regeneration in Tottenham that are beyond the control of local agencies and these can overshadow the impact of regeneration spending.
- Residents, businesses and local agencies have strong feelings about Tottenham and the regeneration programme. They report that Tottenham has many strengths; its strong local networks and community organisations, a distinctive identity and residents' strong sense of belonging. Diversity and multiculturalism are also valued.
- They voiced a profound wish to preserve the elements of local life that they value - including their housing security, and strong sense of local identity and belonging - alongside aspirations to improve the area and create more opportunities for the people who live in it.
- There is a recognition of the need for regeneration to improve the environment and infrastructure, to address social needs and inequalities and tackle anti-social behaviour.
- Many regeneration initiatives are broadly welcomed, including Holcombe Market, the new housing at Hale Village, support for community organisations and employment and employability interventions.
- Much of Tottenham's regeneration - including major new housing developments and estate regeneration - has yet to begin. The changes that are visible to residents and stakeholders are often small scale, including public realm improvements, shop front improvements and improvements to Tottenham Green. Many residents are unaware of specific initiatives, or sometimes believe that they are the result of private sector investment.
- Fears of displacement and anxieties that regeneration may not be in the best interests of Tottenham residents are common, particularly in areas where change is planned but has not yet started. Fear of displacement can be pernicious and damaging to quality of life regardless of whether actual displacement is likely. There is some distrust of the council and its partners.
- One of the research intentions was to gather qualitative and quantitative data on the social impact of change in the Tottenham area and determine the extent to which impacts are attributable to the range of GLA-supported interventions delivered over the past five years. The project team found it very difficult to differentiate between perceptions of GLA-supported

regeneration interventions and other changes in Haringey. Residents experienced the cumulative impact of changes in their immediate environment, and across Tottenham, and their views on initiatives were often affected by wider factors.

Monitoring impact

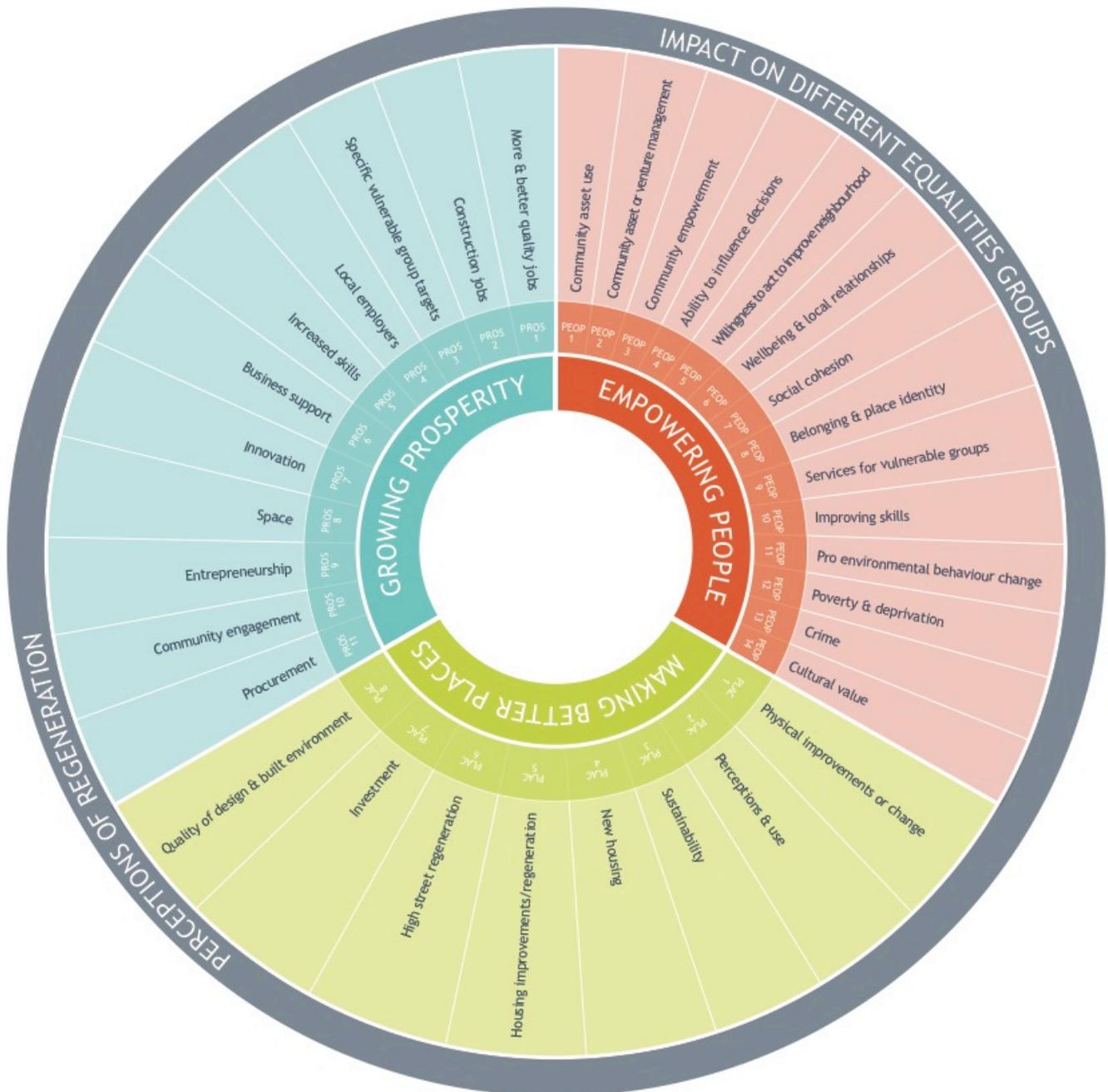
- The impact measurements currently in place - many of which are associated with past funding programmes - are unlikely to be enough to capture the social impact that both the borough and the Mayor now wish to see.
- Project managers can be agile and skilled at seeking out funding from diverse sources. However, the imperatives of funding regimes, plus time and resource constraints, mean that the link between desired long term results (or outcomes) and activities may be poorly planned and delivered. Over time, this can lead to a mismatch between the intentions of those who set up projects and what is subsequently monitored.
- In Tottenham, a number of outcomes that were important to officers' vision of the regeneration programme's success were not being systematically captured. This included various outcomes that capture local social life, such as belonging and identity; a number of "inclusive growth" outcomes, such as the quality of jobs created and vulnerable people's access to training, work and new jobs; outcomes around the process of consultation, engagement and participation; and the combined and cumulative effect of different regeneration programmes.
- Agencies report that they are under enormous pressures exerted by the combination of growing social need and budget restrictions. Agencies funded through multiple sources, including those providing employability and skills programmes, can struggle navigating different monitoring and reporting regimes. Commercial confidentiality concerns in a competitive market can limit the data agencies are willing to disclose.

Lessons for approaching monitoring of social value

1. Monitoring plans need to be proportional to the scale of the intervention, and the capacity of the agency.
2. A Theory of Change is a helpful starting point for developing monitoring targets. It can maintain focus on need and activity, allowing overall project aims to be balanced against the requirements of specific funders.
3. Targets need to be specific, not vague, and realistic, not over-ambitious.
4. Once targets are set and agreed, agencies need to generate monitoring data regularly and accurately, with clear consequences if this is not achieved.
5. Funders need to be mindful of the requirements of other funders when setting targets.
6. Official data that demonstrates change at population level, such as unemployment or health statistics, may tell more about the change within the local population than the impact of policies and interventions.
7. Monitoring and evaluation, especially on larger initiatives, is the responsibility of all partners involved and all partners should commit to resource this collaboratively.

3 A framework for thinking about social value

Drawing on this research, a framework for thinking about the social value of regeneration has been developed, taking account of the circumstances facing the GLA and Haringey Council. This takes the GLA and Haringey’s current monitoring framework of “Place”, “People” and Prosperity” and populates this with indicators that reflect social value.



A framework for capturing the social value of regeneration

Applying the framework to the typology of regeneration activities

The table on the next page shows the types of indicators that will be relevant to different regeneration activities. A darker colour suggests that these have strong relevance to the activity, lighter colours suggest a likely relevance.

			High street regeneration	Estate regeneration	New housing development	Economic & employability
PEOPLE	PEOP1	Community asset use				
	PEOP2	Community asset or venture management				
	PEOP3	Community empowerment				
	PEOP4	Ability to influence decisions				
	PEOP5	Willingness to act to improve neighbourhood				
	PEOP6	Wellbeing & local relationships				
	PEOP7	Social cohesion				
	PEOP8	Belonging and place identity				
	PEOP9	Services for vulnerable groups				
	PEOP10	Improving skills				
	PEOP11	Pro environmental behaviour change				
	PEOP12	Poverty and deprivation				
	PEOP13	Crime				
	PEOP14	Cultural value				
PROSPERITY	PROS1	More and better quality jobs				
	PROS2	Construction jobs				
	PROS3	Local employers				
	PROS4	Increased in-work skills				
	PROS5	Business support				
	PROS6	Innovation				
	PROS7	Space				
	PROS8	Entrepreneurship				
	PROS 9	Business support for community organisations				
	PROS 10	Procurement				
PLACE	PLAC1	Physical improvements or change				
	PLAC2	Perceptions and use				
	PLAC3	Sustainability				
	PLAC4	New housing				
	PLAC5	Housing Improvement				
	PLAC6	High Street regeneration				
	PLAC7	Investment				
	PLAC8	Quality of design of the built environment				
OVER-ARCHING	OVER1	Impact on different equalities groups				
	OVER2	Perceptions of regeneration				
	OVER3	Strategic partnerships & resources				

Monitoring by type of regeneration activity

A long list of possible indicators is included in the full report.

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¹ "Measuring Social Value." Stanford Social Innovation Review Summer 2010: 38-43

² Haringey Council (2014) Tottenham Strategic Regeneration Framework. Haringey Council

Social Life

Social Life was set up by The Young Foundation in 2012 to work on innovation and place-making. All our work is about the relationship between people and the places they live. We work in the UK and internationally.

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