

Meeting of the

OVERVIEW & SCRUTINY COMMITTEE

Tuesday, 10 January 2012 at 7.00 p.m.

A G E N D A

VENUE

Room M71, Town Hall, Mulberry Place, 5 Clove
Crescent, London, E14 2BG

Members:	Deputies (if any):
<p>Chair: Councillor Ann Jackson Vice-Chair: Councillor Rachael Saunders, Scrutiny Lead, Adults Health & Wellbeing</p> <p>Councillor Tim Archer, Scrutiny Lead, Chief Executive's Councillor Stephanie Eaton Councillor Sirajul Islam, Scrutiny Lead, Resources Councillor Fozol Miah Councillor Zenith Rahman, Scrutiny Lead, Communities Leisure & Culture Councillor Amy Whitelock, Scrutiny Lead, Children Schools & Families Councillor Helal Uddin, Scrutiny Lead, Development & Renewal</p>	<p>Councillor Judith Gardiner, (Designated Deputy representing Sirajul Islam, Ann Jackson, Rachael Saunders, Zenith Rahman, Helal Uddin and Amy Whitelock) □ Councillor Peter Golds, (Designated Deputy representing Councillor Tim Archer) □ Councillor Ahmed Adam Omer, (Designated Deputy representing Ann Jackson, Sirajul Islam, Zenith Rahman, Helal Uddin and Amy Whitelock) □ Councillor Harun Miah, (Designated Deputy representing Councillor Fozol Miah) □ Councillor David Snowdon, (Designated Deputy representing Councillor Tim Archer) □ Councillor Bill Turner, (Designated Deputy representing Ann Jackson, Sirajul Islam, Zenith Rahman, Helal Uddin and Amy Whitelock)</p>
<p>[Note: The quorum for this body is 3 voting Members].</p>	

Co-opted Members:	
Memory Kampiyawo	– (Parent Governor Representative)
Jake Kemp	– (Parent Governor Representative)
Rev James Olanipekun	– (Parent Governor Representative)
Canon Michael Ainsworth	– (Church of England Diocese Representative)
Mr Mushfique Uddin	– (Muslim Community Representative)
1 Vacancy	– Roman Catholic Diocese of Westminster Representative

If you require any further information relating to this meeting, would like to request a large print, Braille or audio version of this document, or would like to discuss access arrangements or any other special requirements, please contact:

Antonella Burgio, Democratic Services,

Tel: 020 7364 4881, E-mail: antonella.burgio@towerhamlets.gov.uk

LONDON BOROUGH OF TOWER HAMLETS

OVERVIEW & SCRUTINY COMMITTEE

Tuesday, 10 January 2012

7.00 p.m.

SECTION ONE

1. APOLOGIES FOR ABSENCE

To receive any apologies for absence.

2. DECLARATIONS OF INTEREST

To note any declarations of interest made by Members, including those restricting Members from voting on the questions detailed in Section 106 of the Local Government Finance Act, 1992. See attached note from the Chief Executive.

3. UNRESTRICTED MINUTES 3 - 40

To confirm as a correct record of proceedings, the unrestricted minutes of the Extraordinary meeting of Overview and Scrutiny Committee held on 22nd November 2011 and the meeting of the Overview and Scrutiny Committee held on 6th December 2011.

4. REQUESTS TO SUBMIT PETITIONS

To be notified at the meeting.

5. SECTION ONE REPORTS 'CALLED IN'

One Section One report was 'called in' from the meeting of Cabinet held on 7th December 2011.

5.1 Cabinet Decision Called-in: Olympic Games Parking and Traffic Management Issues 41 - 58

To consider Cabinet decision CAB 053/112 - Olympic Games Parking and Traffic Management Issues which has been called-in.

6. REPORTS FOR CONSIDERATION

6.1 Open Space Strategy 59 - 174

To consider the strategy at its mid-term point and comment on the draft Revised Open Space Strategy at Appendix 1

Note: Appendix J (maps) to the report has been circulated in conjunction with this agenda to the Members of Overview & Scrutiny Committee and made available in the

two Group rooms, Council Website and put on deposit at the Town Hall Mulberry Place. Should Members of the Authority or members of the public wish to have a full copy of this appendix they should contact Mr T Dreyer, Strategy & Business Development Manager - Culture, Environmental Control and Spatial Planning on the following number 0207 364 2862 or by email thorsten.dreyer@towerhamlets.gov.uk

6 .2 Planning Obligations Supplementary Planning Document 175 - 180

To receive a presentation on the Planning Obligations, Supplementary Planning Document which forms part of the Local Development Framework.

7. VERBAL UPDATES FROM SCRUTINY LEADS

(Time allocated – 5 minutes each)

8. PRE-DECISION SCRUTINY OF SECTION ONE (UNRESTRICTED) CABINET PAPERS

(Time allocated – 30 minutes).

8 .1 Mayoral Decisions

To receive a verbal update on recent Mayoral decisions which have been made.

9. ANY OTHER SECTION ONE (UNRESTRICTED) BUSINESS WHICH THE CHAIR CONSIDERS TO BE URGENT

10. EXCLUSION OF THE PRESS AND PUBLIC

In view of the contents of the remaining items on the agenda the Committee is recommended to adopt the following motion:

“That, under the provisions of Section 100A of the Local Government Act 1972, as amended by the Local Government (Access to Information) Act 1985, the press and public be excluded from the remainder of the meeting for the consideration of the Section Two business on the grounds that it contains information defined as Exempt in Part 1 of Schedule 12A to the Local Government Act, 1972.”

EXEMPT/CONFIDENTIAL SECTION (Pink Papers)

The exempt committee papers in the agenda will contain information, which is commercially, legally or personally sensitive and should not be divulged to third parties. If you do not wish to retain these papers after the meeting, please hand them to the Committee Officer present.

11. EXEMPT/ CONFIDENTIAL MINUTES

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To confirm as a correct record of proceedings the restricted minutes of the Extraordinary meeting of the Overview and Scrutiny Committee held on 22nd November 2011

12. ANY OTHER SECTION TWO (RESTRICTED) BUSINESS THAT THE CHAIR CONSIDERS URGENT

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Agenda Item 2

DECLARATIONS OF INTERESTS - NOTE FROM THE CHIEF EXECUTIVE FOR MEMBERS OF THE OVERVIEW & SCRUTINY COMMITTEE

This note is guidance only. Members should consult the Council's Code of Conduct for further details. Note: Only Members can decide if they have an interest therefore they must make their own decision. If in doubt as to the nature of an interest it is advisable to seek advice **prior** to attending at a meeting.

Declaration of interests for Members

Where Members have a personal interest in any business of the authority as described in paragraph 4 of the Council's Code of Conduct (contained in part 5 of the Council's Constitution) then s/he must disclose this personal interest as in accordance with paragraph 5 of the Code. Members must disclose the existence and nature of the interest at the start of the meeting and certainly no later than the commencement of the item or where the interest becomes apparent.

You have a **personal interest** in any business of your authority where it relates to or is likely to affect:

- (a) An interest that you must **register**
- (b) An interest that is not on the register, but where the well-being or financial position of you, members of your family, or people with whom you have a close association, is likely to be affected by the business of your authority more than it would affect the majority of inhabitants of the ward affected by the decision.

Where a personal interest is declared a Member may stay and take part in the debate and decision on that item.

What constitutes a prejudicial interest? - Please refer to paragraph 6 of the adopted Code of Conduct.

Your personal interest will also be a prejudicial interest in a matter if (a), (b) and either (c) or (d) below apply:-

- (a) A member of the public, who knows the relevant facts, would reasonably think that your personal interests are so significant that it is likely to prejudice your judgment of the public interests; AND
- (b) The matter does not fall within one of the exempt categories of decision listed in paragraph 6.2 of the Code; AND EITHER
- (c) The matter affects your financial position or the financial interest of a body with which you are associated; or
- (d) The matter relates to the determination of a licensing or regulatory application

The key points to remember if you have a prejudicial interest in a matter being discussed at a meeting:-

- i. You must declare that you have a prejudicial interest, and the nature of that interest, as soon as that interest becomes apparent to you; and
- ii. You must leave the room for the duration of consideration and decision on the item and not seek to influence the debate or decision unless (iv) below applies; and

- iii. You must not seek to improperly influence a decision in which you have a prejudicial interest.
- iv. If Members of the public are allowed to speak or make representations at the meeting, give evidence or answer questions about the matter, by statutory right or otherwise (e.g. planning or licensing committees), you can declare your prejudicial interest but make representations. However, you must immediately leave the room once you have finished your representations and answered questions (if any). You cannot remain in the meeting or in the public gallery during the debate or decision on the matter.

There are particular rules relating to a prejudicial interest arising in relation to Overview and Scrutiny Committees

- You will have a prejudicial interest in any business before an Overview & Scrutiny Committee or sub committee meeting where both of the following requirements are met:-
 - (i) That business relates to a decision made (whether implemented or not) or action taken by the Council's Executive (Cabinet) or another of the Council's committees, sub committees, joint committees or joint sub committees
 - (ii) You were a Member of that decision making body at the time and you were present at the time the decision was made or action taken.
- If the Overview & Scrutiny Committee is conducting a review of the decision which you were involved in making or if there is a 'call-in' you may be invited by the Committee to attend that meeting to answer questions on the matter in which case you must attend the meeting to answer questions and then leave the room before the debate or decision.
- If you are not called to attend you should not attend the meeting in relation to the matter in which you participated in the decision unless the authority's constitution allows members of the public to attend the Overview & Scrutiny for the same purpose. If you do attend then you must declare a prejudicial interest even if you are not called to speak on the matter and you must leave the debate before the decision.

LONDON BOROUGH OF TOWER HAMLETS

MINUTES OF THE OVERVIEW & SCRUTINY COMMITTEE

HELD AT 8.07 P.M. ON TUESDAY, 22 NOVEMBER 2011

**ROOM M78, 7TH FLOOR, TOWN HALL, MULBERRY PLACE, 5 CLOVE
CRESCENT, LONDON, E14 2BG**

Members Present:

Councillor Ann Jackson (Chair)
Councillor Rachael Saunders (Vice-Chair)
Councillor Tim Archer
Councillor Zenith Rahman
Councillor Amy Whitelock
Councillor Helal Uddin

Councillor Judith Gardiner

Other Councillors Present:

Councillor Peter Golds
Councillor Ohid Ahmed
Councillor Carlo Gibbs
Councillor Joshua Peck

Co-opted Members Present:

Rev James Olanipekun – (Parent Governor Representative)

Officers Present:

David Galpin – (Head of Legal Services (Community), Legal Services, Chief Executive's)
Heather Bonfield – (Interim Service Head Cultural Services , Communities Localities & Culture)
Michael Keating – (Service Head, One Tower Hamlets)
Takki Sulaiman – (Service Head Communications, Chief Executive's)
Jill Bell – Head of Legal Services (Environment), Legal Services
John Williams – (Service Head, Democratic Services, Chief Executive's)
Antonella Burgio – (Democractic Services)

1. APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillors Stephanie Eaton, Fozol Miah, and Sirajul Islam. Councillor Judith Gardiner deputised for Councillor Islam.

Apologies were also received from Co-opted Members Ms Memory Kampiyawo, Mr Jake Kemp and Canon Michael Ainsworth and Mr Mushfique Uddin.

Coucillor Ohid Ahmed attended the meeting but did not participate in the discussion.

2. DECLARATIONS OF INTEREST

Councillors Ann Jackson and Judith Gardiner declared personal interests in respect of agenda item 3.1.

Councillor Ann Jackson declared a personal interest in respect of agenda item 3.1 in that she was Ward Member for Bow West and part of Victoria Park fell within her Ward.

Councillor Judith Gardiner also declared a personal interest in respect of agenda item 3.1 in that her home was adjacent to Victoria Park and she was a Member of the Olympic Planning Committee.

3. SECTION ONE REPORTS 'CALLED IN'

3.1 Call-In: Contract for 2012 Olympic Festival Live Site (Mayor's Decision Log No 009)

Councillor Peck presented the Call-in on behalf of Councillors Anwar Khan, Carli Harper-Penman, Carlo Gibbs and Bill Turner.

Councillor Peck then responded to questions from the Committee. The concerns highlighted together with Councillor Peck's answers, are summarised in the following categories:

- Decision making:
 - consultation was due to start on 23 November 2011, effectively after the decision had been made (the decision was published on 31 October 2011).
 - the decision was made in private therefore Ward Councillors and parties that would be affected had no opportunity to hear of the decision or raise concerns.

- the Mayor did not attend the Overview and Scrutiny to answer the issues raised.
- Councillor Peck queried the projected income for the Council against the expected contribution.
- Councillor Peck queried the liability accepted by the Council set at £20 million.
- the intended recipients and sum of the charitable contribution by the event organiser had not been specified.
- evidence of event dates advertised through Ticketmaster website contradicted the Mayor's previous undertaking not to hold additional Olympic events as well as the regular events in Victoria Park.

- Capacity issues:
 - Victoria Park infrastructure would not cope with the dispersal of the projected numbers nor was Bethnal Green tube station designated as a TFL dispersal route.
 - the projected 850,000 to 1 million visitors to the park raised concerns over noise nuisance and overcrowding.
 - there were antisocial behaviour issues around times when crowds were to be dispersed.

- Environmental issues:
 - the suggested programme of eight commercial events in addition to the established programme of events would have a very damaging impact on Victoria Park.
 - there was no evidence of consultation on the impacts of the events with the Police, Transport for London or the Council's environmental or waste services. There was concern that the transport and security infrastructure would not be able to cope.
 - the post-event clean up that would be necessary would in itself cause disruption to the local community.
 - the environmental after-effects of the events persisted long after the events were over.
 - the projected 850,000 to 1,000,000 visitors to the park raised safety, noise nuisance and overcrowding issues
 - impacts of the events extended far beyond the location of Victoria Park to the surrounding neighbourhoods.

- Residents' inconvenience
 - the proposed to finish time for the events was later than that of other London parks which had set a finish time of 10 p.m.
 - the additional events meant that residents and other parts of the community would be further deprived of the Park facility. Also, the loss of amenity for those living in social housing in the Bow area had been underestimated as large events deprived many children and residents of use of the park. (In contrast, the purpose of the park, namely "for benefit of the area, for celebration and temperance" was noted).

- the community had been led to believe that the regular programme of community events would not take place in 2012 because of the cultural Olympic event programme.
- post event cleanup activities disturbed the community as they took place early in the morning (6 a.m.)

It was noted that in principal, there was no opposition to the Olympic Festival Live Site proposal as it would bring people together and offered opportunities to generate revenue. The Ward Members' and the communities could not continue to support the events however, when the frequency of events was such that they adversely affected residents' lives.

Heather Bonfield, Interim Head of Culture and Jill Bell, Head of legal Services – Environment responded to the concerns that were raised informing the Committee that:

- the contract had been a complex joint tender covering Victoria Park, Hyde Park, and Trafalgar Square and was not funded by the Olympic authority.
- Planning and licensing consultation due to start on 23 November offered an opportunity for community input.
- when the tenders were received, it was apparent commercial events would be required to fund Live Site but; most of the money in this respect was to be raised by the organisers from commercial events in Hyde Park.
- no ticket price was payable for Olympic Live Site events, only an on-line booking fee. The local community would have priority booking rights for a proportion of the free tickets.
- there would be no late night dispersal as the events comprised screening of Olympic events not primarily musical entertainment.
- a dispersal strategy had been prepared.
- the maximum capacity was 30,000 people.
- only 17 Live Site events were planned and their purpose was to enable those, who would otherwise be prevented, to view Olympic events.

Councillor Peck and Overview and Scrutiny Committee Members wished to discuss issues concerning indemnification and contractual matters. In accordance with access to information rules, these were discussed in closed session.

At 9.17 p.m., by resolution of the Committee, press and public were excluded from the meeting during discussion of contractual matters.

The Committee questioned Heather Bonfield and Jill Bell on contractual issues and the risks to the Council and community.

At 9.38 p.m. members of the public were re-admitted to hear the Committee discuss the responses that had been given by officers in open session and sum up its findings.

The Committee considered the views and comments made by Councillor Peck in presenting the call-in, the information given by Heather Bonfield Interim Head of Culture in response to Councillor Peck's issues and the answers to the Committee's questions given by Heather Bonfield Interim Head of Culture and Jill Bell Head of Legal Services - Environment.

The Committee's discussion of the call-in brought forward the following views:

- the Committee remained unhappy with the lack of transparency and accountability of the decision making.
- the Committee felt that they should have had access to information on this decision beforehand and noted that, despite Ward Councillors' efforts, information on the proposal and proposed arrangements had not been forthcoming, neither through Councillors' enquiries nor through requests at Council.
- the Committee felt that the process taken had not been transparent.
- the Committee wished that the forthcoming consultations be undertaken as widely as possible and also reported widely to Ward Councillors and regulatory committees as appropriate.
- the Committee remained concerned about the scale of the indemnification accepted.
- the Committee accepted that the event would be beneficial to the community however, in their, view this did not justify the process that had engaged in decision making.
- the Committee was disappointed that the Mayor had not attended to answer its concerns
- the decision had been incorrectly categorised as 'not a Key Decision' as the effects evidently would extend beyond the limits of one Ward and significant sums of money were involved.

The Committee felt that the decision on a matter of such importance had been taken in an unaccountable and opaque way. In Members' view the matter should have been addressed in an open manner. The Chair wished therefore request to meet with the Mayor to address her issues and to propose that in future significant Borough issues were addressed appropriately.

Following discussion, the Overview and Scrutiny Committee endorsed the reasons for the call-in and alternative action proposed as submitted by the call-in Members and set out below:

Not to sign the contract until local residents, the Friends of Victoria Park Group and ward councillors have been consulted to ensure that their concerns can be reflected in the agreement;

To take any decision at Cabinet, where residents and councillors can make representations

To limit the hours of operation to a 10p.m. close on week nights and 11p.m. on weekend nights

Reduce the noise levels permitted at events

To make a commitment not to run commercial events in the same year as the park is used as a Live Site.

The Chair acknowledged that due to urgency it would be necessary for the further consideration of the decision to be undertaken by the Mayor rather than at the Cabinet meeting. However, given the Committee's serious concerns, they would still wish to report to the Cabinet on the matter setting out those concerns.

The Committee endorsed the Chair's comments. In particular, in relation to the process for the decision, the Committee felt that the Mayor's decision not to treat this matter as a Key Decision, thereby avoiding the requirement for prior publicity and/or consultation with the Chair of the Overview and Scrutiny Committee on the matter, was wrong.

The Committee agreed to make a report to the next Cabinet meeting on this matter and to discuss with the Mayor, guidelines for dealing with such matters in future.

RESOLVED

1. That the Chair, due to urgency, refer the decision for further consideration by the Mayor rather than at the Cabinet meeting.
2. That the Committee make a report to the next Cabinet meeting on this matter and discuss with the Mayor guidelines for dealing with such matters in future.

4. EXCLUSION OF PRESS AND PUBLIC

Under the provisions of Section 100A of the Local Government Act 1972, as amended by the Local Government (Access to Information) Act 1985, the Chair **moved** that press and public be excluded from the meeting during the consideration of the Section Two business on the grounds that it contained information defined as exempt in Part 1 of Schedule 12A of the Local Government Act 1972.

RESOLVED

That press and public be excluded for the discussion of contractual matters.

Exempt information is defined in section 100I and, by reference, Schedule 12A of the Local Government Act 1972 ("the 1972 Act"). The information was assessed as falling fall within one of the exemption categories listed in paragraphs 1 to 7 of Schedule 12A. The public interest in maintaining the exemption was assessed to outweigh the public interest in disclosing the information.

The discussion concerned information falling within paragraph 3 of Schedule 12A of the Local Government Act 1972. The category being defined as:

"3 Information relating to the financial or business of any particular person (including the authority handling the information) and

The public interest favouring public access to local authority meetings reflected in the provisions of Part V A of the 1972 Act was noted. In this case, however, the discussion concerned information relating to the financial affairs of a company with whom the Council wished to enter into a contract. The Committee was advised that, in order to discharge its duty, information pertaining to the terms of the contract should only be considered in private.

5. EXEMPT ITEMS

5.1 Call-In: Contract for 2012 Olympic Festival Live Site (Mayor's Decision Log No 009)

The meeting ended at 9.47 p.m.

Chair, Councillor Ann Jackson
Overview & Scrutiny Committee

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LONDON BOROUGH OF TOWER HAMLETS

MINUTES OF THE OVERVIEW & SCRUTINY COMMITTEE

HELD AT 7.00 P.M. ON TUESDAY, 6 DECEMBER 2011

**ROOM M71, TOWN HALL, MULBERRY PLACE, 5 CLOVE CRESCENT, LONDON,
E14 2BG**

Members Present:

Councillor Ann Jackson (Chair)
Councillor Rachael Saunders (Vice-Chair)
Councillor Tim Archer
Councillor Stephanie Eaton
Councillor Sirajul Islam
Councillor Zenith Rahman
Councillor Helal Uddin

Other Councillors Present:

Councillor Alibor Choudhury

Co-opted Members Present:

Memory Kampiyawo – (Parent Governor Representative)
Jake Kemp – (Parent Governor Representative)
Rev James Olanipekun – (Parent Governor Representative)

Officers Present:

Michael Keating – (Service Head, One Tower Hamlets)
Sarah Barr – (Senior Strategy Policy and Performance Officer,
Strategy Policy and Performance, One Tower
Hamlets, Chief Executive's)
Ruth Dowden – (Complaints Manager)
Chris Naylor – (Corporate Director Resources)
Jill Bell – (Head of Legal Services (Environment), Legal
Services)
Michael Bell – (Strategic Planning Manager, Strategic Planning,
Planning & Building Control, Development &
Renewal)
Kevin Kewin – (Strategy Policy & Performance Service Manager,
One Tower Hamlets, Chief Executive's)
Antonella Burgio – (Democractic Services)

1. APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillor Amy Whitelock and Co-opted Members Canon Ainsworth and Mr Mushfique Uddin.

2. DECLARATIONS OF INTEREST

No declarations of personal or prejudicial interests were made.

3. UNRESTRICTED MINUTES

The Chair **Moved** and it was:-

RESOLVED

That the unrestricted minutes of the meeting of the Overview and Scrutiny Committee held on 1st November 2011 be approved and signed by the Chair as a correct record of the proceedings.

4. REQUESTS TO SUBMIT PETITIONS

Nil items.

5. SECTION ONE REPORTS 'CALLED IN'

No decisions were called-in arising from the Cabinet meeting held on 2nd November 2011.

6. REPORTS FOR CONSIDERATION

6.1 Corporate Complaints - Half Year Report 2011 / 2012

Cabinet Member for Resources, Councillor Alibor Choudhury introduced the item. Ruth Dowden Complaints and Information Manager presented the report circulated at agenda item 6.1 containing statistics of complaints received through the corporate complaints procedure, adults and children social care complaints procedures and by the local government ombudsman between 1 April 2011 and 30 September 2011.

In response to Members' questions the following information was provided:

- Concerning procedures for dealing with missed refuse collections, the Committee was informed that data was monitored monthly. Where a

missed refuse collection was reported, a 24 hour escalation collection was arranged and this would be repeated if the escalation was unsuccessful.

- In regard to a 2.7% rise in stage one complaints escalating to stage two during the first half of 2011-12, the Committee was advised that resolution was monitored at each complaint stage. If necessary, the Corporate Complaints Team escalated the complaint directly to the relevant corporate director for resolution.
- Concerning availability of statistics for Freedom of Information (Fol) complaints, the Committee was informed that the Council was looking at ways of improving performance on Fol complaints.
- Concerning what measures were in place to ensure that service standards for street cleansing were maintained, the Cabinet Member agreed to report back whether there had been any service changes that had affected performance of the service. The Complaints and Information Manager informed the Committee that service standards were monitored and an update would be provided when more recent information became available.

Action: Ruth Dowden Complaints and Information Manager

- Councillor Choudhury noted that although efficiencies were being sought, his personal aim as Cabinet Member was to ensure that service levels nevertheless remained the same.

RESOLVED

That the report be noted.

6.2 Strategic Performance and Corporate Revenue and Capital Budget Monitoring Q2 2011/12 (Month 6)

Councillor Alibor Choudhury, Cabinet Member for Resources, Chris Naylor Director for Resources and Kevin Kewin, Strategy Policy and Performance Service Manager presented the report circulated at agenda item 6.2 which detailed the financial position of the Council at the end of Quarter 2 compared to budget and service performance against targets.

Councillor Choudhury reported that overall performance had been good and 13 performance indicators had exceeded targets. Three areas, however, were identified as off target. These were homelessness prevention and violent and acquisitive crime. The Council was investigating ways of addressing these and it was noted that crime management had been well resourced.

In response to Members' questions the following information was provided:

- The Committee was informed that the Council intended to address levels of violence and acquisitive crime through a new offender management model and focus on the night-time economy. Additional resources would be given to Brick Lane and a borough-wide drinking control zone had been established. Councillor Choudhury acknowledged that more work could be done to address crime and this was being pursued through discussions with the Police.
- Concerning improving ways of letting the Council's stock, the Committee was informed that the Council could ensure that lettings were managed more efficiently. The Chair noted the work undertaken by Councillor Helal Uddin on social housing.
- The Strategy Policy and Performance Service Manager informed the Committee that the homelessness performance indicator measured homelessness prevention. It was noted also that since changes in housing benefits were announced some private landlords were more reluctant to take Council tenants; however the Council was working with households and landlords to protect and support tenancies.
- Councillor Choudhury advised that a briefing could be circulated to the Committee.

Action: Councillor Alibor Choudhury / Kevin Kewin Strategy Policy and Performance Service Manager

- Concerning savings on domiciliary care, Councillor Archer asked for clarification whether existing contractors (who had been asked by the Council to reduce their hourly cost by two pounds per hour) had absorbed this reduction through lower staff wages. Councillor Choudhury confirmed that the cost changes would be met by the providers and would not affect staff wages.
- Kevin Kewin Strategy Policy and Performance Service Manager advised that it appeared likely that the new Affordable Rents regime would potentially discourage registered social landlords from building family sized houses.
- Concerning how the Council ensured that diversity was incorporated into recruitment, Councillor Choudhury confirmed that varied strategies and policies were used and these were kept under review. The Corporate Director for Resources advised the Committee that the fall in diversity employment performance was due to a decrease in numbers of women employed by Children Schools and Families Directorate. The Director commented that the Council should seek to develop talented employees into management positions. Councillor Saunders asked that the Council think more proactively about role-modelling for

underrepresented groups.

- Concerning numbers of Council employees who also lived in the Borough, the Corporate Director agreed to circulate information after the meeting.

Action: Chris Naylor Corporate Director for Resources

- Concerning reasons why child poverty figures presented in the report were two years old, the Committee was advised that these figures were calculated nationally and data was published in arrears.
- Councillor Eaton asked for further information about the rise in the number of children subject to a child protection plan. Councillor Choudhury agreed to investigate the issue and respond to the Committee.

Action: Councillor Alibor Choudhury

- Councillor Choudhury agreed to provide figures concerning how many jobs the Council planned to achieve for the Olympics, following the meeting.

Action: Councillor Alibor Choudhury

- Concerning what strategies were in place for benefits from S106 agreements, the Committee was informed that planners worked concertedly to secure as much as possible. A written response would also be circulated after the meeting.

Action: Councillor Alibor Choudhury

The Committee then considered the budgetary aspects of the report. The Corporate Director advised the Committee that, at the six point month point, he assessed that Medium-Term Financial Strategy (MTFS). Would contain no negative areas. He was monitoring the progress of budgets and assessing whether any areas required remediation work and reported that, present figures indicated, none was required. The savings that would be made from the decant of Anchorage house were noted.

In response to Members' questions the following information was provided:

- Concerning how support for Transition Clients with Learning Disabilities, was being delivered, the committee was advised that £800,000 was from contingencies and the budget assumed a separate drawdown of £574,000.
- The Committee was informed that the potential costs to the Council of paying the London living wage on contracts would not be known until

contracts were renegotiated.

- The Interim Corporate Director Adults Social Care was assessing what growth needed to be built-in to transition funding for clients for with learning disabilities. It was noted that severely disabled children were living longer through access to better care. Costs were therefore expected to increase.
- Concerning officers' forecast of the nil variance at year-end, the Committee was informed that the data concerned forecast budgets and these were designed show areas of budgetary pressure.
- Concerning the delayed "violence against women and girls strategy", the Committee asked for further information about its process and progress. Members were advised that a written answer would be provided by Andy Bamber, Service Head, Community Service

Action: Andy Bamber, Service Head, Community Service

- Concerning what slippages were expected in terms of general risk provision, the Committee was informed that identified budgets were contained in a 'holding budget' and any funding drawn down was indicated by the performance indicator.
- To shield residents from certain banking practices, the Chair asked the Corporate Director that the Council endorse Standing Order payment method over Direct Debits. The Chair's request was noted.
- The Committee noted the funding gap identified within Children's Schools and Families Directorate budget and was informed that (in the previous financial year, after the removal of Direct Schools Grant and other Government funding) the Council had set aside a significant sum to meet downsizing costs and to help the Directorate to continue some services until the end of the academic year and to pump prime other services. There were now some risks around service delivery since money would now go to schools directly and they might choose not to buy Council provided services. The Chair proposed that a reserve of cash be set aside against adverse outcomes and the Corporate Director agreed to refer the proposal to the Mayor

Action: Chris Naylor, Corporate Director for Resources

- Concerning the possible impact of not voting on the budget strategy management proposal, the Committee was informed that there was no impact at present. However the Corporate Director had taken advice from 'Sectors' a local government investment adviser, and there were restrictions on the types and duration of investments that could be undertaken.

RESOLVED

That the report be noted.

6.3 Local Development Framework (LDF)

Michael Bell, Strategic Planning Manager gave a presentation on The Local Development Framework. A copy of the presentation is appended to the minutes. The presentation summarised the two elements of the framework which were:

- Development Plan Documents (DPD) (to be presented at Cabinet in December 2011)
- Supplementary Planning Document on Planning Obligations (to be presented to Cabinet in January 2012)

The Planning Manager introduced the role and function of the two Development Plan Documents (DPD) being prepared following the adoption of the Core Strategy:

- Managing Development DPD – provided detailed policies for the assessment of planning applications; identified policy areas, such as town centres, where certain policies applied; and identified sites for important infrastructure such as new schools and local parks.
- Fish Island Area Action Plan – set out a vision for the regeneration of existing industrial land within Fish Island, within the context of the wider Olympic Legacy

A total of 26 consultation events were carried out across the Borough to inform the preparation of the DPDs. These were to be presented for approval at Cabinet prior to further statutory consultations in the New Year. In April 2012, Full Council would be asked to approve the submission of the DPDs to the Secretary of State for independent examination. The examination will be likely to start in September 2012 with the adoption of the documents anticipated in early 2013.

In response to Member's questions on the DPD, the following information was provided by Michael Bell Planning Manager and Jill Bell Head of Legal Services - Environment:

- Should the DPDs not be approved by full Council for submission to the Secretary of State there are significant risks which would arise. The Fish Island Area Action Plan would fall under the jurisdiction of the London Mayoral Development Corporation from autumn 2012 and the Council would lose its opportunity to express local views. Both documents would lose the amount of weight they would have in the determination of planning applications, meaning the Council would still need to rely on its outdated Unitary Development Plan (UDP).

- The existing Gypsy and Traveller site would not be affected by the DPD however it had not been possible to identify another suitable site within the Borough.
- Concerning whether there would be an influence on the numbers of fast food premises, the Committee was informed that the Managing Development DPD contained a policy to restrict the location of such uses to town centres, subject to safeguards to ensure there is no over-concentration in any one town centre.
- It had not been possible to identify a site for a multi faith burial ground within the Borough due to the lack of available suitable sites, the cost of acquiring a site and other competing uses. Officers assessed that if they had identified a site then the landowners would object and it would be highly unlikely to pass an independent examination.
- A noise standards clause for the assessment of planning applications was incorporated in the Managing Development DPD.
- Concerning a UNESCO opinion on the Borough skyline, the Committee was informed that there was a separate policy for the Tower of London and Greenwich Maritime world heritage matters to ensure greater protection was given to these sites.
- The Managing Development DPD specified that an affordable housing contribution must be made if student housing planning applications were not for educational establishments in the Borough.
- Concerning the implications of reducing the number of allocation sites from approximately 200 in the UDP to around 30 in the Managing Development DPD, the Committee was informed that this was to focus on sites where infrastructure was required on-site.
- Concerning the effect of the Localism Bill on development, the Committee was informed that the core strategy and annexes, together with the Managing Development DPD, provided sufficient information on the appropriate use of sites which did not have a specific allocation.

The Planning Obligations Supplementary Planning Document (SPD) would be presented at Cabinet in January 2012. This was being developed at this time because the economic downturn had made negotiating S106 more difficult. The Law around S106 was strengthened and would change again in 2014 when the Community Infrastructure Levy would be brought in. The Council now has a series of formulae for calculating planning obligations and was working towards key priorities.

In response to Member's questions on the SPD, the following information was provided:

- Concerning the flexibility of spending of planning obligations, the Committee was informed that S106 contributions must be related to development. CIL was a different system and there would be a standard charge to be applied to all new development. The Committee was asked to note that the Mayor of London will be introducing his own CIL to fund Cross Rail from April 2012. The Mayor of London's CIL will be charged on all new development in the Borough.
- Councillor Eaton queried the child yield calculations which, in her view, did not sufficiently account for play-space. She was informed that this was incorporated in the SPD and in addition the Council intended to incorporate the Mayor of London's recommended measurement.
- The SDP would address the impact of new development on the public realm for the benefit of the existing, as well as new, communities.

Councillor Islam requested that the Planning Obligations SPD be presented to Overview and Scrutiny in January.

Action Michael Bell, Strategic Planning Manager

The Strategic Planning Manager agreed to speak to the Committee on the impacts of the Localism Act on planning in February 2012 as part of a wider discussion on the impacts of the Act.

Action Democratic Services

RESOLVED

That the report be noted.

7. VERBAL UPDATES FROM SCRUTINY LEADS

The following verbal updates were given:

Councillor Uddin reported that he had had a number of meetings with the Development and Renewal Directorate and was looking at different ways in which scrutiny could contribute to policy development in addressing the changes in social housing. He continues to speak regularly with Registered Providers. The budget scrutiny session with the directorate took place and those Councillors present had had good discussions with the Lead Members and the officers about the budget pressures faced by the D&R Directorate.

Councillor Islam had met with Chris Naylor and other officers from Resources Directorate to discuss a review of the Workforce to Reflect the Community Strategy. The Cabinet Member for Resources Cllr Choudhury would also be

looking this in 2012 and it has been agreed that Cllrs Choudhury and Islam will work together on this.

Cllr Zenith Rahman reported that there had been a budget scrutiny session with the Communities, Localities and Culture Directorate. Members had gained a good understanding of the directorate budget.

Cllr Saunders had also led a budget scrutiny session, looking at the Adults Health and Wellbeing Directorate, and would inform scrutiny of the budget going forward.

Councillor Archer had met with officers from Corporate Finance and Communications to discuss the scope of his review of East End Life costs.

RESOLVED

That the verbal updates be noted.

8. PRE-DECISION SCRUTINY OF SECTION ONE (UNRESTRICTED) CABINET PAPERS

Nil items.

9. ANY OTHER SECTION ONE (UNRESTRICTED) BUSINESS WHICH THE CHAIR CONSIDERS TO BE URGENT

The Chair gave verbal updates on 2 matters:

- The Chair referred to the Extra Ordinary Overview and Scrutiny Committee meeting held on 22 November to discuss the call-in of the Mayoral decision on Victoria Live Site (No 009). The Chair reported that the called-in decision had been referred back to the Mayor. The Mayor had confirmed the decision as consultation needed to be undertaken on 23 November 2011. She noted that the Mayor had been unavailable to meet with her and intended to give a verbal response on the call-in at the Cabinet meeting to be held on 7 December 2011.
- Concerning the legal process for referred items, the Chair had taken advice from the Head of Legal Services – Community, following which, the Chair had decided to undertake a mini review to determine if the Council referrals were able to be answered readily or whether a longer time would be required. The Chair agreed to report back further to the Committee in due course

RESOLVED

That the verbal update be noted

The meeting ended at 9.29 p.m.

Chair, Councillor Ann Jackson
Overview & Scrutiny Committee

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Local Development Framework O&S Committee – December 2011



- (1) Development Plan Documents (December Cabinet)
 - Managing Development
 - Fish Island Area Action Plan
- (2) Supplementary Planning Document (January Cabinet)
 - Planning Obligations
- (3) Localism Act and implications for Planning



New Development Plan Documents



Core Strategy adopted in September 2010

- Vision for Tower Hamlets but more to do:

1. Managing Development DPD

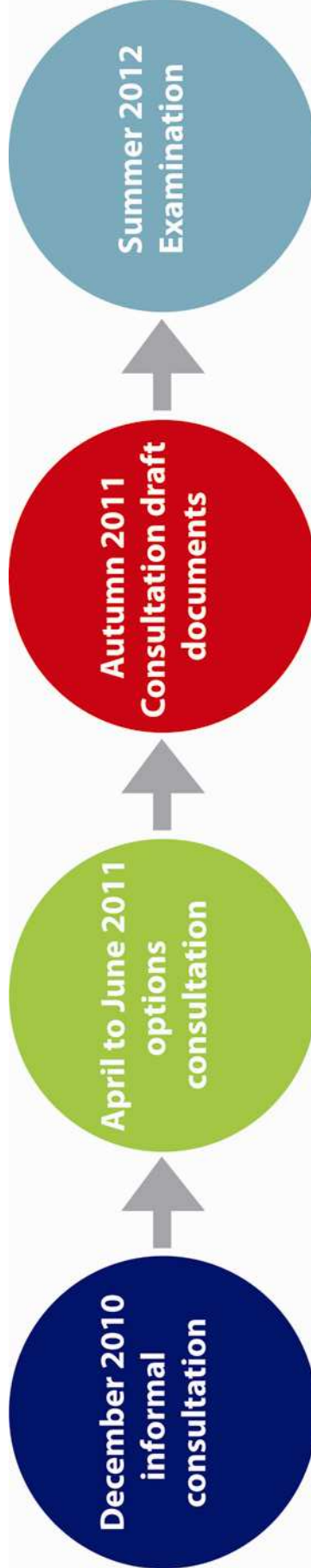
- (i) Identify sites for important services and large-scale housing
- (ii) Policies to assess planning applications
- (iii) Boundaries in which certain policies apply e.g. town centres

2. Fish Island Area Action Plan

Managing release of industrial land within Olympic context



LDF Timetable



New Development Plan Documents



Key Issues from Consultation - Community

- Need to control hot food takeaways
- Importance of securing affordable and family homes
- Too much student housing
- Concerns there will not be sufficient schools, health facilities etc to support an increasing population
- Importance of protecting and providing new open space
- Concern about the location of a waste to energy centre on Fish Island South
- Insufficient consideration is given to providing space for SMEs
- Concern over tall buildings and density of development



New Development Plan Documents



Key Issues from Consultation – Statutory Consultees

- Need to contribute to meeting sub-regional demand for student housing
- Concern the Council has not allocated sufficient land for waste
- Conflict between safeguarding Fish Island south for waste and existing rail safeguarding designation

Key Issues from Consultation – Developers

- Concern about the location and delivery of secondary schools



Managing Development Headlines



Sites for infrastructure

- Minimum of 5 new local parks
- Minimum of 6 new primary schools
- Up to 2 new secondary schools
- Sites for new IDEA Stores, Health Facilities and Leisure Facilities
- Safeguarding sites for waste



Managing Development Headlines



Detailed Planning Policies

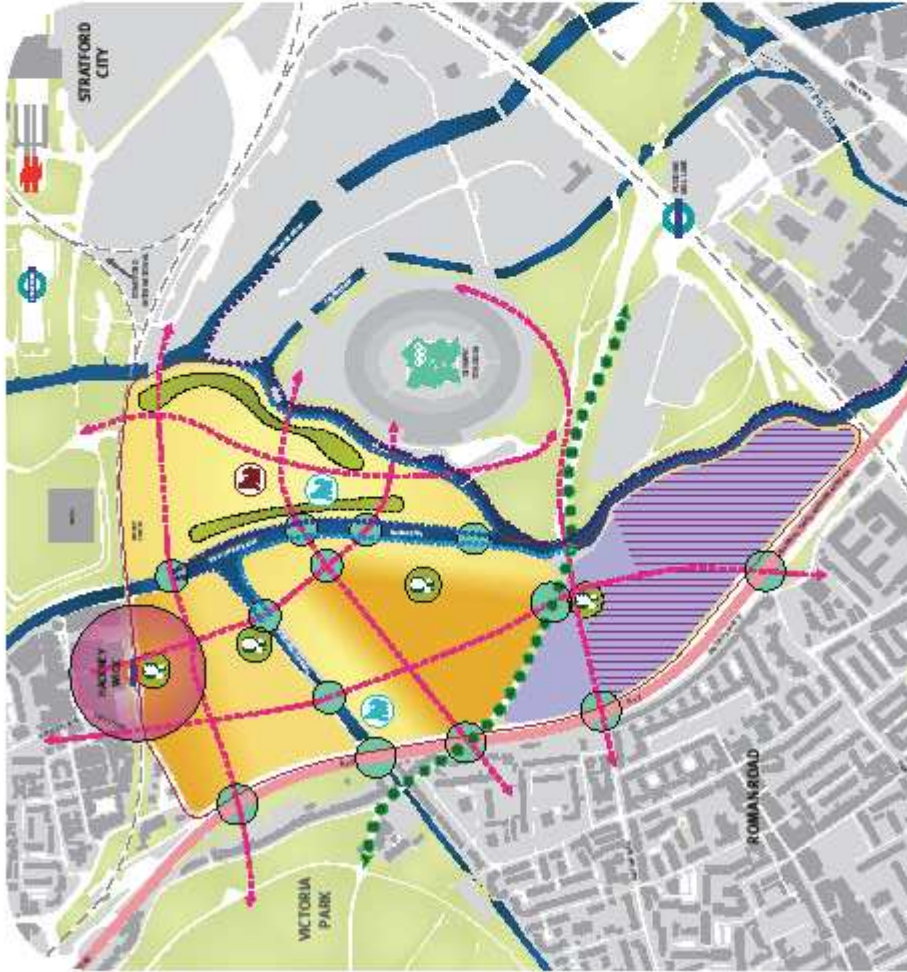
- Managing town centre uses (including hot food takeaways)
- Affordable Housing – responding to ‘affordable rent’
- Student Housing – greater restrictions
- Employment – promoting SMEs
- Safeguarding Amenity
- Design and Conservation
- Parking standards – linked to PTAL / allocation to affordable family homes



Fish Island Area Action



TOWER HAMLETS



- Provide an extra level of detail to sit alongside the other DPDs.
- Set out priorities for new connections across the A12 and into the Olympic park.
- Release protected industrial land for other uses such as housing and modern employment opportunities.
- Balance regeneration opportunities with heritage and environmental considerations.
- Identify the right infrastructure to support growth.



Fish Island Area Action Plan some headlines

Strategic industrial land consolidated in the south of Fish Island.

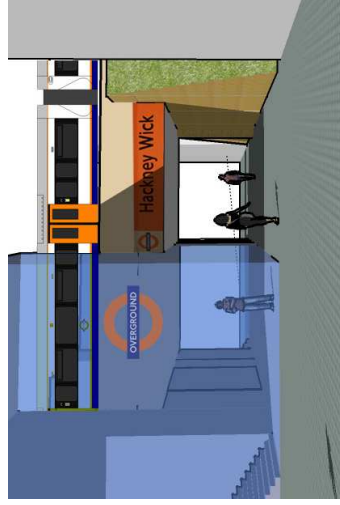
Potential for between 2300 and 2900 new homes including affordable housing.

Potential for significant levels of family housing in Fish Island east.

New local park and new schools

Improvements to Hackney Wick Station, bus routes and bridges over the A12 and river Lea.

A new neighbourhood centre with local shops and services at Hackney Wick.



Next Steps

- Cabinet in December 2011
- Statutory 6 weeks consultation
- Full Council in April 2012
- Submit to Secretary of State April 2012
- Examination autumn 2012
- Adopt early 2013



Planning Obligations SPD



Why produce an SPD?

- Strengthen the Council's negotiating position
- clearly set out the Council's approach and rationale for contributions
- improve transparency and ease of calculation methods
- provide certainty for developers on when contributions will be expected.



Priorities for Planning Obligations



SPD closely reflects Council priorities and the Council's capital

planning process:

Key Priorities:

- Affordable Housing
- Employment, Skills, Training and Enterprise
- Community Facilities
- Education

Other Tower Hamlets Priority Obligations:

- Health
- Sustainable Transport
- Public Realm
- Environmental Sustainability

SPD directly relates to approved Council strategies i.e. LDF Core Strategy, IDEA Store Strategy, Employment Strategy Leisure Strategy etc



Planning Obligations SPD



Consultation

- 6 week period of statutory consultation between 8th August 2011 and 16th September 2011
- Representations from 32 individual stakeholders (community groups, residents, Registered Providers, developers, landowners and statutory consultees)

Key Consultation Issues:

- Viability
- Impact on affordable housing providers
- Priorities

Scheduled for January Cabinet for Approval
Operational until April 2014 (introduction of Community Infrastructure Levy)



Localism Act

Neighbourhood Planning

Community Infrastructure Levy

Olympic Park Legacy Corporation (MDC)



Neighbourhood Forums



Overview

Self identified – true bottom-up approach

Can develop Neighbourhood Plans & Neighbourhood Development Orders

21 members from the community and businesses

Can have any number of applicants to form a Neighbourhood Forum

Up to the Council to approve one Forum for one Neighbourhood area

Neighbourhood Plans



Overview

New spatial level of planning

Same status as LDF documents

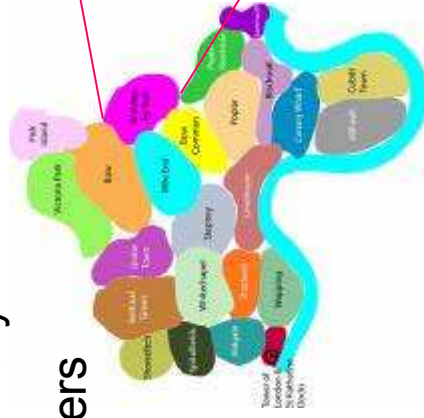
Prepared by the community not Council

Subject to local referendum before approval

Need to demonstrate consistency with Core Strategy

Level of detail and scope will likely vary

Neighbourhood Development Orders



Neighbourhood

Neighbourhood Plans

CIL & MDC

Localised Community Infrastructure Levy



Overview

Enables a 'meaningful proportion' of the CIL to be passed onto neighbourhoods affected by developed

Funds can be spent on both capital and revenue costs of new infrastructure

Challenges

Number of Neighbourhood to be identified unknown

Flexibility of CIL charging schedule

Mayor's Development Corporation

Overview

Provides Mayor of London decision making and plan-making powers

Takes control of Fish Island and Bromley-by-Bow for planning matters

Challenges

Ensure Fish Island AAP is adopted to inform MDC Core Strategy

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Agenda Item 5.1

Committee: OVERVIEW AND SCRUTINY	Date: 10th January 2012	Classification: Unrestricted	Report No.	Agenda Item No.
Report of: Service Head, Democratic Services Originating Officer(s): Antonella Burgio, Democratic Services		Title: Cabinet Decision Called-in: Olympic Games Parking and Traffic Management Issues Wards: All		

1. SUMMARY

- 1.1 The attached report of the Corporate Director (Communities Localities & Culture) was considered by the Cabinet on 7th December 2011 and has been “Called-In” by Councillors Marc Francis, Carli Harper-Penman, Abdul Ullah, Ahmed Omer and Shiria Katun, in accordance with the provisions of Part Four Sections 16 and 17 of the Council’s Constitution.

2. RECOMMENDATION

- 2.1 That the Committee consider the contents of the Cabinet attached report, review the provisional decisions arising and
- 2.2 decide whether to accept them or refer the matter back to Cabinet with proposals, together with reasons.

Local Government Act, 1972 Section 100D (As amended)

List of “Background Papers” used in the preparation of this report

Brief description of “background paper”

**Cabinet Report CAB 053/112 –
7 December 2011**

Name and telephone number of holder and address
where open to inspection

Antonella Burgio

0207 364 4881

3. BACKGROUND

- 3.1** The request to call-in the Cabinet's decision dated 16th December 2011 was submitted under Overview and Scrutiny (O and S) Procedure Rules Sections 16 and 17. It was considered by the Assistant Chief Executive, Legal Services who has responsibility under the constitution for calling in Cabinet decisions in accordance with agreed criteria. The call-in request fulfilled the required criteria and the decision is referred to Overview and Scrutiny Committee in order to consider whether or not to refer the item back to the Cabinet, at its meeting on 10th January 2012, for further consideration. Implementation of the Cabinet decision is suspended whilst the call-in is considered.

4. THE CABINET'S PROVISIONAL DECISION

- 4.1** The Cabinet after considering the report attached, at Appendix 1, provisionally decided:-

- "1. That the experimental introduction of full parking controls in Fish Island, as set out in Section 10 of the report (CAB 053/112), be agreed as a way to manage increasing parking pressures and the major risks the area faces during Games time;*
- 2. That Tower Hamlets Council make arrangements for Transport for London to exercise the Council's powers as a Traffic Authority for the Borough Roads, as proposed in paragraph 8.1.3 of the report (CAB 053/112); and*
- 3. That the Corporate Director Communities Localities and Culture be authorised, after consultation with the Assistant Chief Executive (Legal Services), to agree the terms of an agreement to effect the arrangements referred to in Decision 2 above; and the Assistant Chief Executive (Legal Services) be authorised to execute the agreement on behalf of the Council."*

4.2 Reasons for Decisions

These were detailed in paragraph 3.1 of the report (CAB 053/112) and stated that *"The proposals have been developed by LOCOG and their agents to facilitate Olympic traffic movement and protect residents and businesses from indiscriminate parking. Their implementation requires the cooperation of the local authority and as the Olympic Act places a legal obligation on the Borough to facilitate games delivery it is recommended that the Borough facilitates their delivery whilst making it clear that the measures are led by Olympic Delivery Organisations. The Fish Island proposals are brought forward as this is the only area of the Borough that is not covered by a*

Controlled parking zone and is particularly vulnerable to Parking in the run up to and during the Olympic Games.”

4.3 Alternative Options Considered

These were detailed fully in paragraph 4 of the report (CAB 053/112); in summary the options were:

- *Non-cooperation is not considered to be a realistic option as this would place the Council in breach of its duty to help to facilitate Olympic Games operations.*
- *The only alternative to agreeing arrangements to enable TfL to make Traffic Orders would be for the Borough to make the orders on behalf of TfL.*

5. REASONS / ALTERNATIVE COURSE OF ACTION PROPOSED FOR THE ‘CALL IN’

5.1 The Call-in requisition signed by the five named Councillors gives the following reason for the Call-in:

“This report authorises officers to undertake an “experimental” introduction of full parking controls as set out in Section 10 (CAB/053/112) to manage increasing parking pressures and the major risks the area faces during Games time.

We appreciate that it would not be sensible for Fish Island to be the one part of Tower Hamlets that is not a Controlled Parking Zone (CPZ) during the Olympics and Paralympics next summer and we agree that there has been some increase in parking in the past 18 months. However, we are not persuaded that the introduction, under section 9 of the Road Traffic Regulation Act 1984, of CPZ controls for up to 18 months is an appropriate response to the specific problems that will arise during games time.

Specifically, we note that most residents currently living on Fish Island are in properties that are subject to a Car Free Zone (CFZ) agreement, and so they would not be able to obtain a Resident Parking Permit. While it may be argued that those residents bought or rented their homes in the knowledge that it was subject to the CFZ policy, it is also true that the CPZ was not in place when they did so.

Consequently, those residents not renting a private parking space within their development will have nowhere to park their vehicle. They are entitled to two books of Visitors Parking Scratchcards, but these will not cover a full day at work and in any case would not be sufficient for anything other than a few short weeks. No other mitigation is proposed for residents in this situation.

The report argues that the response to the consultation was “a slight majority against full parking controls being introduced, with residents views equally divided.” It also notes that the consultation took place in December 2010 and January 2011 and that only 10 per cent of the 1,000 questionnaires were returned. We believe the consultation taking place over Christmas and New Year 2010/11 helps explain this relatively low response rate.”

5.2 The requisition also proposed the following alternative course of action:

“We call on the Mayor to amend his decision by restricting the duration of the experimental CPZ to a maximum period of three months, including the period of the Olympics and Paralympics.

We ask the Mayor to consider whether residents in Fish Island whose homes are subject to the CFZ policy should be allowed to purchase a Temporary Resident Parking Permit for this three-month period.

And we request the Mayor to commit to undertake a full consultation with the residents and businesses of Fish Island before any decision is made to permanently introduce a CPZ in that area.”

6. CONSIDERATION OF THE “CALL IN”

6.1 Having fulfilled the call-in request criteria, the matter is referred to the Overview and Scrutiny Committee in order to determine the call-in and decide whether or not to refer the item back to the Cabinet at its next meeting. The implementation of the Cabinet decision regarding “Olympic Games Parking and Traffic Management Issues” is suspended pending the Committee’s decision in accordance with call-in procedures.

6.2 The following procedure is to be followed for consideration of the “Call In”:

- (a) Presentation of the “Call In” by one of the “Call In” Members followed by questions.
- (b) Response from the Lead Member/officers followed by questions.
- (c) General debate followed by decision.

N.B. – In accordance with the Overview and Scrutiny Committee Protocols and Guidance adopted by the Committee at its meeting on 5 June, 2007, any Member(s) who presents the “Call In” is not eligible to participate in the general debate.

6.3 It is open to the Committee to either

- resolve to take no action which would have the effect of endorsing the original Cabinet decision(s), or
- the Committee could refer the matter back to the Cabinet for further consideration setting out the nature of its concerns and possibly recommending an alternative course of action.

Committee/Meeting: Cabinet	Date: December 2011	Classification: Unrestricted	Report No: CAB 053/112
Report of: Corporate Director (Communities Localities & Culture) Stephen Halsey Originating officer(s) John Chilton Head of Parking; Margaret Cooper – Head of Transportation & Highways		Title: Olympic Games Parking and Traffic Management Issues Wards Affected: All	

Lead Member	Councillor Ohid Ahmed, Deputy Mayor
Community Plan Theme	A Great Place to Live
Strategic Priorities	Improve the environment and tackle climate change Support vibrant town centres and a cleaner, safer public realm

1. **SUMMARY**

- 1.1 The London Organising Committee for the Olympic Games (LOCOG) and Transport for London (TfL) continue to move towards delivery of proposals for the Olympic Route Network (ORN), to move the Olympic Family between venues and accommodation, and for Local Area Traffic Management and Parking plans (LATM&P's) to manage spectator demands immediately outside the venues. As a result more information regarding their proposals have emerged and the anticipated roles of the Local Authority have clarified. It should be noted that the Council's position in relation to these roles is circumscribed by the provisions of the Olympic Act which places a legal obligation on the Borough to facilitate games delivery.
- 1.2 The Council is supportive of the Games on the understanding that it will bring real medium and long term regeneration and employment benefits to the Borough. However it is clear that in the short term there is a real and ongoing risk to the Council that residents and businesses will wrongly associate the Council with the potential disruption caused by the games rather than LOCOG, the ODA or TfL.
- 1.3 This report sets out a number of areas where the parking and traffic management proposals have been clarified and proposes an approach for taking these forward which supports a clear public understanding that the measures are led by Olympic Delivery Organisations under the Olympic Act whilst seeking to protect the Council as far as possible from additional risk. It also sets out the Council's proposed approach to managing parking in the Fish Island area where pressure for parking will continue to increase towards Games time and as a result of Legacy development proposals.

2. RECOMMENDATIONS

The Mayor is recommended to:-

- 2.1 Agree the experimental introduction of full parking controls in Fish Island as set out in Section 10 of the Report as a way to manage increasing parking pressures and the major risks the area faces during games time.
- 2.2 Agree that the Council make arrangements for Transport for London to exercise the Council's powers as a Traffic Authority for the Borough Roads as proposed in paragraph 8.1.3 of the report.
- 2.3 Authorise the Corporate Director Communities Localities and Culture, after consultation with the Assistant Chief Executive (Legal Services), to agree the terms of an agreement to effect the arrangements referred to in paragraph 2.2 and for the Assistant Chief executive (Legal Services) to execute the agreement on behalf of the Council.

3. REASONS FOR THE DECISIONS

- 3.1 The proposals have been developed by LOCOG and their agents to facilitate Olympic traffic movement and protect residents and businesses from indiscriminate parking. Their implementation requires the cooperation of the local authority and as the Olympic Act places a legal obligation on the Borough to facilitate games delivery it is recommended that the Borough facilitates their delivery whilst making it clear that the measures are led by Olympic Delivery Organisations. The Fish Island proposals are brought forward as this is the only area of the Borough that is not covered by a Controlled parking zone and is particularly vulnerable to Parking in the run up to and during the Olympic Games.

4. ALTERNATIVE OPTIONS

- 4.1 Non-cooperation is not considered to be a realistic option as this would place the Council in breach of its duty under the Olympic Act to help to facilitate Olympic Games operations.
- 4.2 The only alternative to agreeing arrangements to enable TfL to make Traffic Orders on Borough roads relevant to the ORN would be for the Borough to make the orders on behalf of TfL. Officers have delegated authority to make the orders but this has the disadvantage of blurring the lines of responsibility for introducing the ORN and could confuse residents.

5. BACKGROUND

- 5.1 During the 2012 Games, up to 350,000 spectators for events in the Olympic Park are anticipated each day. LOCOG aims to apply a "car free" strategy, with the goal of 100% of spectators travelling to venues by public transport, walking or cycling, thereby discouraging spectator parking in the proximity of the venues. Despite encouragement to use public transport, it is unclear just

how well public transport will cope with the numbers particularly at peak times. Many spectators may be tempted to travel by car, thereby creating an unsustainable pressure for parking and increases in on-street footfall.

- 5.2 LOCOG are now bringing forward plans for dealing with impacts of spectator access to venues focusing on parking and Local Area Traffic Management arrangements. This includes the introduction of a Residents and Business Parking Protection Zone (RBPPA), the introduction of detailed measures for implementation of the Olympic Route Network and planned / safeguarded alternative routes and associated diversions and parking suspensions.
- 5.3 In addition to outlining the implications of the RBPPA this report sets out how residents and businesses have been consulted by the Council's Parking Service on the possible introduction of full Controlled Parking Zone restrictions in the area immediately adjacent to the Olympic park, known as Fish Island. This area currently only has partial parking controls at the moment, is showing signs of parking stress and is very vulnerable to excessive parking congestion during the Olympic Period. The report therefore sets out options for controlling parking in the area before, during and after the Olympic Games.
- 5.4 TfL are now responsible for the delivery of the Olympic Route Network (ORN) to ensure the efficient movement of Olympic Family traffic between venues and TfL require that the project implement a range of temporary junction and carriageway modifications to the existing road network. Responsibility for traffic management and enforcing parking regulations on the Olympic Road Network, with the exception of any roads that fall within Tower Hamlets' control, is vested with TfL. They will carry out works and enforcement on those parts of the ORN that are part of the red route network. TfL enforcement of these routes will take the form of vehicle removal and the parking control hours will vary along these routes from those in the rest of the RBPPA. TfL, on behalf of LOCOG are requesting that the Council enter into agreements that facilitate the implementation and enforcement of the ORN and associated networks.

6 RESIDENTS AND BUSINESS PARKING PROTECTION AREA (RBPPA)

6.1 The Zone and hours of operation

- 6.1.1 To ensure that resident and business parking is not taken over by spectators' vehicles, LOCOG proposes a Resident and Business Parking Protection Area, based on a 30 minute walking distance from any Games venue, across the four North London Olympic Boroughs with (almost) identical hours of control during the period of the games. Unlike neighbouring Host Boroughs, virtually all of Tower Hamlets is covered by CPZs, the one exception being the area closest to the Olympic Park known as Fish Island which is addressed in Section 7.
- 6.1.2 The proposal is for the Council's normal CPZ hours continue to operate as usual with additional extended hours of parking control throughout the

identified RBPPA (namely zones A4, B1, B2, B3, D1 and D2, as shown on the drawing attached as Appendix 1.) until 9pm Monday to Friday, and 8:30 am – 9:30pm Saturday and Sunday.

- 6.1.3 The map attached as Appendix 1 shows the areas / parking zones within the RBPPA. Zone A4 has been included due to its close proximity to Victoria Park, which has been designated as a “live site” attracting high numbers of visitors during the Games Period.

6.2 Permits

- 6.2.1 Besides protecting kerbside space for residents and business use, the RBPPA is intended to improve security over the period of the Games by restricting all parking activity within the area to pre-registered vehicles. All residents and businesses with valid borough parking permits will be able to park during the additional controlled hours. Those residents who have vehicles but do not have permits, as they avoid the current controlled hours, will be able to register via the DVLA in advance of the games. This group will need to be engaged by effective PR to ensure they understand what they are required to do. This will be lead by LOCOG. Officers are in discussion with them about how they will engage with the Borough in the planning of their communication strategy and are also preparing supporting communications.

- 6.2.2 Parked vehicles will be scanned by Automatic Number Plate Recognition (ANPR) vehicles which will also be capable of identifying uninsured vehicles and those of high security risk.

6.3 Enforcement

- 6.3.1 The Council will continue to be wholly responsible for the enforcement of the existing CPZ hours of operation. The Council will insist that its normal operational rules apply within the RBPPA e.g. residents permits in other parts of the borough would still be allowed to park for 3 hours within the RBPPA provided they were registered.

- 6.3.2 Under the LOCOG scheme the Council will be responsible for processing any Penalty Charges issued in the RBPPA as the Traffic Authority for the area i.e. tickets will always be issued in Tower Hamlets’ name. Penalty Charges for the area will be agreed though London Councils and the Mayor of London and are understood to be £200 (£100 if paid promptly).

- 6.3.3 Enforcement will be undertaken jointly. LOCOG enforcement activity within the RBPPA will be centred on the provision of a vehicle-mounted automated number plate recognition system (ANPR). Information on infringements of parking restrictions will be passed to Tower Hamlets Civil Enforcement Officers (CEO’s) for tickets to be issued in the Council’s name. This option gives the Council control over the approach and intensity of enforcement. However, before any final agreement to this option is made, officers will need to be satisfied that ANPR can interact with LBTH systems effectively, that it is fit for purpose and that extra enforcement costs will definitely be met by

LOCOG. Whilst we have been invited to submit costs to LOCOG payment is at their discretion. Officers are also seeking to negotiate the passing on of the ANPR vehicles as a legacy benefit however this is not yet agreed.

6.4 Traffic Orders

- 6.4.1 Traffic orders for the introduction of extended hours need to be made. The only option feasible within the time line is the use Section 6 Traffic Orders under the Road Traffic Regulation Act 1991. These have to be made by the Boroughs. Consequently, LOCOG sought to enter into SLA's with all Host Boroughs to enable coordination of the publication and making of these orders. The date for publication of the draft orders was November 21st and LOCOG as this allowed LOCOG to pre-book a public enquiry date in order that any objections can be considered together. It also allows the RBPPA be seen as a single LOCOG initiative.
- 6.4.2 Officers have cooperated with this timeline in order to use (if necessary) the LOCOG public enquiry for any objections raised within Tower Hamlets. This also helps to establish the origins of the Traffic Orders as LOCOG driven. Whilst it has the disadvantage of requiring the Borough to make the Order the publication of the notice can make it clear that this order is required by LOCOG under the Olympic Act. If a different time line were pursued it may not be possible to secure a date for public enquiry before the Olympics. This may well necessitate direct intervention by the Olympic Authorities / Government under the Olympic Act. Delegated authority giving officers the ability to declare Section 6 orders is already in place and Cabinet approval is not required.

7. FISH ISLAND

- 7.1 Fish Island lies to the east of the A12 Blackwall Approach and is the part of the Borough closest to the Olympic Park. It is the only remaining part of the Borough not covered by full parking controls. Partial controls were agreed by Cabinet at its meeting on 7th November 2007. In view of comments and objections received in 2007, Cabinet agreed to defer the introduction of full parking controls, but that further consultation should be undertaken if changes in parking conditions made that appropriate. In Fish Island currently all single yellow lines are enforceable between 8.30am and 5.30pm Monday to Friday (with double yellow lines and footway parking being enforceable at all times). All marked out parking bays remain free of charge and without time limits.
- 7.2 The area will fall within the RPBBA and will therefore be subject to enhanced parking controls as described in section 4. However this will prevail only for the weeks specific to the Olympics and Paralympics.
- 7.3 The position in Fish Island in terms of parking stress has been closely monitored since 2007. In accordance with the Member decision in 2007 and in consideration of the approaching 2012 Games, officers undertook further occupancy surveys of the area in the summer of 2010 to assess the potential impact of the Games and the change in parking trends. A significant increase

in the occupancy of the “marked out parking bays” was recorded. For instance in 2007 there were approximately 222 cars parked in the bays provided, but in 2010 there were approximately 414 cars parked in these 457 bays.

- 7.4 The neighbouring borough of Hackney has recently introduced controlled parking on streets near the Olympic site. This is likely to worsen the situation on Fish Island as vehicles are displaced. Furthermore, despite earlier assurances to the contrary from the Olympic Delivery Authority, construction workers on the Olympic site are parking in the area following the opening of the White Post Lane Gate to the Olympic site. The increase in parked vehicles supports the view that controlled parking now needs to be introduced for the parking bays in the area regardless of the Olympic Games.
- 7.5 On the basis of the above research officers undertook further consultation with residents and businesses in the Fish Island Area during December 2010 and January 2011 on the need and support for full controlled parking.
- 7.6 The returns in the 2010 consultation were around 10%, which is not untypical for a parking consultation, with some 104 returned questionnaires out of 1000 distributed. The returns indicate a slight majority against full parking controls being introduced, with residents’ views equally divided. However, both groups reported difficulty in parking.
- 7.7 Of those against controlled parking, the comments raised have common themes, namely:
- Live at a “Car Free” S.106 address, wouldn’t be able to obtain a permit.
 - The price of business permits is unaffordable, as is the cost of pay & display, for customers, businesses and employees.
 - Public transport is inadequate, therefore reliance on private vehicles to get to and from businesses in the area.
 - “No difficulty in finding available parking, this is just a money making exercise”.
 - The problem is only temporary and once the 2012 Games are over there will be no need for controlled parking as the current increase in parking is generally down to Olympic site construction workers.
- 7.8 Of those supporting controlled parking, the comments also have common themes, namely:
- Frequently cannot find a parking space nearby due to construction workers occupying bays.
 - Any scheme introduced should be reviewed after the 2012 Games.
 - Saturday controls are not necessary at this stage.
 - Support the principle, but permit charges for businesses and employees need to be either waived or cheaper than applied for business permits throughout the rest of the Borough.
 - Support the need and principle, provided that the “Car Free” S.106 agreement does not apply in the respondent’s case.

- Of those indicating support, a higher number favoured 8.30am to 5.30pm Monday to Saturday controls.

7.9 The issue to be considered is whether to leave Fish Island as it is or introduce controls in advance of the Games. If we do nothing then the area will still be covered by a temporary CPZ (ie LOCOG's RBPPA) during the Olympic Period. Alternatively we could introduce normal CPZ controls as an experiment, performance of which could then be reviewed after the Games. Subject to the review this could be stood down or made permanent. The advantage of the latter is that some operational time may be saved if the review supported permanent adoption. In addition the controlled parking zone would have time to establish itself in the area ahead of the Games and the introduction of the RBPPA making it less likely that local residents and businesses would suffer during commissioning events or be caught out during the Olympic Period. The growing parking pressure in Fish Island strongly suggests that parking controls will need to be introduced soon regardless of the Olympics.

7.10 As we know that the area will be covered by the LOCOG controlled parking zone for the Olympic period it is recommended that a temporary experimental controlled parking scheme be introduced in Fish Island by way of Experimental Traffic Management Orders under Section 9 of the Road Traffic Regulation Act 1984, as amended. Experimental Traffic Management Orders have a maximum life of 18 months and enable a scheme to be introduced and objections considered during the first 6 months before deciding whether or not to continue indefinitely by way of permanent Orders.

7.11 By using Experimental Orders, we will be able to assess the scheme, make any modifications relatively quickly and decide in the light of operational experience whether or not a permanent scheme is required. An experimental scheme would also allow the Council to vary the days and hours of control during the Olympic Games and determine appropriate controls (if any) after the games are over should the scheme remain. It also ensures that residents and businesses become used to operating in a controlled parking zone ahead of the Olympic Games controls. The proposed controls would be in line with those across most of the rest of the Borough - 8.30am and 5.30pm, Monday to Saturday, be introduced for all parking bays and single yellow lines in the Fish Island Area.

8. OLYMPIC ROUTE NETWORK - TRAFFIC MANAGEMENT AND PARKING ENFORCEMENT

8.1 ORN Traffic Management

8.1.1 TfL are now responsible for the delivery of the ORN and the project will implement a range of temporary junction and carriageway modifications to the existing road network operated. The majority of the route within this Borough is on Transport for London controlled roads. Leamouth Road however forms a part of the ORN and is a Borough controlled road and some side roads are

affected which are maintained by the Borough. The Borough is the Traffic Authority in these instances.

- 8.1.2 It is clear that the impact of the ORN network will be disruptive to residents and businesses during the Olympic Period. It is important to ensure that this TfL scheme is not mistakenly perceived by residents and businesses as a Council scheme.
- 8.1.3 TfL has agreed to co-ordinate the making of appropriate Traffic Management Orders on and in connection with the ORN. In order for TfL to be able to do this the Borough would need to enter into arrangements to provide for TfL to exercise the powers of the Borough as a Traffic Authority for the Borough Roads within the scope of the ORN Scheme. This is advisable as it would maintain a distance between the Council and the ORN measures. Cabinet approval is required for such an agreement. In this instance it is suggested that authority to enter into this agreement is delegated to the Director of Communities Localities and Culture. The only alternative would be for the Borough to make the orders on behalf of TfL. Officers have delegated authority to make the orders but this has the disadvantage of blurring the lines of responsibility for introducing the ORN and could confuse residents.

9. COSTS

9.1 The current position is:

- (a) All costs and works involved in displaying supplementary signs and changing notices on pay and display machines to “vary” the existing hours of parking control will be met by LOCOG.
- (b) The cost of reprogramming and signing Pay & Display machines to cover the extended hours, as well as the cost of reverting them after the Games have finished, will be met by LOCOG.
- (c) The Council will, as the Traffic Authority, be required to make the necessary Experimental Traffic Management Orders to temporarily vary the times of parking control across all of the RBPPA. This is expected to cost in the region of £5,000 for implementing the Orders and 35 hours of officer time.
- (d) The costs of enforcing the Borough Road ORN network and making traffic orders, should we enter in to the agreements with TFL, would be covered by TfL. This is estimated to cost approximately £60,000.
- (e) There may be costs associated with finding alternative local temporary provision for residents and businesses impacted by bay suspensions specific to diversionary routes and from the ORN generally. There is no clear third party funding arrangement to facilitate this provision.

10.0 CONCLUSION

10.1 The approach recommended in this report enables to the Council to meet its obligation to cooperate with the Olympic authorities whilst supporting a clear public understanding that the measures are led by Olympic Delivery Organisations under the Olympic Act. It recommends the introduction of an experimental controlled parking zone in the Fish Island area where pressure

for parking will continue to increase towards Games time and as a result of Legacy development proposals

11. COMMENTS OF THE CHIEF FINANCIAL OFFICER

- 11.1 This report sets out where the parking and traffic management proposals have been clarified and the options the Council face in proceeding. An approach is also proposed that gives the public a clear understanding that the measures proposed are led by LOCOG under the Olympic Act as a means of protecting the Council from additional risk.
- 11.2 The introduction of a Resident and Business Parking Protection Area (RBPPA) proposed by the London Organising Committee of the Olympic Games will have a flat rate of penalty charge of £200 (discounted to £100 if paid within 14 days) for all contraventions inside the area. Within the RBPPA it is also proposed that a full Control Parking Zone be introduced for Fish Island which is adjacent to the Olympic Park where only partial parking controls currently exist. This would then be subsumed within the RBPPA for the weeks specific to the Olympics and Paralympics. Due to the growing parking pressure in the area as set out in Section 7 it is suggested that parking controls need to be considered for Fish Island anyway.
- 11.3 The preferred RBPPA enforcement option is one of joint enforcement with LOCOG using a vehicle-mounted automated number plate recognition system (ANPR) and all tickets passed to Council enforcement officers for issue in the Council's name. Officers will need to ensure that systems are compatible and that all cost incurred will be covered by LOCOG
- 11.4 All costs specific to works associated with varying existing hours will be met by LOCOG. Additional enforcement costs can be the subject of an application to LOCOG but there is no guarantee that they will agree to pay them.
- 11.5 The cost of enforcing the Borough Road ORN and making traffic orders is expected to be approximately £60,000 which will be covered by TfL. There are no funding arrangements in place for any cost that maybe identified in finding alternative local temporary parking provision for residents and businesses impacted by bay suspensions specific to diversionary routes and from the ORN. Consideration will need to be given as to how this is dealt with.
- 11.6 There are still a number of issues that remain outstanding that need to be clarified including the issuing of permits to residents who do not currently need permits to park on-street.

12. CONCURRENT REPORT OF THE ASSISTANT CHIEF EXECUTIVE (LEGAL SERVICES)

- 12.1. The report identifies that the London Organising Committee of the Olympic Games (“**LOCOG**”) has proposed the implementation of a Resident and Business Parking Protection Area (RBPPA) for the purposes of controlling

parking during the London 2012 Olympic Games. The Council's cooperation is sought in relation to the implementation of the RBPPA.

- 12.2. The Council is subject to an obligation under section 12 of the London Olympic Games and Paralympic Games Act 2006 to co-operate with the Olympic Delivery Authority to implement the Olympic Transport Plan and in providing or facilitating transport services in connection with the London Olympics. The obligation applies to the Council in its capacity as the local highway authority for a road and the local traffic authority for a road.
- 12.3. In order to give effect to the RBPPA, there may be a need for the Council to make an order or orders to control traffic and parking in accordance with LOCOG's requirements. The Council has power to make traffic management orders under sections 6 and 9 of the Road Traffic Regulation Act 1984 and power under section 45 of that Act to restrict the use of parking places that it has designated. The making of such orders has been delegated to officers.
- 12.4. The report suggests that the Council may enter into an agreement with Transport for London ("TfL") to enable TfL to exercise the Council's powers under the Road Traffic Regulation Act 1984 for the purposes of giving effect to the Olympic Road Network. Pursuant to section 13(2) of the Local Government Act 2000 and the Local Authorities (Functions and Responsibilities) (England) Regulations 2000, the function of making traffic management orders under the Road Traffic Regulation Act 1984 is an executive function.
- 12.5. The Council may make arrangements with another local authority (within the meaning of section 101 of the Local Government Act 1972) for –
 - Discharge of its executive functions by the other local authority.
 - Joint discharge of its executive functions with the other local authority.
 - Discharge of its non-executive functions by the other local authority.
 - Joint discharge of its non-executive functions with the other local authority.
- 12.6. The power to make arrangements for discharge of executive functions by another local authority arises under section 19 of the Local Government Act 2000 and the Local Authorities (Arrangements for the Discharge of Functions) (England) Regulations 2000. The power to make such arrangements lies with the elected mayor under regulation 3 of the Discharge of Functions Regulations. An arrangement for joint discharge of the Council's non-executive functions must be agreed by Full Council, but that is not proposed in this case.
- 12.7. TfL was established as a corporate entity by section 154 of the Greater London Authority Act 1999 and, pursuant to paragraph 9(1) of Schedule 10 to the Act, is treated as a local authority for the purposes of section 101(5) of the Local Government Act 1972. It is thus open to the Council to make arrangements with TfL of the kind described in paragraph 12.5.

- 12.8. It is proposed that there be a delegation to an officer to enter an agreement with TfL to effect arrangements agreed by the elected mayor for TfL to discharge council functions under the Road Traffic Regulation Act 1984 for the purposes of giving effect to the Olympic Road Network. As set out above, the power to make arrangements falls to the elected mayor. It seems, however, that giving effect to agreed arrangements in a formal agreement is a function that may be delegated to officers pursuant to section 14 of the Local Government Act 2000.
- 12.9. The Council's obligation to have due regard to equality matters before making orders under the Road Traffic Regulation Act 1984 is correctly set out in paragraph 13.1 of the report. The obligation to have due regard applies equally to any decision by the elected mayor to enter into arrangements with TfL for discharge of the council's functions. To the extent that those functions involve the making of orders under the 1984 Act, TfL will need to carry out an equality analysis before making such an order and the requirement for this should be reflected in the proposed agreement.
- 12.10. The enforcement process includes the assistance of LOCOG to help enforce parking controls throughout the RBPPA, including areas that would usually be the Council's responsibility. Pursuant to section 63A of the Road Traffic Regulation Act 1984, the Council may provide for the supervision of parking places in Tower Hamlets by Civil Enforcement Officers. A Civil Enforcement Officer may be a person employed by the Council, but may be an individual employed by another person if the Council has entered into an arrangement with another person. This seems to permit the Council to enter into an arrangement with LOCOG pursuant to which Civil Enforcement Officers employed by LOCOG may carry out enforcement activities within Tower Hamlets. Any such arrangement should be reflected in a formal agreement.

13. ONE TOWER HAMLETS CONSIDERATIONS

- 13.1 Before making any orders under the Road Traffic Regulation Act 1984, the Council must have due regard to the need to eliminate unlawful conduct under the Equality Act 2010, the need to advance equality of opportunity and the need to foster good relations between persons who share a protected characteristic and those who don't. Some form of equality analysis is required and officers will have to decide how extensive this should be and conduct the analysis before making any orders.
- 13.2 As previously stated the underlying philosophy is that the games should be "green" with all spectator journeys made by public transport, walking or cycling. The proposed measures set out in this report reflect this philosophy and clearly apply to everyone. However specific parking provision is being made within the Olympic Park for disabled people with restricted mobility and the Council is not therefore required to make specific provision.
- 13.3 As its name suggests the Residents and Business Parking Protection Area is intended to protect residential amenity by introducing further controls. Careful consideration has been given to whether this could have any

detrimental impact on disabled or vulnerable residents and where any issues are identified, what mitigation might be put in place.

- 13.4 There is sufficient time to carefully plan any parking suspensions required to facilitate traffic movement on or around the ORN. As such it will be possible to designate alternative parking places where necessary and practical; preference being given to the needs of disabled and then residents.
- 13.5 Where penalty charges are issued for parking infringements, Council Officers have the ability to consider and take into account any mitigating circumstances that gave rise to the infringement. This includes disability issues.
- 13.6 All but one of the measures set out in this report are temporary, and will not therefore have a lasting impact on the Tower Hamlets community. The only exception is the proposed CPZ in Fish Island. This is proposed as an experiment and as such it will be possible to vary it should significant detrimental impacts become apparent. The Council already has an established set of policies for managing Controlled Parking Zones, which Officers propose should be submitted for formal review in mid-2012.

14. SUSTAINABLE ACTION FOR A GREENER ENVIRONMENT

- 14.1 The aim of these proposals is broadly to control the negative impact of unnecessary traffic and to support spectator trips to the Games being almost entirely based on sustainable modes of transport in the spirit of the commitment to create a green Games.

15. RISK MANAGEMENT IMPLICATIONS

- 15.1 The strategy seeks to minimise risk for the Council by ensuring the public understand that Olympic delivery authorities are responsible for the majority of these proposals.

16. CRIME AND DISORDER REDUCTION IMPLICATIONS

- 16.1 The use of ANPR technology will have the potential to support security plans.

17. EFFICIENCY STATEMENT

- 17.1 Any works associated with these proposals will be delivered through existing contracts or in-house resources with costs recovered through agreements with LOCOG and TfL.

18. APPENDICES

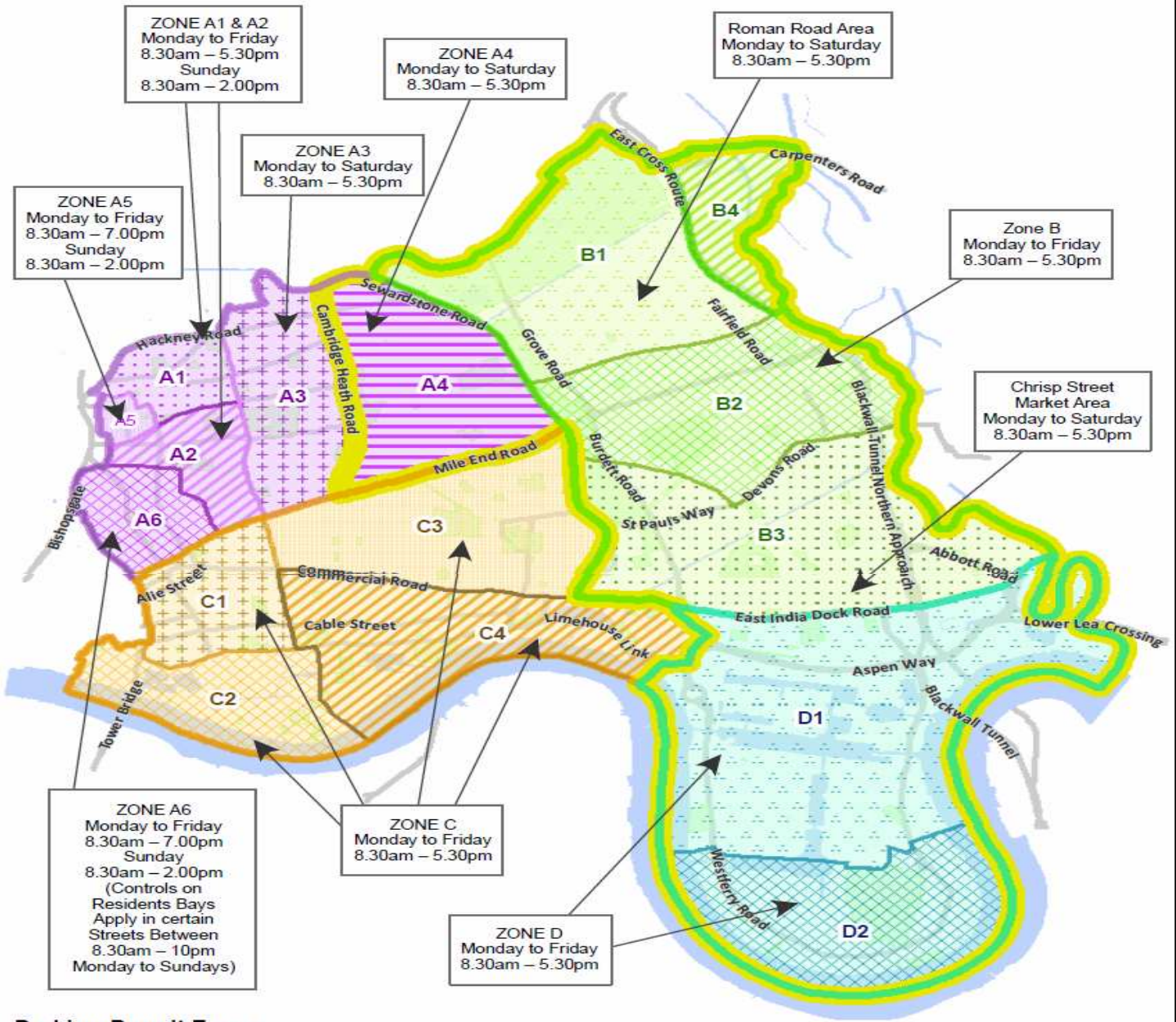
**Local Government Act, 1972 Section 100D (As amended)
List of "Background Papers" used in the preparation of this report**

None

N/A

Appendix 1

Controlled Parking Zones within Tower Hamlets



- Parking Permit Zones**
- Zone A - Bethnal Green Area
 - Zone B - Bow / Poplar Area
 - Zone C - Stepney / Wapping Area
 - Zone D - Isle of Dogs Area
 - Olympic Games "Resident and Business Protection Area"

Pay and Display Charges - £3.50 Per Hour
 ZONES A1, A2, A3, A4, A5, A6, C1, C2, C3, C4
 Pay and Display Charges - £2.00 Per Hour
 ZONES B1, B2, B3, D1, D2

April 2010
 GIS for Development and Renewal

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Agenda Item 6.1

Committee/Meeting: Overview & Scrutiny Council	Date: 10 th January 2012 25 th January 2012	Classification: Unrestricted	Report No:
Report of: Stephen Halsey, Corporate Director CLC Originating officer(s) Heather Bonfield, Service Head Culture, Learning and Leisure		Title: Open Space Strategy Wards Affected: All	

Lead Member	Cllr Rania Khan
Community Plan Theme	A Great Place to Live, A Healthy & Supportive Community
Strategic Priority	Improving the Public Realm, Helping People to Live Healthier Lives

1. **SUMMARY**

- 1.1 The Open Space Strategy (OSS) received Cabinet approval in December 2005 to operate from April 2006 to 2016. A commitment was given to review the strategy at its mid-term point.
- 1.2 The strategy has been highly successful in leveraging approximately £20m of investment in parks and open spaces, including significant sums from the Heritage Lottery Fund for Victoria Park and St George's in the East Gardens. Investment has resulted in improved satisfaction with parks and open spaces (as measured by the ARS) increasing from 39% rating the service good, very good or excellent in 2005 to 60% in 2011.
- 1.3 This mid-point review has confirmed the positive impact of investment over time on resident perception over a period where there has been no net increase in open space across the borough. The review has also resulted in:
 - identification of investment priorities for the second phase of implementation
 - identification of sites for new open spaces
 - the OSS forming a key part of the Local Development Framework (LDF) evidence base.

2. **DECISIONS REQUIRED**

Overview & Scrutiny Committee is recommended to:

- 2.1 Comment on the draft Open Space Strategy in Appendix 1, in accordance with the Budget and Policy and Framework Procedure Rules contained in Part 4 of the Constitution
- 2.2 Note that detailed action planning for the strategy will be aligned with the annual budget cycle in light of the medium-term reductions in funding from central government.

Council is recommended to:

- 2.3 Adopt the Open Space Strategy in Appendix 1, subject to any amendments made by the Mayor in line with 2.1 above.
- 2.4 Note that detailed action planning for the strategy will be aligned with the annual budget cycle in light of the medium-term reductions in funding from central government.

3. **REASONS FOR THE DECISIONS**

The Open Space Strategy is a key reference document guiding investment in the borough's green spaces and development negotiations for new or better open spaces, and open space service improvements. This is an essential role as the borough remains significantly deficient in open space and the density of population planned for the borough will increase substantially over the next ten years. Local residents are becoming increasingly sensitive to this deficiency as a limited number of parks and open spaces will be required to cope with ever increasing use and demand.

The Open Space Strategy is part of the Council's Budget and Policy Framework and is subject to the Budget and Policy and Framework Procedure Rules contained in Part 4 of the Constitution. Adoption of the strategy is reserved to Full Council following consultation with the Overview & Scrutiny Committee.

4. **ALTERNATIVE OPTIONS**

If the Open Space Strategy is not refreshed, the Council will risk its ability to plan effectively for open space provision in an area that is expected to see significant housing, employment and population growth. The Council will also risk not adhering to National Planning Policy Guidance, the emerging National Planning Policy Framework, and the Mayor of London's 'London Plan' around the responsibilities of Planning Authorities. Taking no action will also mean that the Open Space Strategy will not be properly aligned with the Council's

2011 Community Plan review and the Local Development Framework (LDF) Core Strategy.

The Council might revise the Open Space Strategy in different ways, but the proposed revisions are considered to be the best way forward for reasons set out in the report. A different approach might require further analysis.

5. BACKGROUND

- 5.1 The Cabinet Meeting of 7th December 2005 adopted the OSS to run from April 2006 to 2016. The Cabinet agreed that there should be a review of the OSS at its midterm point.
- 5.2 This review has been timed to link with the development of the LDF Core Strategy 2025, the related Development Plan Documents (DPDs), and the work undertaken to develop the Green Grid (GG) Strategy. The OSS review has been progressed in conjunction with the DPD development processes and is cited in the LDF as being part of the evidence base that underpins planning for publicly accessible open space in the borough.
- 5.3 Officers have reviewed and updated the OSS in relation to the Community Plan and LDF developments. An independent quality audit has been completed and relevant findings incorporated. Analysis of the impact of 'Place level' localised neighbourhood planning has been undertaken with reference to projected population growth and other demographic information.

6. BODY OF REPORT

Access to Publicly Accessible Open Space & Needs Assessment

- 6.1 Open spaces are categorised in planning terms by their function and size. The Mayor of London's 'London Plan' states that Londoners should have access to a local park (of 2ha or above allowing for active recreation) within 400 metres of their home. The 2006 OSS identified that due to size and location factors, most spaces in Tower Hamlets are required to serve the community as though they were in a larger size category meaning they are used more intensively than parks and open spaces elsewhere in country.
- 6.2 Tower Hamlets has a very limited number of spaces of 2ha and above and even the number of spaces above 1ha – the absolute minimum to provide for active recreation – does not provide full coverage of the borough, leaving residents in some areas of the borough without decent access to open space.
- 6.3 As the population grows, existing open spaces will be more intensively used. The Core Strategy established an open space monitoring standard of 1.2ha/1,000 residents based on the provision that existed in 2006. Population growth means that since then, the amount of open space has

fallen to approximately 1ha/1,000 residents. This trend is set to continue with the population projected to grow substantially to 2025. The current strongly supported campaign to protect King Edward Memorial Park from being used as a major construction site by Thames Water for a number of years demonstrates the importance residents are increasingly placing on access to limited open space.

- 6.4 A well structured strategic approach supported with clear policies must be maintained if the Council is to continue to be able to develop and improve open spaces to support different uses. The major investment required to bring together sites to provide for significant additional open space or major new parks in the borough is unlikely to be forthcoming from any quarter. Therefore priority investment in its existing parks and open spaces must be the key to managing local perceptions, maximizing access, coping with increasing levels of wear and tear, and addressing the diverse demands on space which are often in conflict (such as sports use, quiet enjoyment, bio-diverse habitat, and site security fears).

Quality Audit & Report

- 6.5 The 2006 OSS set out a prioritised schedule of sites for investment. This was based on site scores obtained through a comprehensive quality audit along with a set of weightings that included local access to open space, local levels of deprivation, access to alternative sites, conservation needs and other factors. Over the last five years there has been a sustained programme of improvements delivered across the borough which has sought to address the qualitative deficiencies identified in the study.
- 6.6 The OSS has proven to be very effective in supporting investment. Around 87% of the most deficient spaces have received some degree of investment in the last five years. To ensure that the OSS remains an effective reference tool for future investment planning, the qualitative assessment has been updated through a full quality audit of the borough's existing and potential open space and the findings have been incorporated into the strategy.
- 6.7 Based on the revised quality assessment a prioritised list for investment has been developed to guide resource allocation during the second phase of implementation (2011 to 2016). This can be found at Appendix E of the strategy.
- 6.8 The 2011 update of the OSS is largely a technical exercise to review the strategy and ensure it provides sound technical assessment of demand and supply in support of the emerging Development Plan Documents. The strategy does not make recommendations to day to day management of parks but identifies areas of future open space provision and site improvements based on clear geographical assessment.

Consultation

- 6.9 Formal consultation on the strategy was held from 19th September – 28th October 2011. During the consultation process residents had the opportunity to complete a survey online or a hard copy by post. A number of drop-in sessions were held at Idea Stores and libraries across the borough, and separate workshops were organised specifically for key stakeholders, young people, and a Members drop-in session.
- 6.10 Consultation focused on:
- what sorts of improvements should be made to those sites that had been highlighted as being areas for priority investment
 - what kinds of functions that future open spaces should cater for
 - how the Council should balance the competing priorities of different stakeholders and interest groups, given the limited resources.
- 6.11 The latest data relating to Parks from the Annual Residents' Survey and Park User Survey was considered in parallel to this consultation activity. Formal consultation findings were broadly line with survey results, in particular around the desire to see:
- existing facilities upgraded
 - improved safety and security
 - more areas set aside for relaxation
 - more areas set aside for children and young people

7. COMMENTS OF THE CHIEF FINANCIAL OFFICER

- 7.1 The report sets out the purpose and scope of the Open Space Strategy midterm review which will assist in guiding and managing investment priorities in new and existing green spaces within the borough.
- 7.2 Whilst the strategy has been successful in levering in approx £20m of investment since 2006, it is unlikely that future resources will be forthcoming to support significant investment. The changes to the Capital funding arrangements will impact on the available capital resources along with determining the prioritisation of Section 106 funding for Supplementary Planning Document proposes mentioned in section 13.
- 7.3 The OSS will therefore need to continue to underpin the key decisions in relation to the allocation of the limited resources available set against the investment priorities.

8. CONCURRENT REPORT OF THE ASSISTANT CHIEF EXECUTIVE (LEGAL SERVICES)

- 8.1 It is important for the Council to have policies which are up to date and reflect the changing landscape of the borough. To this end, the revisions to the Open Space Strategy, which was adopted over 5 years ago, are necessary to ensure the strategy remains relevant and can be relied on to represent the current policy situation. The Open Space Strategy plays a key role in assisting the Council to accord with Government Guidance in PPG 17 (Planning for Open Space, Sport and Recreation) insofar as the Strategy will be a key document informing future Development Plan Documents and Supplementary Planning Documents including the Managing Development DPD and Site.
- 8.2 The Open Space Strategy has been added to the Council's policy framework pursuant to the power in regulation 5 of the Local Authorities (Functions and Responsibilities) (England) Regulations 2000. The effect of this decision is that the Open Space Strategy may not be approved by the Executive (the Mayor), but must instead follow the statutory decision process as set out in the Budget and Policy Framework Procedure Rules at Part 4.3 of the Council's Constitution. This requirement informs the recommendations set out in section 2 of the report.
- 8.3 Should full Council adopt the updated Open Space Strategy, it will serve as an overarching strategy that guides investment in green spaces and informs the Local Development Framework and in turn local development. It will not attract the same weighting in terms of the Council's local planning policy. However approval by Council will see the Strategy approved as a key strategic policy tool to inform Local Development Framework documents.
- 8.4 Before adopting the strategy, the Council must have due regard to the need to eliminate unlawful conduct under the Equality Act 2010, the need to advance equality of opportunity and the need to foster good relations between persons who share a protected characteristic and those who don't. Information relevant to this is set out in the One Tower Hamlets section of the report, in the strategy itself and in the associated action plan.

9. ONE TOWER HAMLETS CONSIDERATIONS

- 9.1 The OSS is about providing access to high quality open space within easy reach for all residents of the borough. The Strategy identifies areas of greatest deficiency and limited accessibility to open space and prioritises these areas for future investment. Implementation of the strategy will increase accessibility to, and provision of, parks and open spaces across the borough for all sections of the community. It is recognised that due to the high density of the borough, equality of physical access remains a challenge.

10. SUSTAINABLE ACTION FOR A GREENER ENVIRONMENT

- 10.1 Biodiversity and sustainability are two of the key issues that the OSS addresses. Although demand for biodiversity and sustainability is not easily measurable in specific terms, the strategy recognises the significant body of evidence around the need for people to have contact with nature in their everyday lives.
- 10.2 Open spaces are therefore considered to be fundamental to the environmental and social health of the borough. For example, how trees and other plants can help reduce pollution and improve air quality, or how diverse habitats provide educational resources in an area where many schools have limited or no outdoor space of their own.
- 10.3 Biodiversity was also one of the criteria used in the quality audit, in order to assess which current open spaces should have highest priority for investment

11. RISK MANAGEMENT IMPLICATIONS

- 11.1 None

12. CRIME AND DISORDER REDUCTION IMPLICATIONS

- 12.1 Resident surveys suggest that the fear of crime in parks is low compared to more general community crime concerns. However, the OSS includes objectives associated with designing out crime as part of the investment cycle.

13. EFFICIENCY STATEMENT

Capital

- 13.1 As a consequence of changes to Capital funding made by the Chancellor in the October 2010 Spending Review, Councils will have less capital available to spend, and borrowing will be more expensive. A capital allocation of £1,816,000 has been identified to support the Victoria Park project for the next two years, but there is no allocation to improve other borough parks. In the current financial climate some charitable sources of funds are also being reduced. The strategy is designed to target limited capital resources more effectively.
- 13.2 The slow-down in housing and other commercial development means that there may be fewer schemes generating funds through developer contributions over at least the medium term. This has been offset to some degree through more effective monitoring systems and identification of

developer contribution requirements for publicly accessible open space for all relevant developments.

- 13.3 The Council has prepared a new Planning Obligations Supplementary Planning Document (SPD) which will set out the approach to be taken for calculating those obligations arising from development. Social Housing remains a clear priority and it does make reference to on site provision of new publicly accessible open space, or (where this is not possible) it sets out the calculation of sums to be spent on acquiring or improving publicly accessible open space off site. This SPD will enable a considered approach to securing contributions.

Revenue

- 13.4 Due to medium-term financial uncertainty annual action plans will be developed and aligned with the budget cycle. The action plan associated with the OSS details overarching objectives rather than specific actions for this reason.

14. APPENDICES

Appendix 1 Open Space Strategy

Local Government Act, 1972 Section 100D (As amended) List of “Background Papers” used in the preparation of this report

Quality Assessment

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**An Open Spaces Strategy for the
London Borough of Tower Hamlets
2006 – 2016**

**Mid-point update
December 2011**

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SECTION 1: THE NEED FOR AN UPDATED OPEN SPACE STRATEGY

The Case for an Open Space Strategy

- 1.1 Parks and open spaces offer many benefits for people and communities, the environment, wildlife and the local economy. The overall provision of publicly accessible open space is low in Tower Hamlets compared to most other London Boroughs and national standards, and some parts of the borough are acutely deficient. The borough has a growing population which combined with plans for additional housing presents a changing picture of need over the coming years.
- 1.2 A strategic approach is required to protect existing spaces and to ensure that the most effective use is made of resources for improvements to access, quality and availability of publicly accessible open space. A key function of the Strategy is to identify the measures required to mitigate the impacts of a growing population based on an assessment of future need relative to current provision.
- 1.3 Updating the Strategy focuses on refreshing the quantitative and qualitative assessment of open space in Tower Hamlets to guide future investment in new and existing open space. The update also ensures that the Strategy remains consistent with the refreshed Community Plan. The Strategy is not intended as a day to day guide to service management but as a tool for safeguarding the benefits of open space for future residents.
- 1.4 Tower Hamlets covers an area of less than 8 square miles. It has an estimated population of over 250,000, which is growing rapidly with an increase of over 60,000 since 2001. Tower Hamlets now has one of the highest population densities in London and one of the highest levels of high-rise housing. These two facts have a profound implication for the provision, role and quality of open space in the borough.
- 1.5 At the same time as seeing significant job growth in the financial sector, Tower Hamlets remains one of the most deprived areas in the country. About three-quarters of children living in Tower Hamlets are in low-income families. Unemployment rates are significantly above London and national rates. The percentage of claimants who are long-term unemployed (over 6 months) is significantly higher than for both Greater London and England.
- 1.6 Open spaces, and particularly parks, are playing an increasingly important role for tourism by providing some of the most striking images of the borough and an important infrastructure to support some of the largest festivals and events in the UK. The potential for open spaces to contribute to economic regeneration must continue to be developed, but increased event usage needs to be managed carefully.
- 1.7 Tower Hamlets' population is ethnically diverse. The GLA 2010 Round Ethnic Group Projections identify that in 2011 almost half (46.6%) of the population is made up of minority ethnic groups. The largest of these groups is the Bangladeshi community, comprising 29.6% of the population. It is the largest

single minority ethnic population of any London borough. There are also sizeable Chinese and African groups, including a growing Somali community.

- 1.8 A significant number of young people live in Tower Hamlets. 19.3% of the population is under 15 years old, compared to 19.1% for Greater London. The 20 - 39 year old age group represents 46.7% of the total population compared to 35.2% for Greater London.
- 1.9 With such a young and very diverse population in place, parks and open spaces must be developed and improved to provide for a wide range of uses and needs. In particular, the social, educational and recreational needs of young people need to be addressed.
- 1.10 Of the 19 Tower Hamlets wards, 13 are amongst the 3% most deprived wards in England and Wales. The population has relatively high levels of adult and infant mortality compared to Greater London, and England and Wales. The percentage of the working age population receiving incapacity benefit is also higher than national and regional figures. There are a relatively high number of children and young people with multiple disabilities.
- 1.11 The health benefits of regular exercise and access to green spaces is well established. Poor health and inequality in the Borough can in part be ameliorated by increased and better use of its open spaces.
- 1.12 Overcrowded housing is a problem in Tower Hamlets. 29% of households are registered as overcrowded compared to 24.6% for inner London and 7% nationally; consequently demand for housing significantly exceeds supply. The high proportion of households on housing benefit is indicative of the relative levels of poverty.
- 1.13 As a densely populated Borough with large numbers of residents without access to a private garden and a rapidly increasing daytime workforce those open spaces that exist need to be of the highest quality and support an increasing range of demands. The speed and scale of regeneration and development in the borough presents both opportunities and challenges in relation to the provision of adequate, good quality, sustainable open spaces.

Parks and Open Spaces and the Community Plan

- 1.14 The Council's vision is to improve the lives of all those living and working in Tower Hamlets. It is a vision that is shared by all partners in the Tower Hamlets Partnership, which comprises residents, the Council and other public service providers, businesses, faith communities and the voluntary and community sector.
- 1.15 Parks and open spaces play a significant role in delivering this vision and they contribute to the four interdependent themes of the borough's Community Plan.
- 1.16 A great place to live: Tower Hamlets will be a place where people live in quality affordable housing, located in clean and safe neighbourhoods served by well connected and easy to access services and community facilities.

1.17 Parks and open spaces:

- enhance the visual appearance of the Borough
- are the places that help people define and connect with their local community and are valuable cultural assets in their own right
- are in some cases the remaining fragments of the medieval landscape of the area, or are important designed landscapes or contain historic features of great heritage significance, such as the Commonwealth Memorial at Trinity Square Gardens (see Appendix F)
- offer peace and quiet and the opportunity to enjoy semi-natural landscapes and contact with nature
- are the only places that offer significant wildlife habitats in Tower Hamlets
- improve air quality by removing dust and adding oxygen, they reduce summer temperatures, and reduce the run-off into drainage systems during storms
- provide attractive routes for pedestrians and cyclists as alternatives to busy roads.

1.18 A prosperous community: Tower Hamlets will be a place where everyone, regardless of their background and circumstances, has the aspiration and opportunity to achieve their full potential.

1.19 Parks and open spaces:

- are used for educational activities by schools, universities, volunteer groups and individuals monitoring wildlife or taking part in guided walks and talks
- encourage tourism as well as inward investment to benefit the local economy.

1.20 A safe and cohesive community: Tower Hamlets will be a safer place where people feel safer, get on better together and difference is not seen as a threat but a core strength of the Borough.

1.21 Parks and open spaces:

- are freely accessible to everyone in the community at the point of access
- promote community cohesion (by providing meeting spaces and events and festivals) and social inclusion.

1.22 A healthy and supportive community: Tower Hamlets will be a place where people are supported to live healthier, more independent lives and the risk of harm and neglect to vulnerable children and adults is reduced.

1.23 Parks and open spaces:

- improve the health and well being of individuals, supporting active, healthy lifestyles

- offer the chance for children to run and play freely in natural surroundings or to have fun in formal play facilities
- provide the principal opportunities for a wide range of formal and informal outdoor sports.

An Open Space Strategy that Supports Sustainable Growth

- 1.24 National Planning Policy Guidance (PPG) 17 and the emerging National Planning Policy Framework (NPPF) identify that Planning Authorities like Tower Hamlets Council should make provision for open space. PPG 17 establishes principles and guidelines that include assessment of need, the setting of local standards, maintenance of adequate supply and the planning for new spaces to meet local demand. The emerging NPPF takes a lighter touch approach, suggesting that planning policies should include assessments of quality and quantity of open space.
- 1.25 The Mayor for London's London Plan states that boroughs should:
- Follow the guidance in PPG 17 and undertake audits of all forms of open space and assessments of need. These should be both qualitative and quantitative, and have regard to the cross-borough nature and use of many open spaces.
 - Produce Open Space Strategies that cover all forms of open space. These should identify priorities for addressing deficiencies and should set out positive measures for the management of open space. These strategies and their action plans need to be kept under review.
- 1.26 The refreshed Tower Hamlets Open Space Strategy meets the recommendations of PPG17 and the draft NPPF and will enable the Council to effectively plan for open space provision in an area that is expected to see significant housing, employment and population growth.
- 1.27 The 2006 Open Space Strategy was prepared to provide a policy and structural framework for the provision, protection and improvement of publicly accessible open space in the borough. Through the 2011 review process it is being updated so as to be consistent with the Council's 2011 Community Plan review and the Local Development Framework Core Strategy (Core Strategy), which will guide the spatial development of the Borough over the coming decade.

Key Points

- 1.28 The quality, amount, and access to open space are key issues that impact on the ability of the Council and its partners to deliver the Community Plan vision.
- 1.29 The revised Strategy directly addresses planning guidance requirements and sets out clear strategic approaches that underpin the Council's Local Development Framework and forms part of the related evidence base.

- 1.30 Existing open space is a scarce and already overstretched resource that will come under much more demand in the next decade and beyond to 2025 due to significantly increased residential and daytime densities.
- 1.31 As a result of this, the open spaces that do exist must be upgraded to cope with often competing demands and in particular to take account of the following :
- The need to use these spaces much more effectively to directly address the boroughs significant health inequalities and encourage healthier, lifestyles including sport.
 - The needs of a growing population of young people
 - The demands of the festival programme (fundamental to community cohesion and important to tourism) on the open spaces that provide many of the venues.
 - Biodiversity and sustainability.

Section 2: Scope and purpose of the Open Space Strategy

Purpose

- 2.1 The purpose of the updated Open Space Strategy 2011 is to enable the Council and its partners to:
- have a better understanding of current and future open space demand
 - map the supply of open space in terms of its quantity and distribution, its quality and its accessibility
 - provide a framework to inform planning and development for new publicly accessible open space provision
 - inform the targeting of investment to where it is most needed
 - protect open space with effective policies
 - comply with the requirements of the Government policy guidance, the London Plan and with good practice
 - deliver improved parks and open space provision for the residents, workers and visitors of Tower Hamlets

Defining Open Space

- 2.2 The London Plan provides a definition of 'Open Space', and this has been used in the preparation of this Strategy to capture the quantum of all open space available.

All land use in London that is predominantly undeveloped other than by buildings or structures that are ancillary to the open space use. The definition covers the broad range of open space types within London, whether in public or private ownership and whether public access is unrestricted, partially restricted or restricted.

- 2.3 For the purpose of producing an Open Space Strategy, the definition does not include private residential gardens or incidental areas, such as road verges, or streets (unless these form part of a link in the open space network).

- 2.4 In line with the London Plan the Core Strategy establishes two local definitions¹ in relation to open space. A broad definition which includes areas of green space such as housing amenity greens and water bodies (Blue Space):

All open space that offers opportunity for play, recreation and sport or is of amenity value including land, as well as areas of water such as rivers,

¹ Core Strategy Development Plan Document 2025, page 131

canals, lakes and docks. This wider definition covers all open space, whether in public or private ownership, where public access is unrestricted, partially restricted or restricted.

- 2.5 The second definition identifies the criteria for Publicly Accessible Open Space:

Open space will be considered to be publicly accessible, where access for the public is secured by virtue of legal agreements and formal arrangement; whether it is in public or private ownership. Publicly accessible open space will not include areas of water such as rivers, canals, lakes, docks or incidental spaces.

- 2.6 In preparing an updated Strategy, the emphasis is placed upon the quality and availability of publicly accessible open space as it is such space which provides for the needs of residents. However, other types of open space are also relevant, in particular where there is an opportunity to achieve the criteria of publicly accessible open space, and especially where this can address areas that are currently deficient or which might become deficient in provision due to population increase or planned developments. A table of open space typologies is attached as Appendix B.

Planning Policy Guidance Note (PPG) 17 on Planning for Open Space, Sport and Recreation & the Mayor's Guidance on Open Space Strategies

- 2.7 The Strategy conforms with national and regional policy guidance and provides:

- an assessment of current needs and future demographic trends
- an assessment of the quantity, quality, availability and accessibility of the spaces and their capacity and suitability to meet both current and future local community needs

- 2.8 The Government published PPG 17 in 2002 and will in due course be replaced by the emerging National Planning Policy Framework. The policy guidance stresses the role of open space in supporting an urban renaissance, promoting social inclusion and community cohesion and promoting sustainable development. The policy guidance requires robust assessments of need as well as audits of the number, quality and use of existing open spaces to be undertaken. Open spaces cannot be disposed of or have planning permission granted without such assessments having been carried out.

- 2.9 PPG 17 requires Local Authorities to set local open space standards, including quantitative, qualitative and accessibility thresholds. It states that Local Planning Authorities should formulate effective planning policies to protect open space and ensure adequate provision of high quality open spaces, and that Local Planning Authorities should seek opportunities to remedy deficiencies in provision in terms of quantity, quality or accessibility.

- 2.10 Other PPG and Planning Policy Statements (PPSs) that affect the planning context for open space include Housing (PPG3), Biodiversity and Geological

Conservation (PPS9), Transport (PPG13) and Flood Risk (PPG25). Government has announced its intention to provide streamlined policy guidance, bringing various existing guidance documents together. However, for the time being PPG 17 remains valid.

- 2.11 The Mayor of London's Best Practice Guidance on Preparing Open Space Strategies was followed in the preparation of the 2006 Strategy and the 2011 update. All open space has a value to the community and contributes to the environmental quality of an area, therefore all open space in Tower Hamlets was identified and assessed, regardless of its public access or defined recreational role. In addition, public open spaces within 1.2 km of the boundary in neighbouring boroughs were assessed, in accordance with the guidance.
- 2.12 For the purpose of identifying overall provision of open space the Council has used the Mayor of London's recommended typologies, where appropriate.
- 2.13 For the purpose of assessing access to open space the Council has used the Mayor of London's recommended pedestrian and public transport user measures for time and distance from the various open space typologies.
- 2.14 For the 2011 review the impact of the Open Space Strategy to date has been evaluated in terms of quality, accessibility and quantum, and the strategic approach and assessment has been adapted to reflect developments in regional and council policy and strategy since 2006.

The Open Space Strategy and the Local Development Framework

- 2.15 The Open Space Strategy is a key document informing local spatial planning policy as expressed in the suite of policy documents making up the Local Development Framework. The Core Strategy identified the Open Space Strategy as one of the mechanisms for identifying sites for new publicly accessible open space. It also identified the Open Space Strategy as the delivery mechanism for improvements to existing publicly accessible open space.
- 2.16 The Core Strategy was formally adopted by Full Council on 15th September 2010. It presents a new emphasis on planning at a local level and establishes the concept of 'Place-making' through a spatial arrangement of 24 places (the Hamlets) across the Borough. In reviewing provision of open space, the 'Places' provide a new focus for local provision and a reference for defining and tackling deficiencies through improvement and development opportunities (see 'Places' map Appendix A) at a local level. Unlike administrative boundaries like wards, the 'Places' are more aligned to people's daily experience of the area in which they live.
- 2.17 Supporting the aims and objectives of the Core Strategy and localised neighbourhood level planning, the 2011 Open Space Strategy includes an evaluation of provision at 'Place' level.
- 2.18 Recognising the deficiency of open space as identified in the 2006 Open Space Strategy, the Core Strategy establishes access to nature and open

space as a key principle underpinning the spatial vision for Tower Hamlets. It sets out a four themed approach to delivering a network of open spaces:

- Protect - Protecting and safeguarding all existing open space such that there is no net loss.
- Create - Maximising opportunities for new publicly accessible open space.
- Enhance - Improving the quality, usability and accessibility of existing publicly accessible open spaces.
- Connect - Creating new green corridors and enhancing existing ones to connect publicly accessible open spaces to main destination points.

These high level Core Strategy policies are underpinned by detailed guidance and policy statements contained in the Managing Development Plan Document (DPD).

- 2.19 The DPD sets out the detailed place based approach to development and improvement. It identifies site allocations for different key uses, including strategically important new publicly accessible open space, spatial policy areas, guidance for placemaking elements and how these will contribute to achieve the visions for each of the 24 places. The DPD will contain a detailed spatial vision for each place and the Core Strategy recognises the need to ensure that places have a range and mix of high quality, publicly accessible green spaces that promote biodiversity, health and well-being.
- 2.20 The DPD also sets out guidance for the planning application process and detailed policies to inform the process of assessing planning applications. The function of the DPD is to provide clear criteria-based policies to inform planning decisions and manage sustainable development. The DPD will set clear policies on how individual developments must conform to the Core Strategy principles of Protect, Create, Enhance and Connect.
- 2.21 The Open Space Strategy supports the DPD by identifying areas of search to deliver new *strategic publicly accessible open space*, meaning those spaces of circa 1.2ha to 2ha or greater in size that are designed to cater for active recreation in areas of population growth. Areas of search will be evidenced through an updated spatial analysis which takes account of the projected population growth through residential development to 2025. The evidence will support the identification of specific sites, and their designation as publicly accessible open space.
- 2.22 The Open Space Strategy provides the quantitative needs assessment that will underpin DPD policies to protect existing open space. The Strategy also informs DPD policies to enhance and create new open space by providing an analysis of future development and population growth on existing open space.

The Green Grid Strategy and the Local Development Framework

- 2.23 The Tower Hamlets Green Grid (THGG) forms part of the Local Development Framework evidence base and has informed the Core Strategy approach to connecting publicly accessible open space. The THGG has been developed in

response to the Borough's deficiency in open space, and seeks to improve access to existing open spaces and create a network of new open spaces.

- 2.24 The THGG provides the guidance and objectives for improving connections between green spaces to create green corridors across the Borough. It informs the justification and allocation of open space contributions to connectivity projects as identified through the THGG.
- 2.25 The THGG will inform the DPD in relation to the delivery of new local publicly accessible open space provision and development of a greener public realm. Projects to connect existing spaces and opportunities to create new smaller spaces as identified in the THGG will inform the placemaking elements contained in the place plans.
- 2.26 Proximity of development sites to routes and locations along a route will inform the focus of applying DPD policies to individual developments. It is anticipated that developments along routes will address the THGG by providing on site open space onto the route frontages.
- 2.27 In order to clarify the relationship between and functions of the THGG and the Open Space Strategy a diagram showing the defined purposes of these documents is attached at Appendix C.

Section 3: Regional and Sub Regional Policy Context

The London Plan

- 3.1 The London Plan sets out a Spatial Development Strategy for Greater London, and specifically identifies the role for public open spaces. It sets out an open space hierarchy by size and accessibility standards. The London Plan states that every Londoner should be able to access a Local Park within 400 m of their home (about 5 minutes' walk) and a District Park within 1.2 km (about 15 to 20 minutes walk). It stresses:
- the value of open space
 - the need to protect metropolitan open land, locally important open space, green chains and important wildlife habitats
 - its support for improved access to and connections between spaces
 - the need to create new open spaces and improvements in existing provision where there are deficiencies
 - the need to ensure equal access
 - the need for boroughs to prepare open space strategies
 - the value of the Blue Ribbon Network (the rivers, canals, docks and other water links and spaces in London) for linkages, biodiversity and recreation

The East London Green Grid Framework

- 3.2 The East London Green Grid Framework exists to guide the implementation of the aims of the Mayor's London Plan by providing the sub-regional framework for open space enhancement. It identifies where stakeholders will be able to shape their policies and actions to deliver projects to the strategic network as an integral part of achieving social and economic regeneration.
- 3.3 The East London Green Grid is an inter-linked network of multi-functional green spaces and public rights of way, which contribute to the environmental enhancement of East London and enable the creation of sustainable communities within the Thames Gateway. Delivering the East London Green Grid will involve the creation of new public areas and the enhancement of existing parks and green spaces. The East London Green Grid concept is not designed to displace current open space projects or programmes, but to strengthen the awareness and support for their delivery and management under a single strategic banner.
- 3.4 The Vision for the East London Green Grid is:
- 'A living network of parks, green spaces, river and other corridors connecting urban areas to the river Thames, the green belt and beyond.'*

The objectives of the East London Green Grid are to:

- Deliver new and enhance existing public spaces that promote vibrant, sustainable landscapes for East London communities
- Provide high-quality strategic public areas along the river tributaries and green areas
- Provide a diversity of leisure, recreational uses and landscapes for people to escape, relax, learn, play and enjoy, and promote healthy living
- Manage water collection and flood risk with multi-functional spaces
- Provide beautiful, diverse and managed green infrastructure to the highest standards for people and wildlife

Lea Valley and the Olympic Park

- 3.5 The Lee Valley Park Authority owns 20 per cent of the Olympic Park and will provide long term management of four venues and associated open space after the London 2012 Games as part of the Games' legacy. An additional two miles of open space will be added to the park, improving the green link through the Olympic Park to the Thames.
- 3.6 The Olympic Park is designed to provide a green backdrop for the Games and a new green space after 2012 for people and wildlife living in and around the area. The southern part of the Olympic Park includes riverside gardens whilst the northern area will use green techniques to manage flood and rain water, while providing quieter public space and a range of wildlife habitats. The Olympic Park will be the UK's largest ever urban river and wetland planting scheme. Around 2,000 semi-mature British-grown trees will be planted in the green spaces, and a further 2,000 trees will be planted on the Olympic Village site.

Key Points

- 3.7 The Council's Open Space Strategy must link effectively with other regional strategies including the East London Green Grid, Lee Valley and Olympic Park legacy plans, and with related local strategies already established for the borough.
- 3.8 Close working with the Olympic authorities and Lea Valley Park Trust must continue to ensure that residents of Tower Hamlets benefit from the opportunities for new open space that this brings particularly in the Lea Valley.

Section 4: Methodology and Open Space Hierarchy

Methodology

4.1 In 2005 external open space assessors were appointed to develop and implement a research programme to support the development of an Open Space Strategy for the Borough. They undertook the following tasks to understand the supply of open space in Tower Hamlets:

- Review of current site information on parks and open spaces
- Desk-top study to identify all parcels of open land² from existing sources of information, cross checked from aerial photos and ground verified
- Classification of all open spaces identified (typology)
- Site verification
- Identification of degree of public accessibility
- Consideration of size threshold for quality audit
- Quality audit of sites with public access
- Refinement of PPG17 typology to take local characteristics into account

4.2 For the 2011 review this research has been updated to take account of:

- Loss and gains in open space provision since 2005
- Changes to the recommended typologies and classifications of land (GLA)
- Additional analytical requirements arising from the Core Strategy, in particular analysis at 'Place' level
- More detailed information on access points to sites
- The 2011 Quality Audit undertaken based upon the widely used and accepted Green Flag criteria.

4.3 Recent developments in GIS systems also support more sophisticated analysis. The mapping supplement that accompanies the Strategy is being updated to support more detailed Place level analysis and local neighbourhood planning.

² For this purpose, open space does not include private gardens or most areas of housing open space, except where it is obviously publicly accessible and in effect serves as a local park. It includes all open land, including rivers, basins and canals whether in public or private ownership, in use or derelict. School sports grounds that exceed 0.3 ha were included in 2005 but these have not been re-assessed for the 2011 update.

Open Space Hierarchy: Classification and Typology

- 4.4 The Strategy considers all open land in Tower Hamlets whether in public or private ownership, in use or derelict. The “Borough Framework Map”, shows all of the borough’s open space, including rivers, docks, canals and burial grounds. In accordance with the Mayor’s Guidance on Preparing Open Space Strategies, private gardens are not included. An assessment of some housing amenity land was carried out to identify land that currently provides a publicly accessible open space or play ground function. However, the Open Space Strategy should not be considered a definitive guide to open space in planning policy terms. Spaces which perform functions in line with the Core Strategy definition of open space will be considered open space for the purpose of planning decisions.
- 4.5 The Open Space Strategy groups open space based on the Open Spaces Typology set out in PPG 17, and as advocated by the Mayor’s Guidance on preparing Open Space Strategies. This means that the Tower Hamlets’ data is compatible with national and regional data collection and monitoring. Some categories have been sub-divided to suit local circumstances, again as the PPG 17 and the Mayor’s guidance permits.
- 4.6 The classification of sites by typology has been undertaken in accordance with their primary purpose, although many sites are multi-functional in practice. For the Strategy update the typologies for individual sites have been re-evaluated. This has led to minor changes to the designated typology in a small number of cases. For example, Tower Hamlets Cemetery Park was identified as a burial ground in 2005, but the Council acknowledged that it is also a public park and a local nature reserve / woodland, and in view of this the site has been re-designated as a ‘Natural and semi-natural urban green space’.
- 4.7 The table below presents a breakdown of the Borough’s open spaces by typology:

PPG 17 & GLA Typology	Local Typology	Number of sites
Parks and gardens	Metropolitan Park***	1
	District Parks***	1
	Local Parks & Gardens***	9
	Small Local Parks & Gdns.***	47
	Pocket Parks***	52
Provision for children and teenagers	Playground***	7
Natural and semi-natural urban green space	Ecological (equating to semi-natural spaces), where a site’s primary function is wildlife habitat; none of these sites in Tower Hamlets is publicly accessible ***	1
Amenity green space	Housing open space	8
Green corridors	The canals function as green corridors but are classified	Nil

	here as civic / water front (see below) since these are particularly important in Tower Hamlets	
Accessible countryside	None in Tower Hamlets	Nil
Outdoor sports facilities	Outdoor sports facilities (all in school grounds, therefore not fully accessible to the public without specific agreement)	Nil
Brownfield land	Brownfield land (note no sites >0.3 ha. were found; there are operational open spaces such as car parks and gas works which have not been included)	Nil
Churchyards and cemeteries	Burial grounds***	9
Allotments, community gardens and city farms	Allotments / city farms***	6
Civic space	Civic space / water front	17
	Total	158

Note *** = sites that have been counted towards the Tower Hamlets open space provision standard.

Section 5: The Quantity of Open Space

Open Space Standards

- 5.1 The adequacy of open space provision has traditionally been assessed by comparing the area of open space to the total population within a given geographic area. PPG 17 states that local authorities should set local standards for open space provision and that these should be incorporated into development plans.
- 5.2 A key issue for this strategy to consider is an appropriate standard for an inner London Borough like Tower Hamlets. In order to understand the adequacy of overall provision, the Council compared actual provision with the Field in Trust Standard of 2.4 hectares per 1,000 population. This standard has long been used as the national benchmark for open space provision and is still used for comparison purposes. The standard was developed to quantify the amount of open land required for the sports and play needs of local communities and it therefore focuses on green space that is fully accessible to the public and that can be used for these purposes. It follows that not all types of open space can be counted as contributing towards this type of provision.
- 5.3 Certain types of open space have been excluded from the calculation of quantum for publicly accessible open space, specifically; canals, docks and river spaces, most housing amenity areas, privately owned closed grounds, and other such land. This is consistent with the definitions set out in the Core Strategy.
- 5.4 The 2006 Open Space Strategy established a local standard of 1.2 hectares (ha) per 1,000 head of population. This standard was based upon the open space provision that existed in the borough in 2005. The local standard was just half of the minimum provision recommended by Fields in Trust.
- 5.5 The Core Strategy identifies that in order to deliver the local standard, and against a background of rising population numbers, the council would need to provide an additional 99ha of publicly accessible open space by 2025 (approximately the area of Victoria Park and Mile End Park combined). The Core Strategy recognises that in the context of acute housing need in the Borough such quantities are not achievable.
- 5.6 At the same time the Core Strategy confirms the need for high quality and accessible open space to support sustainable growth. It confirms that the 1.2ha standard will continue to be used as a monitoring standard to justify local need and identify the impact of new development on existing open space.

Borough-wide Open Space Quantity

- 5.7 Using 2001 census data it was determined that the overall provision of open space across the Borough in 2005 was 1.2 hectares per 1,000 population, or just half of the national guidance standard of 2.4 hectares.

- 5.8 Since 2001 the population of the borough has increased significantly. Over this period there has been some new provision of open space but this has not been sufficient to keep pace with the growth in population. The results of the 2011 census are not yet available to confirm current population levels. However, the Council has developed a population model underpinning the Core Strategy and the Open Space Strategy draws on this model to project future open space requirements. The model identifies 2010 population levels to be 253,019, and that by 2025 there will be 346,502 people living in Tower Hamlets.
- 5.9 Based on the current amount of open space there is an average provision of 0.98ha per 1,000 residents at 2010 levels. If there is no additional open space provision by 2025 this will have dropped to 0.72ha per 1,000 residents.
- 5.10 The assessment of hectares per thousand residents does not take into account the transient populations of workers, students and visitors who also use Tower Hamlets' open spaces. For example, the Council knows that workers from Canary Wharf make use of local sports facilities such as ball games areas and grass pitches, adding to demand and to wear. This is an issue for consideration when planning for future provision and when considering the impact of all development, including commercial development.

Local Open Space Quantity

- 5.11 Detailed maps have been developed that indicate levels of deficiency in publicly accessible open space in specific parts of the Borough (see Supplement Maps). It is evident that some parts of the Borough have exceptionally low provision of open space for residents.
- 5.12 For the 2011 review of the Strategy, mapping has been refined to enable planning for open space at 'Place' levels. Using population density modelling from the Tower Hamlets Planning for Population Change and Growth Model, it is possible to estimate the current level of provision per head of population for any given 'Place'. The model serves to further highlight the imbalance of open space provision that exists across the Borough. It is also a useful tool to assess and evaluate the impact of projected population change and to plan for the provision of new publicly accessible open space needs. The mapping identifies the imbalance that currently exists. 20 of the 24 places currently fall below the 1.2ha LDF monitoring standard for publicly accessible open space provision.
- 5.13 The Tower Hamlets Planning for Population Change and Growth Model also makes it possible to estimate the future level of provision per head of population taking into account projected population growth. Further mapping for the 2025 scenario shows the relative deficiency in quantity (area) of public open space that would exist in 2025 if no additional open space is provided. Mile End and Victoria Park are the only Place areas that do not have a deficiency at that time. In some places the level of open space provision may be further reduced by major infrastructure projects such as the proposed Thames Tideway Tunnel construction site affecting King Edward Memorial Park.

- 5.14 Map 15 shows the projected level of deficiency in 2025. This demonstrates that unless further space is provided, some areas of the Borough, in particular those with the highest level of population growth, would see ever greater levels of deficiency when compared with the monitoring standard.

Key Points & Strategic Outcome

- 5.15 Compared to the national guidance standard of 2.4ha of publicly accessible open space, Tower Hamlets as a whole is significantly deficient in open space meaning existing open space will need to be protected adequately through planning policies.
- 5.16 The distribution of spaces across the borough is unequal with particularly low levels of provision in the West, East and South edges of the borough.
- 5.17 Given the projected population growth in all areas of the Borough, pressure on existing open space will increase over the coming decade. All new development will place additional strain on open space and this strain will need to be mitigated through appropriate measures in the planning application process to allow investment in upgrade and provision of new open space.
- 5.18 **Strategic Outcome:** To create wherever possible new publicly accessible open space by effective use of planning powers and obligations, especially in areas identified as deficient in open space.

Section 6: The Accessibility of Open Space

Access Standards

- 6.1 The quantity of open space is only a limited measure of determining the level of open space accessible to residents. It is even more important to consider the distance to the nearest open space, in particular in relation to children and young people as users of open space.
- 6.2 The Council has followed the London Plan Open Space hierarchy approach to analyse accessibility to Local Parks. The Plan states that residents should have access to a Local Park within 400 m of their front door (about 5 minutes' walk) and to major parks within 1.2 km (about 15 minutes' walk). Being within the catchment area of a major park does not mitigate for any lack of easy access to a local park within close proximity of the home.

Open Space category	Size guideline (hectares / hectares)	Distances from homes to open spaces
Regional	Over 400 ha.	8 km
Metropolitan	60-400 ha.	3.2 km
District / major parks	20-60 ha.	1.2 km
Local parks	2-20	400 m
Small local parks	0.4-2 ha.	400 m
Pocket parks	Under 0.4ha.	400 m
Linear open spaces	Variable	Where feasible

- 6.3 The London Plan deems district/major parks to be 20 hectares or more in size. The distribution of parks of this size is particularly uneven in Tower Hamlets. Only two of the Borough's parks actually meet this threshold; Victoria Park and Mile End Park. Millwall Park and the Mudchute Park and Farm can also be counted as a district park since they are adjacent sites and together they provide a large number of facilities and wide range of landscapes for people to enjoy. These three areas are the borough's major parks provision.
- 6.4 Accessibility to the major parks is restricted from some areas due to significant physical barriers. The 2006 strategy used 1.2 km catchment areas, as set out in the London Plan's open space hierarchy to identify the parts of the borough where residents were within reasonable walking distance (15 minutes) of a major park. This mapping was refined to take account of some of the major boundaries such as canals, major roads and rail lines to calculate the zone of influence from the entrance points to the sites. This indicated that only about half (50%) of the Borough's residents had adequate access to the Borough's major parks. Residents in the west and the east of the borough live well outside the standard 15 minutes walking time to a major park.
- 6.5 More sophisticated GIS analysis tools have been developed over the last five years. This resource has been used to update the access zone mapping to provide more detailed analysis of access at Place level across the Borough. The information that this provides will be used to evidence the need for new

spaces, highway and footway improvements, bridge installation, additional site entrances and the like as developments arise and resources become available. It will also be used to identify the most appropriate locations for new spaces so as to optimise additional open space access for local people and new resident populations.

- 6.6 Revised more detailed mapping has shown that access to Local Parks (2ha in line with the GLA typology) is also very limited as can be seen from Map 11. The map shows 400m catchment areas for all parks that take the role of Local Parks for everyday visits. For the purpose of Local Park modelling, Major and Metropolitan Parks take on this role.
- 6.7 It has been recognised that due to the urban nature of Tower Hamlets, parks smaller than 2ha may also need to act as Local Parks. The role of Local Parks is to provide a space for active play and active recreation. As such spaces will need to be at least 1ha in size (0.75ha being the approximate size of a standard football pitch) to fulfil this role. Map 11 also shows catchment areas for all spaces within this category, which will be referred to as the Tower Hamlets Local Park.
- 6.8 Map 11 shows some clear areas of restricted accessibility along the entire eastern edge of the Borough, to the South of Canary Wharf, and in the Whitechapel, Shoreditch, Spitalfields, northern Bethnal Green areas. Other areas with better existing accessibility levels may see these declining due to proposed major infrastructure projects. One such area is Wapping where the Thames Tideway Tunnel project may significantly reduce access to local parks.
- 6.9 A number and variety of obstacles limit or prevent access to Local Parks and Tower Hamlets Local Parks. These include major roads, railways, rivers and canals. Many of the publicly accessible open spaces are small and awkwardly sited without reference to where residents live, a factor that tends to aggravate inequality of access. This is particularly significant in areas of projected growth to the east of the A12.
- 6.10 Map 13 “Public Transport Accessibility Levels” demonstrates that parts of the Borough have relatively low public transport accessibility. The Council has therefore mapped the borough’s parks and open spaces against Public Transport Accessibility Levels (PTAL). This highlighted the poor public transport accessibility for the east of Victoria Park. The Stratford City and Olympic Park developments may offer medium term solutions on public transport accessibility.
- 6.11 Maps 3 to 7 show the Borough’s open spaces, access arrangements and their type. Map 3 “Borough Framework Map” shows the Borough’s Open Spaces and Maps 4 –7 show the same information in more detail at Place level.

Access to Housing Amenity Land

- 6.12 Access to Housing amenity land is often restricted to use by estate residents either by virtue of being gated or as a consequence of the perceptions created by signage, fencing, walls and other design aspects. Much of this space is fragmented and laid to grass, limiting its practical use by residents. The future remodelling of these estates offers opportunities for improving the quantity and quality of open space provision and public access to it. The Tower Hamlets Green Grid includes an assessment of Housing Amenity Land and is the strategic driver for delivering better access and use of these assets.
- 6.13 Some areas of Housing Amenity land are already managed, maintained and developed by RSLs for public access. RSLs are accountable to the Housing Corporation for their general performance, and to the local authority in respect of the contractual offer made to tenants about what they will deliver. The Council oversees that they meet these commitments.
- 6.14 These mechanisms play a part in ensuring that RSLs perform well on a range of indicators including the quality of housing amenity land. The Council will, through the Local Development Framework, Green Grid approach and this strategy, seek to ensure that Housing Amenity spaces are managed and developed to meet local needs, and compliment and enhance open space and play provision.

Key Points & Strategic Outcome

- 6.15 Significant areas of Tower Hamlets are not within easy reach of a Local Park as defined in the London Plan or Tower Hamlets Local Park as defined in this strategy. Physical barriers compound the general deficiency by further preventing access. Lack of access within reasonable proximity has a more profound impact than the volume of open space as it can exclude entire communities from a valuable resource.
- 6.16 More sophisticated analysis tools than were available in 2006 allow for more effective planning for access routes or space locations at a local level. This information will inform future investment priorities and provide key evidence to the Local Development Framework.
- 6.17 Improved access to housing amenity for the wider community can assist in meeting demand for space at a local level. The Tower Hamlets Green Grid can be an important tool in determining preferred areas for widening access to housing amenity land.
- 6.18 **Strategic Outcome:** To improve accessibility to existing and new open spaces.

Section 7: The Quality of Open Space

Site selection

- 7.1 The Mayor's Guidance suggests that the condition and quality audit of open spaces should be applied to sites over 0.4 hectares whilst PPG 17 suggests 0.2 hectares. A large number of sites in Tower Hamlets fall between 0.3 and 0.4 hectares, some of which the Council considers to have significant facilities. The Council has therefore quality audited all its own public open spaces and other spaces that exceed 0.3 hectares in size. In addition to the qualitative aspects of each space, the audits also collate management information on use, roles and facilities.

2006 Quality Audit

- 7.2 For the 2006 strategy a quality and management audit was carried out. The physical, visual, psychological and functional aspects of each site were assessed and scored against pre-determined evaluation criteria. The physical qualities of the sites were assessed by looking at the access, signage, lighting, vegetation, site furniture, boundaries, footpaths, architectural features, maintenance, biodiversity and play facilities. Other factors such as convenience, condition, usefulness, and appropriateness also contributed to a sites quality score. Where no feature was present, a score of zero was recorded. The better the quality of the site, the higher the score achieved.
- 7.3 Social features such as sense of personal security and evidence of vandalism were also considered. Personal security was assessed in relation to visibility, degree of isolation, exit options, hidden corners, visual links and accessibility. A summary assessment was made using a five-point scale ranging from threatening to comfortable. Vandalism was assessed on a similar scale with a score of 5 going to a site with no obvious vandalism and a score of 1 for generally extensive vandalism.
- 7.4 Aesthetic qualities were judged by reference to scale, enclosure, texture, colour, diversity, unity, stimulus and pleasure. Again, evaluation criteria were developed to guide scoring for each quality.
- 7.5 The 2006 audit provided a record of standards and needs at that time, and the information and analysis was a key element of the data used to identify the improvement priorities for the Strategy.

Summary of 2006 audit findings

- 7.6 Overall quality scores were derived for each space assessed. The quality assessments showed that there was a marked variation in quality of open space across the borough, and this did not appear to be related to type of site, with most types represented amongst the best and worst performing sites. Nor was quality related to size, location or management of the site. The study concluded, however, that there was a strong link between quality and investment.

2011 Quality Audit

7.7 For the 2011 review and update of the Open Space Strategy, the Council commissioned a fresh external quality audit. The main purpose of this was four:

- To evaluate the impact of c.£12m investment in parks over the last 5 years (see Appendix I).
- To provide analysis of quality and value that took account of the Green Flag Award criteria in a format that could be readily repeated and updated
- To identify priorities for future investment as and when resources become available
- To provide an assessment of accessibility on a site by site basis.: accessibility criteria were used to score each site in order to provide a robust base for analysis of deficiency and to inform targeting of future investment in access improvements.

The audit also captured and assessed a number of new sites created since 2005 which met the criteria for publicly accessible open space over 0.3ha in size.

Summary of 2011 audit findings

7.8 The audit provided a scoring system for open spaces with traffic light indicators to highlight sites that were at or above an acceptable standard (Dark Green or Green) based on the Green Flag criteria and those which need further improvement (Amber and Red).

7.9 In 2006 a total of 51 sites were identified as high priority for investment. Since then, these sites have received improvement funding ranging between £50k and £1.2m. Of these, the 2011 survey rated 10 sites as Very Good and a further 35 as Good. Overall this means that 72% of the Council parks and open spaces are now considered to be of a Good or Very Good standard. Open Space priorities were identified in each LAP area, which means that the improvements have taken place right across the borough.

Key Points & Strategic Outcomes

7.10 The quality of open space varies across the Borough. The Open Space Strategy provides a consistent approach to investment which has improved the overall quality of Council owned spaces and the distribution of good quality spaces across the borough.

7.11 Further investment is needed to bring more sites up to an acceptable standard. The 2011 review of the Strategy establishes new quality measures based upon Green Flag standards which will prioritise and guide future investment.

- 7.12 **Strategic Outcome:** To improve the overall quality of current provision of open space within the Borough by having no poor quality sites
- 7.13 **Strategic Outcome:** To prioritise public safety in parks.

Section 8: Community views and needs assessment

Parks and Open Spaces Annual Survey

- 8.1 When adopting the strategy in 2006 the Council undertook to continue to engage with the local community and regularly monitor public opinion. To this end the views of residents on the provision of public parks and open spaces have been collected through an annual survey. The results of those surveys have been used to inform the mid-point review and this analysis is described in more detail in Sections 8 and 9.
- 8.2 The Council uses a national methodology for market research that provides a standardised approach for local authorities to obtain a range of customer views in relation to the provision of parks and open spaces. The Council now has six years of data which can be used to track satisfaction in parks and open spaces since the adoption of the Open Space Strategy in 2006.
- 8.3 An independent agency polled a representative sample of 1,000 residents for the Council. Overall satisfaction levels provide a general indicator of performance that can be used to check improvement over time and to benchmark with other local authorities. The survey scoring system rates satisfaction scores as follows:
- 8 - 10 = Very Good
 - 6 - 8 = Good
 - 4 - 6 = Fair
 - 2 - 4 = Poor
 - 0 - 2 = Very Poor
- 8.4 In addition to providing borough wide measures of satisfaction, the data can be analysed in relation to specific parks where respondents have identified the park that they most use. This analysis has been used to help target resources to improve poorly performing parks and open space so that they are better equipped to meet the needs of local people.
- 8.5 The 2005 survey revealed that the overall satisfaction level compared favourably against other authorities, whilst the 2010 survey showed that the borough parks satisfaction scores have improved by 8.3% on average.

Parks and Open Spaces Annual Survey: Results received for the larger individual parks and open spaces (Major & Key Parks) showing change from 2005 to 2010

Key Parks	Satisfaction Score 2005	Satisfaction Score 2010	% Change	Direction
Bartlett Park	6.24 - Good	6.56 - Good	5.13%	Better
Bethnal Green Gardens	7.02 - Good	6.79 - Good	-3.28%	Worse*
King Edward Memorial Park	6.78- Good	7.26 - Good	7.08%	Better
Meath Gardens	7.13 - Good	8.10 – Very Good	13.60%	Better
Mile End Park	6.86 - Good	7.42 - Good	8.16%	Better
Millwall Park	6.37 - Good	7.17 - Good	12.56%	Better

Mudchute Park & Farm	6.58 - Good	7.50 - Good	13.98%	Better
Stepney Green Park	6.47 - Good	7.16 - Good	10.66%	Better
T.H. Cemetery Park	7.13 - Good	7.83 - Good	9.82%	Better
Victoria Park	6.8 - Good	7.22 - Good	5.25%	Better*
Weavers Fields	6.42 - Good	6.96 - Good	8.41%	Better
			8.31%	Better

* Significant capital improvement works were taking place at these sites in the period immediately prior to and during the 2010 survey period.

8.6 The survey data from 2005 provided a useful guide for the effective targeting of resources to aid improvements. The detailed data obtained from the survey has helped to inform parks and open space management and improvement plans including the development of site specific management plans that support Green Flag Award entries and provide evidence to support successful funding bids for Heritage Lottery, Play Pathfinder and other funding streams.

8.7 In addition to overall satisfaction, the survey also tracks satisfaction with key factors influencing overall satisfaction. The survey has revealed an improving trend over the period against all factors.

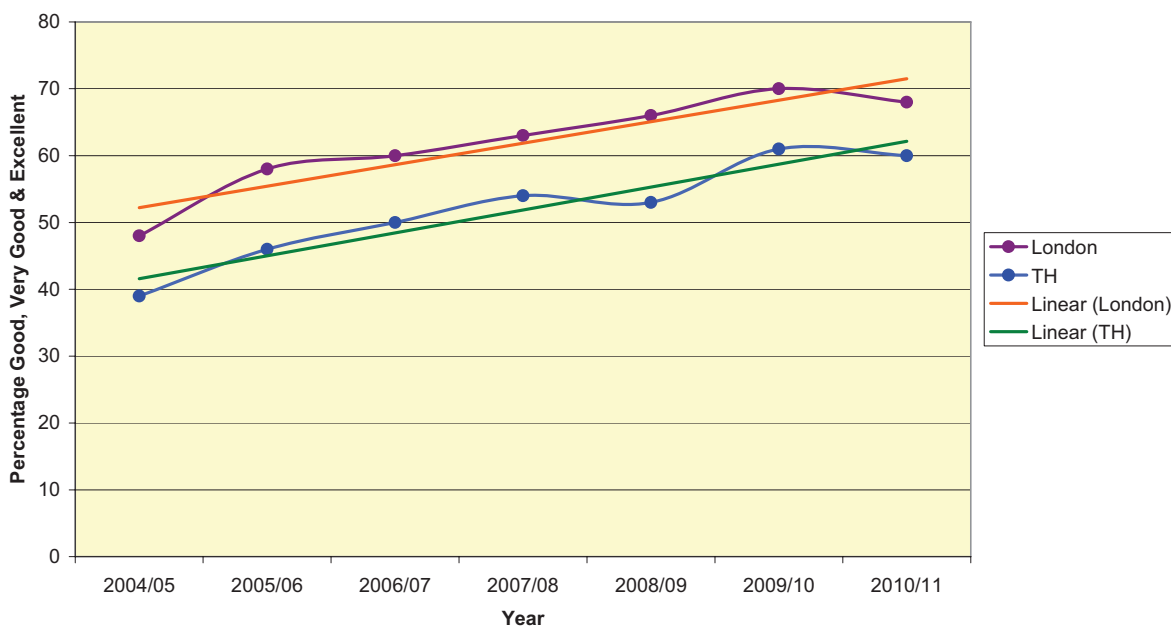
Measure	2005 Score	2010 Score	% Improvement	Current Rating
Cleanliness	7.57	8.03	6.1%	Very Good
Ease of Getting to	8.12	8.82	8.6%	Very Good
Information	6.38	7.11	11.6%	Good
General Appearance	7.77	8.07	3.9%	Very Good
Facilities	6.31	6.95	10.2%	Good
Wildlife	6.51	7.01	7.6%	Good
Toilets	4.65	5.51	18.3%	Fair
Pitches	6.92	7.51	8.5%	Good
Pavilions	6.54	7.19	10.0%	Good
Catering	5.79	6.94	19.9%	Good
Car parking	5.20	5.71	9.7%	Fair
Play area	7.31	7.80	6.6%	Good
Disabled provision	6.37	7.14	12.1%	Good
Seats & Bins	6.78	7.42	9.5%	Good
Grass cutting	7.75	8.07	4.1%	Very Good
Flowers & shrubs	7.56	7.90	4.5%	Good
Lighting	6.78	6.96	2.7%	Good
Signage	6.78	7.12	5.1%	Good
Control of Dogs	6.24	6.39	2.3%	Good
Youth provision	6.40	7.14	11.6%	Good
Overall rating	6.69	7.24	8.3%	Good

Annual Residents Survey

8.8 Resident satisfaction with parks and open spaces has also been measured through the Annual Residents Survey of Council services. This indicates that satisfaction in Tower Hamlets parks and open spaces is improving broadly in line with the London average, though satisfaction levels are lower compared

to other London authorities. The following table tracks the changes since 2005:

Parks & Open Spaces Satisfaction Trend vs London



Consultation on the Open Space Strategy 2011

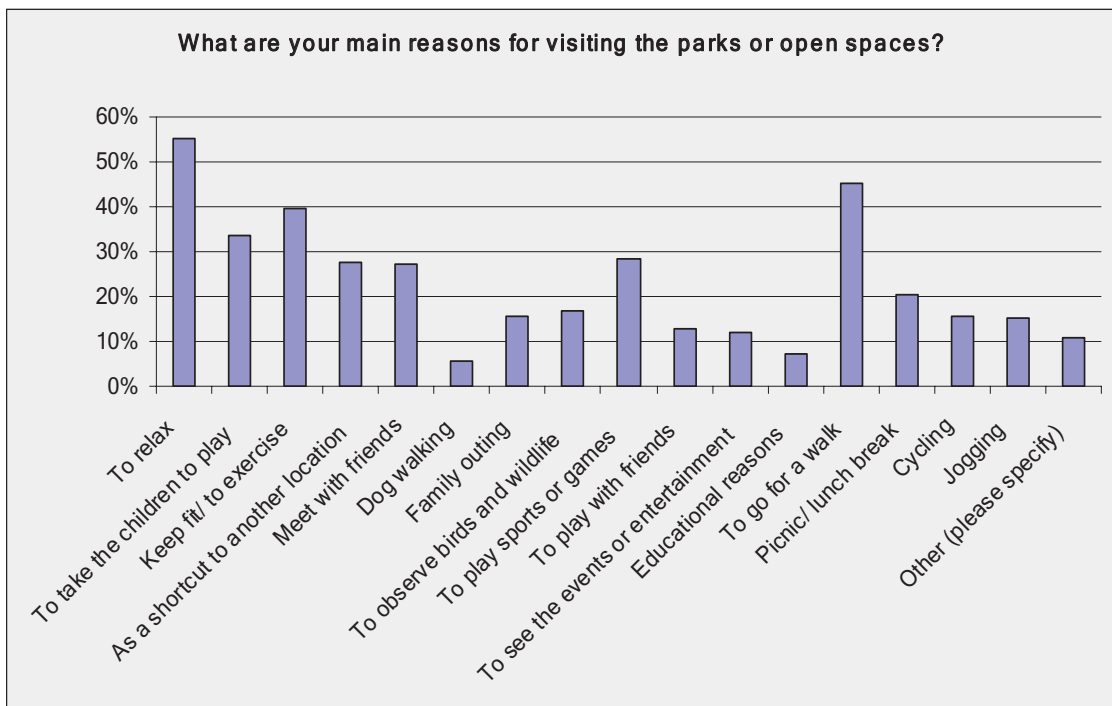
8.9 A consultation into the updated Open Space Strategy was held from 19th September - 28th October 2011. Residents had the opportunity to have their say on how they wanted to shape investment into parks and open spaces in Tower Hamlets. A number of drop-in sessions were held across the borough at the four Idea Stores (Whitechapel, Bow, Canary Wharf and Chrisp Street) as well as Watney Market library. Separate workshops were held specifically aimed at stakeholders and young people, and there were two Members drop-in sessions. Residents could also complete an online survey or request a hard copy by post. The feedback from the consultation as outlined below has been used to inform the strategy.

8.10 The survey was designed to understand the views of residents with regards to how they wanted to prioritise resources in those existing parks and open spaces that have been identified as needing further investment, as well as what characteristics or elements they wanted to see in new parks and open spaces. In particular the survey set out to identify and establish the following:

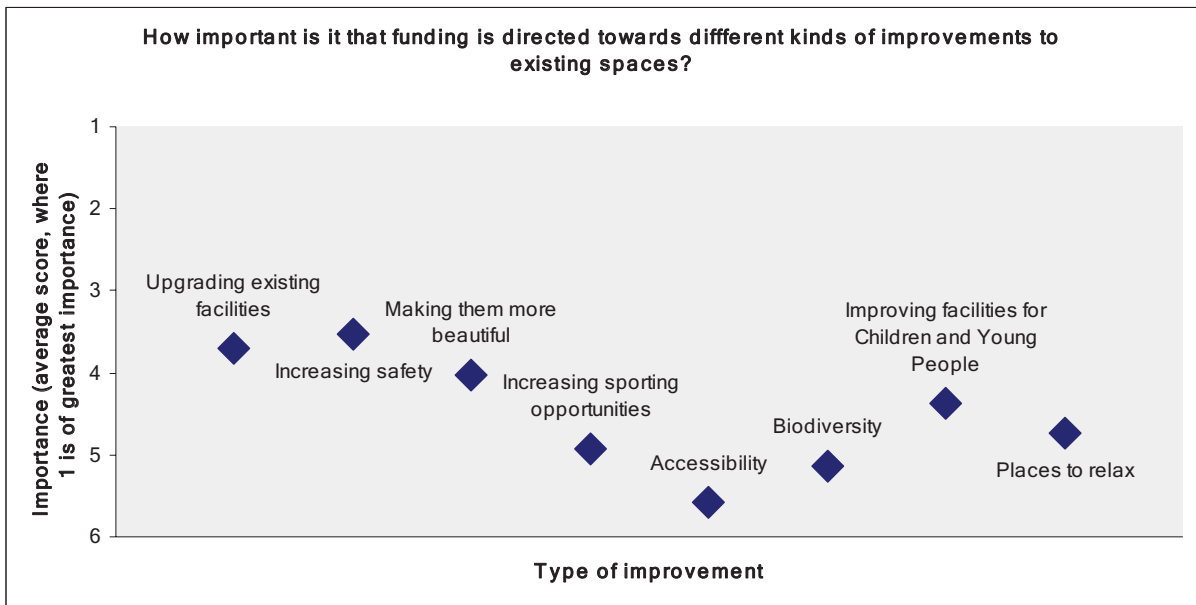
- How residents wanted to prioritise resources in existing open spaces that needed further investment
- What residents believed makes a good park
- The usage of open space by residents within the borough
- The main reasons residents visited open spaces differing by types of provision
- Views of residents in how they wanted the Council to balance the various uses when thinking about the design of new local parks and open spaces

8.11 241 surveys were completed during the consultation period. 70% of the respondents either visited open spaces daily or several times a week. The parks visited most frequently included Millwall Park, Victoria Park and Mile End Park. Most of the parks identified were large parks with a wide range of facilities and easily accessible by public transport.

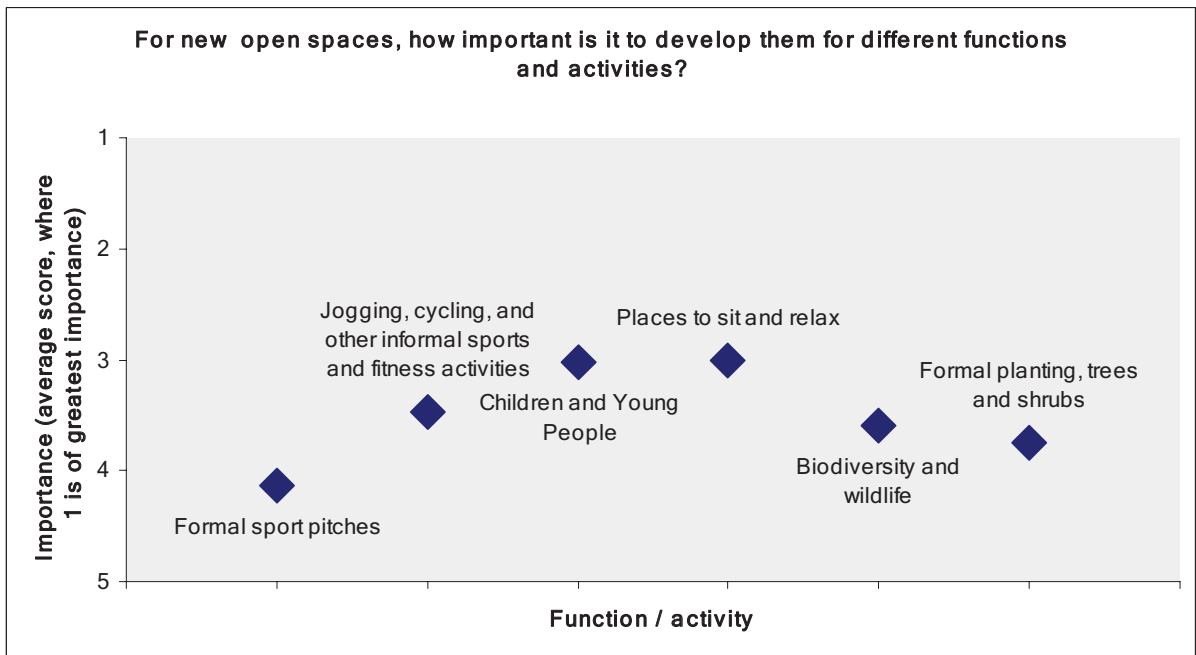
8.12 The top five reasons given for visiting open spaces were: to relax (55.2%), to go for a walk (45.2%), to keep fit/exercise (39.8%), for children’s play (33.6%) and to play sports or games (28.6%). This result was similar to that of the Parks & Open Spaces Annual Survey responses which indicated that the most significant levels of usage are for relaxation, exercise, and children’s play. The wide range of activities selected indicates how important it is for open spaces to have a variety of different functions that appeal to people of all ages.



8.13 In terms of future improvements to the areas identified by the strategy as priority investment areas, respondents were asked to rank which issues they thought were most important, with regard to: increasing enjoyment of open spaces, making them more useful, and encouraging more visits to them. Results indicated that increasing safety was of most importance, followed by upgrading existing facilities and making open spaces more beautiful.

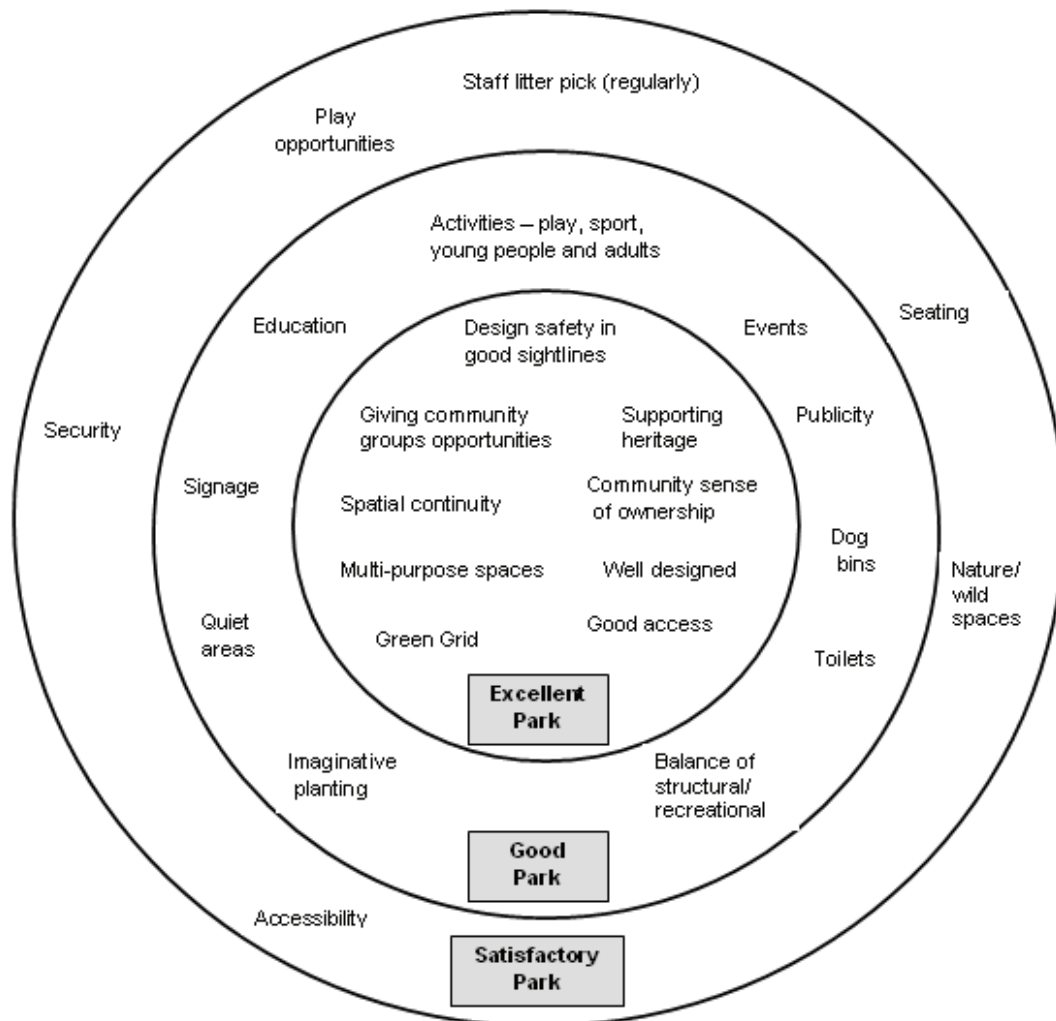


8.14 In terms of functions or uses of proposed new open spaces as identified by the strategy, respondents were asked to rank which functions or uses were most needed. The rating average revealed that respondents felt having places to sit and relax was the most important, followed by having areas set aside for children and young people. Formal sports pitches were ranked as being the least important characteristic to have in new open spaces.



8.15 A stakeholder workshop took place on 25th October 2011 with key groups and organisations that use the parks and open spaces, such as representatives from Friends of Parks groups, city farms, sports clubs, and sports governing bodies. The stakeholders were all people who have an influence or involvement in the provision, maintenance or public use of open space across the borough.

- 8.16 The participants were asked to consider the key elements any park or open space should include, including agreeing on what elements make an 'excellent', 'good' or 'satisfactory' park.
- 8.17 The results of the group discussion are outlined below:



- 8.18 There was general consensus that open spaces should be accessible, safe, with a good mix of biodiversity, play opportunities and seating areas. It was felt that an 'excellent' open space was one that was well designed with multi-purpose spaces, enhancing safety and 'spatial continuity' within and between parks. It was also important to link up existing open spaces through the use of the Green Grid, encouraging a network of open spaces that serve people of all ages and interests. Supporting heritage and more wildlife and biodiversity were also key attributes to making it an excellent park.
- 8.19 Participants at the workshop also explored what groups and organisations can do to encourage people to make more use of open spaces. The key themes that emerged were around the **communication and sharing of information**, the development and delivery of **events**, promoting a **sense of community ownership**, and increasing **accessibility**.
- 8.20 A consultation event with young people was held on 19th October 2011 as part of the Youth Council meeting. There were 9 young people in attendance

(7 female participants and 2 male, of which one was a Deputy Young Mayor). As part of a role play exercise, Youth Council members were tasked with creating a new open space. Each member was assigned a character role and asked to advocate for their particular item, whilst working together as a group.

8.21 The young people were asked to think about how they would balance out the requirements of different groups and individuals. They were asked to choose from a list of ten possible different items which could be purchased.

8.22 The group prioritised the following items:

- Children's Play Area
- Wildlife Area (x2)
- Multi-Use Games Area
- Plants and Flowers
- Outdoor Gym
- Water feature / lake

There was as strong emphasis on having a multi-use games area, with much consideration also given to other requirements such as encouraging biodiversity and creating places to relax and play.

Key Points

8.23 Formal consultation findings were broadly line with survey results from the Parks & Open Spaces Annual Survey, in particular around the desire to see:

- existing facilities upgraded
- improved safety and security
- more areas set aside for relaxation
- more areas set aside for children and young people

Section 9: Understanding and managing demand

Overall demand

- 9.1 A general assessment of the level of demand can be made on the basis of projected population growth. Growth will place additional demands on the limited amount of open space as a whole. Local demand for open space is likely to soar by 2016. The London Plan indicates that the population of Tower Hamlets will increase by at least one third between 2001 and 2016 (to roughly 270,000 people) and that employment will increase by some 80% over the same period (to 273,000 jobs).
- 9.2 The projected rise in population is not evenly distributed across the borough. Population will grow more quickly in areas where major housing development and regeneration is planned. Housing development densities have been highlighted in the Core Strategy.
- 9.3 The Parks & Open Spaces Annual Survey indicates that approximately 83% of the borough's residents currently use parks, with 71% specifically identifying a Tower Hamlets park or open space as the one they most use. The number of users, and the frequency at which they use the parks and open spaces translates to more than 12 million visits each year.
- 9.4 The proportion of respondents to the Annual Residents Survey who identify as being park users is lower at 61% (09/10 survey) but this is an increase from 49% (04/05 survey) to 2010. Using the lower Annual Resident Survey figures and based upon GLA projected population figures this represents an additional 41,675 resident park users in 2010 compared to 2005. This figure takes no account of any increase in the non-resident worker population of the borough
- 9.5 Around 80% of visits to the parks and open spaces are made on foot and a significant number of residents do not live within reasonable walking distance of a Local Park sized open space. For this reason, the focus for new strategic provision will need to be on addressing areas where accessibility is worst (rather than quantity).
- 9.6 If the Council continues to improve accessibility across the Borough, there will be a corresponding and significant increase in the level of usage. Whilst this is desirable, it will add further pressure on spaces in terms of wear and tear and may increase the potential for conflicts of use.
- 9.7 Parks and open spaces fulfil a variety of functions and managing these sometimes competing functions will become increasingly important. The following paragraphs set out the key functions as they arise from the Parks & Open Spaces Annual Survey, the changing demographics of the Borough, and the environmental context.

Main reasons for visiting parks and open spaces

- 9.8 Parks and open spaces provide opportunities for a rich variety of formal and informal types of outdoor recreation. These opportunities include active and

passive use of all varieties, from organised sports, ball games, play, sitting, walking, running, water sports, exercising, informal games to picnicking. The Parks & Open Spaces Annual Survey responses demonstrate the wide ranging demand and needs that these spaces provide for. The following table provides a summary of responses.

Reason for visit	% of respondents
To relax	27.5
To take children to play	23.7
To exercise	16.1
As a shortcut	6.8
To meet with friends	6.1
To walk the dog	4.6
Family outing	4.4
To observe wildlife	3.1
To play sport or games	2.9
To play with friends	2.4
To see the events or entertainment	2.2
Educational reasons	0.2

- 9.9 This table demonstrates that the most significant levels of usage are for relaxation, exercise and children’s play. The list also highlights the areas of conflicting needs that the Council manages on a day to day basis. Clearly the parks and open spaces must be laid out and equipped to support the key uses, whilst also maintaining provision to meet the more diverse and specialised needs of the community.

Demand for play for children and young people

- 9.10 The Borough has the third highest density of people living in Inner London and a high child population. Many children live in flats without gardens and above the ground floor. Catering for this large section of the population in parks and open spaces is a key priority and is reflected in the ongoing commitment to providing excellent play facilities.
- 9.11 Some of the largest and best equipped play facilities in Tower Hamlets are located within parks and open spaces - from babies, toddlers and young children at the Children’s Park and teenagers at the Adventure Park both in Mile End Park. There are 38 equipped play areas, 20 multi-use games areas, 6 One O’Clock Clubs (operated by the Children, Schools & Families Directorate) and 5 Adventure Playgrounds (including voluntary sector provision). In addition, all parks and open spaces offer space for free play.
- 9.12 The Play Association Tower Hamlets (PATH) developed the guidance document "Strategic Approaches to Planning for Play in Tower Hamlets". This document sets out the benefits of play and identifies how provision can be improved through the Planning framework and open space improvements. All of the Borough's play sites were audited and quantity, quality and access issues as well as demand issues are described in the guidance.

- 9.13 Since the establishment of this guidance there have been significant changes in the approach to play provision in public spaces. A far greater emphasis is now placed upon developing whole sites to support play and adventurous challenge, using some items of formal play equipment but within a wider environmental layout which includes playable features such as mounds, log structures, slides incorporated into the landscape and, where practical, sand and water play opportunities.
- 9.14 This new approach to providing for play balances the need of children and young people against the needs of adult users by creating multi-functional landscapes that can be used for a variety of activities including play and relaxation.

Demand for formal outdoor sports facilities

- 9.15 The Council is the principal pitch provider for formal field based sports in Tower Hamlets. In addition to provision in parks and open spaces, there are pitch facilities at Mile End Stadium and at the Whitechapel and John Orwell Sports Centres. The Borough's leisure management contractor manages these facilities. There is a limited number of pitches within schools, namely at Langdon Park and St Paul's Way schools.
- 9.16 Local demand for outdoor sports and recreational use of parks and open spaces is known to be high, given the young population. National guidance suggests that 1.2 hectares of the 2.4 hectares recommended open space per 1,000 residents should be allocated to organised team sports. To come close to meeting this standard would require all open space in the borough to be dedicated to team sport areas.
- 9.17 In practice a high proportion of the open spaces in the borough are not large enough to support formal team sport provision. Tower Hamlets has a large number of small open spaces scattered over the borough. Three quarters of the Borough's parks and gardens are less than 1.0 hectare in size. A full size football pitch takes up roughly three-quarters of a hectare not taking into account changing facilities. Parks this small can only offer a limited range of facilities with no provision for field sports. Those parks and open spaces which are of a reasonable size are required to provide for all community open space and environmental needs as well as team sports. Map 11 shows all parks and of open spaces of 1ha and above, the minimum required to provide for active recreation.
- 9.18 Demand for sports pitches in Tower Hamlets can never be fully met due to the site constraints. By far the greatest demand for sport in parks and open spaces is for football played on grass. Between 70 and 80 teams book grass football pitches in parks every year. Through booking records and public feedback, the Council understands that the borough has insufficient playing pitches to meet demand. This is particularly the case for grass-based football, where demand is rising and already exceeds pitch availability at peak times.
- 9.19 A relatively recent phenomenon is the growth in popularity of summer football. There are now established summer football leagues with some 30

teams playing a summer league in Victoria Park across 4 pitches (up from 3 in 2005) every Sunday, placing increased strain on grass surfaces which may in the long term be unsustainable.

- 9.20 The parks and open spaces support a range of other sports and recreation activities. Demand for provision for rugby, cricket and school games use remains strong. Three artificial cricket wickets in Victoria Park support intensive school and club use through the summer providing for around 48 matches per week.
- 9.21 Where it is practicable, the Council has identified open land that is suitable for team sport provision and it provides team sport areas for football, cricket and rugby as well as some small sided sports areas. These areas are generally open, flat and level spaces where sporting activities can exist alongside other park usage. The overall provision of pitches has increased over the term of the Strategy as new areas have been identified within existing parks which can support this use. Such developments help to address the demand from local teams, but this is at some expense to the fabric of the parks and has consequential management and maintenance costs over time.
- 9.22 The Council has undertaken a review of the quality of sporting facilities in parks and open spaces. This identified the need to invest in better facilities on the ground and in associated infrastructure for sports including new and improved changing facilities, and better access for women, children and for people with disabilities.
- 9.23 In the context of lack of space to provide further pitches other than on sites already offering some formal team sport provision, improvements to some existing parks pitches would support increased use, such as the current tarmac pitch at King Edward Memorial Park. The Council will continue to review pitch alignment across parks and open spaces to ensure best use is made of limited land.
- 9.24 An alternative to grass pitches is the potential to create artificial turf pitches (ATP). Facilities of this type have been created in the borough, including those at Mile End Stadium and Stepney Green Park. These pitches support more intensive use and can generally be available for use throughout the year. With organisations such as FIFA supporting the use of artificial grass pitches for international football usage, there are good precedents to extend this type of provision to a wider audience. This could also help relieve the pressure on other existing open spaces.
- 9.25 Unlike grass pitches, artificial surfaces are generally located within high fenced areas so as to prevent contamination of the surface from mud and other detritus and help contain play and prevent balls and players from conflicting with adjacent areas and users. The downside of this arrangement is that these areas no longer contribute to the open aspect of parks and open spaces, an attribute that consultation has identified as being of great value to inner-city residents. The potential for ATP development must be considered within the broader context of open space and sports pitch needs.

Sustainability and Environmental Demands

- 9.26 Open spaces, and in particular 'green' areas and the blue spaces, provide specific benefits in relation to the health of the population and the protection of the area from environmental changes. The LDF Core Strategy recognises the important function that such spaces have in reducing rain water run off (flood control) and in cooling the local 'heat island' created by buildings, industry, transport and other human activity in the inner-city. Trees and other plants help to reduce pollution and improve air quality. More recently local food growing has moved up the agenda as a means of improving sustainability and reducing food transport impacts: It is generally not considered appropriate for the scarce publicly open space resource to be set aside for food growing areas, but there is potential for underused housing amenity land to be developed in this way.
- 9.27 'Demand' for sustainability and biodiversity is not easy to measure in specific terms (though a small proportion of park users do identify observing wildlife as the main reason that they visit parks), however there is a significant body of evidence that confirms the need for humans to have contact with nature in their everyday lives and the health benefits that are derived from such contact.
- 9.28 Perception is the key factor in preference for or against particular landscapes. Our cultural background strongly influences our view on the relationship between man and nature and the value that we put on 'natural landscapes'. In the inner city context 'natural' planting can seem a little obscure, unkempt or even unsafe, however diverse habitats are desirable from the point of view of establishing and maintaining a healthy environment in which to live. They have an additional benefit of providing an educational resource in an area where many schools have limited or no outdoor space of their own.
- 9.29 Through careful design and management, the associated 'risk' perceptions can be addressed. Diverse planting can offer increased seasonal variety and colour and support a wider variety of insects, birds and other animals. Target species and habitats are identified within the Tower Habitats Partnerships Biodiversity Action Plan and the parks and open spaces are the principle spaces where habitats can be provided, protected and improved.

Preferred locations and typology of new strategic open spaces

- 9.30 The modelling carried out for the open space strategy has demonstrated that Tower Hamlets is highly deficient in publicly accessible open space and that this deficiency is going to further increase as the population grows.
- 9.31 Modelling has also demonstrated that levels of accessibility differ from Place to Place, with some Places lacking access to publicly accessible open space completely and being cut off by significant lines of severance.

- 9.32 Whilst overall levels of deficiency are important in determining the future locations for new open space to meet future demand, ensuring accessible within easy reach of new homes is even more important.
- 9.33 The following table sets out the rationale for preferred locations for new open space starting by short listing those Places with areas of restricted accessibility to Local Parks or Tower Hamlets Local Parks (as demonstrated by MAP 11).

Place	Projected level of deficiency 2025	Very strong lines of severance	Proposed typology of new space	Rationale & purpose	Location within Place	Other measures	Delivery Mechanism for new space
Fish Island	Very High	Yes	Tower Hamlets Local Park	Provide active recreation space for significant new community east of A12	Fish Island North & Fish Island East	<ul style="list-style-type: none"> Improved access to Victoria Park as part of the Fish Island Area Action Plan projects 	<ul style="list-style-type: none"> Sites & Placemaking DPD: Suggested Sites
Bow	Low	No	Pocket Park through Green Grid Strategy	Provide connectivity to existing spaces in neighbouring Places, limited ability to create new space	Along Green Grid		<ul style="list-style-type: none"> Green Grid Strategy Sites & Placemaking DPD: Placemaking Elements
Bromley-by-Bow (east of the A12)	Very High	Yes	Tower Hamlets Local Park	Provide active recreation space for significant new community east of A12	Tesco site in line with Bromley-by-Bow Masterplan	<ul style="list-style-type: none"> Improved connectivity across the A12 in line with Bromley-by-Bow Masterplan projects Improved connectivity north-south as part of the Lea River Park 	<ul style="list-style-type: none"> Sites & Placemaking DPD: Suggested Sites
Poplar Riverside (east of the A12)	Very High	Yes	Tower Hamlets Local Park	Provide active recreation space for significant new community east of A12	Leven Road gasholder site to provide best coverage for	<ul style="list-style-type: none"> Improved connectivity north-south as part of the Lea 	<ul style="list-style-type: none"> Sites & Placemaking DPD: Suggested Sites

					existing and new communities east of the A12 and north of the A13	River Park	
Blackwall	Low	Yes	Pocket Park through Green Grid Strategy	Provide connectivity to existing spaces in neighbouring Places	Along Green Grid	<ul style="list-style-type: none"> Improved access to Robin Hood Gardens Improved layout of Robin Hood Gardens 	<ul style="list-style-type: none"> Green Grid Strategy Blackwall Reach Development Framework Sites & Placemaking DPD: Placemaking Elements
Cubitt Town (north of Crossharbour)	Very Low	Yes	Pocket Park through Green Grid Strategy	Provide connectivity to existing spaces	Marshwall East Masterplan area along Green Grid	<ul style="list-style-type: none"> Improved connectivity through Crossharbour site to Mudchute Farm 	<ul style="list-style-type: none"> Green Grid Strategy Sites & Placemaking DPD: Placemaking Elements
Canary Wharf (east)	Very High	Yes	Significant new open space (close to size of Tower Hamlets Local Park)	Provide active recreation space for significant new communities on a site with strong lines of severance	Wood Wharf East in line with Wood Wharf planning permission	<ul style="list-style-type: none"> Improved connectivity to existing sites in line with Wood Wharf Masterplan and emerging Marshwall East Masterplan 	<ul style="list-style-type: none"> Wood Wharf Masterplan Wood Wharf planning application process Green Grid Strategy Sites & Placemaking DPD: Placemaking Elements
Shadwell	Very High	No	Pocket Park	Provide connectivity to existing spaces, limited	Along Green Grid	<ul style="list-style-type: none"> Improved connectivity to 	<ul style="list-style-type: none"> Green Grid Strategy

			through Green Grid Strategy	ability to create new space		existing sites	<ul style="list-style-type: none"> Sites & Placemaking DPD: Placemaking Elements
Aldgate	Very High	No	Pocket Park through Green Grid Strategy	Provide connectivity to existing spaces, limited ability to create new space	Along Green Grid	<ul style="list-style-type: none"> Improved connectivity to existing sites 	<ul style="list-style-type: none"> Green Grid Strategy Aldgate Masterplan Sites & Placemaking DPD: Placemaking Elements
Tower & St Katharine's Dock	High	No	Pocket Park through Green Grid Strategy	Provide connectivity to existing spaces, limited ability to create new space	Along Green Grid	<ul style="list-style-type: none"> Improved connectivity to existing sites 	<ul style="list-style-type: none"> Green Grid Strategy Sites & Placemaking DPD: Placemaking Elements
Whitechapel	Very High	No	Pocket through Green Grid Strategy	Provide connectivity to existing spaces, limited ability to create new space	Along Green Grid	<ul style="list-style-type: none"> Improved connectivity to existing sites 	<ul style="list-style-type: none"> Green Grid Strategy Whitechapel Masterplan
Spitalfields	Very High	No	Pocket through Green Grid Strategy	Provide connectivity to existing spaces and proposed new space in Shoreditch, limited ability to create new space	Along Green Grid	<ul style="list-style-type: none"> Improved connectivity to existing sites 	<ul style="list-style-type: none"> Green Grid Strategy Sites & Placemaking DPD: Placemaking Elements
Shoreditch	Very High	No	Tower Hamlets Local Park	Provide active recreation space on border of Spitalfields to overcome lack of	Bishops Gate Goodsyard to provide coverage for Spitalfields	<ul style="list-style-type: none"> Improved connectivity to existing sites 	<ul style="list-style-type: none"> Sites & Placemaking DPD: Suggested Sites

				access for both Places	and Shoreditch		<ul style="list-style-type: none"> • Green Grid Strategy • Bishopsgate Goods Yard Interim Planning Guidance
Bethnal Green (north)	Low	Yes	Tower Hamlets Local Park	Provide active recreation space for residents limited by strong lines of severance	Oval and gasworks site	<ul style="list-style-type: none"> • Improved connectivity to existing sites 	<ul style="list-style-type: none"> • Sites & Placemaking DPD: Suggested Sites • Green Grid Strategy
Millwall	Very High	Yes	Tower Hamlets Local Park	Provide active recreation space for residents limited by strong lines of severance	Westferry Print Works to provide greatest level of access for communities separated by line of severance	<ul style="list-style-type: none"> • Improved connectivity to existing sites 	<ul style="list-style-type: none"> • Millennium Quarter Masterplan • Sites & Placemaking DPD: Suggested Sites • Green Grid Strategy

Key Points

- 9.34 New housing developments are set to increase further the number of residents living in the borough, but this increase will not be evenly distributed and may have a disproportionate impact on some areas of the borough that are already more deficient in open space provision than other locations.
- 9.35 New strategic spaces (Tower Hamlets Local Park) will be required to meet demand in areas of low accessibility. These are: Bethnal Green, Shoreditch, Fish Island, Poplar Riverside, Millwall and Bromley-by-Bow.
- 9.36 These new spaces will need to cater, like existing sites, for a range of competing uses:
- 9.37 Tower Hamlets parks provide some of the largest and best-equipped play areas in the Borough and are the major provider of informal play space and opportunities in the Borough. Children's play provision is a vital component of the public open spaces. A new approach to design and risk is supporting the development of playable landscapes, extending play opportunities and reducing installation, improvement and maintenance costs.
- 9.38 Three quarters of the borough's parks are less than the size of a single football pitch. The small size of a high proportion of the borough's open spaces limits the ability of the Council to increase provision for the more popular field sports. Those sites that can accommodate grass pitches are heavily used, allowing no recovery time for the pitch surfaces. Synthetic pitches can tolerate heavier use but have a negative impact on biodiversity and sustainability, detract from openness and are not appropriate for some field sports. The Council is reviewing all sites of an appropriate size to identify locations for improved sports pitch provision. Wherever possible new strategic spaces should be of sufficient size to support field sport facilities.
- 9.39 There is significant unsatisfied demand for allotments and other food growing spaces. Publicly accessible open space is scarce and needs to cater for many uses in a densely populated borough. It is not generally the most suitable land for providing allotments or other food growing as it takes valuable open space out of general use for the benefit of small groups or individuals. Housing amenity land presents the best potential for developing quality food growing areas but due cognisance of land contamination risk factors is required.
- 9.40 The publicly accessible open spaces make an essential contribution towards the environmental sustainability of the borough. They provide access to nature that is essential to resident health and wellbeing. Bio-diverse habitats are desirable for many reasons, but they need to be carefully designed and managed if their values are to be recognised by local people.

Section 10: Implementation & Monitoring

Leading local placemaking and monitoring impact

- 10.1 The Council has a key role in ensuring that all the organisations involved in the provision and management of public open space are brought together and work towards common and agreed outcomes. This will help to ensure that the best progress is made towards meeting local community needs.
- 10.2 The Council will continue to encourage and support the development of parks 'Friends' groups and similar community parks groups. It will build upon its localised approach to service delivery to improve the understanding of local needs, target resource more effectively, and maximise the resources that can be applied to addressing local concerns and issues and improving open space provision. The Council will carry out specific consultation in relation to all major improvement projects in parks and open spaces.
- 10.3 In order to ensure effective partnership working the Council will play a lead role engaging with the Tower Hamlets Local Strategic Partnership and associated infrastructure. Responsibility for delivery of most of the strategic outputs rests with the Council and as such progress will be monitored and reported via the Council's Performance Management and Accountability Framework.
- 10.4 The measurement of performance and achievement is essential in order to ensure that the Council is providing effective and efficient services that meet the needs of the community. At 2006 when the Strategy was approved two key measures existed - these were:
- The number of parks and open spaces with Green Flag Awards
 - The level of public satisfaction in parks and open spaces
- The Council has been one of the best performing authorities in London in terms of its success in gaining and retaining Green Flag Awards.
- 10.5 The Council will carry out an annual survey of views on the provision of public parks and open spaces and will publish findings on the Council web site.
- 10.6 Site specific management plans help to ensure effective and efficient use of resources, support development planning, funding bids and long term sustainability. Detailed management plans have already been prepared for 11 parks. Where major improvements to parks and open spaces are planned, the Council will, as part of the design process, commission the preparation of further Management Plans. Management plans are an essential requirement for Green Flag Award applications.

Attracting investment & ensuring local government efficiency

- 10.7 Parks and open spaces attract funding from a number of sources. The Council provides revenue funding for general upkeep and maintenance, and

capital funding for the provision of new or replacement facilities in the longer term.

- 10.8 The Council has been very successful at attracting grant aid from a range of external sources. Where possible it seeks match funding from other sources to boost the value of its own investments. Major parks improvement projects such as those at Mile End Park, Trinity Square Gardens, Island Gardens, Millwall Park, Meath Gardens, and Weavers Fields have all benefited from such funding. The Council will continue to seek partnership funding and will develop and maintain a funding plan in relation to external funding sources.
- 10.9 The Council faces significant resource constraints as the second phase of the Strategy is being implemented. This will impact upon resources for parks in terms of ongoing revenue and capital for improvement works. The Council will continue to source funds and to ensure that developments in the borough provide for new and better open spaces through the planning process.
- 10.10 The parks and open spaces support an estimated 12 million visits per year, supported through a Council Parks & Open Spaces budget of £5.2m. At £0.43 pence per visit (down from £0.58 pence per visit in 2005).
- 10.11 The revenue budgets for Parks for 2011/12 is £5.2m compared to a budget of £6.1m for 2010/11. Reductions in revenue for parks can place additional pressure on capital works.
- 10.12 As a consequence of changes to capital funding made by the Chancellor in the October 2010 Spending Review, Council's will have less capital available to spend, and borrowing will be more expensive. In the current financial climate some charitable sources of funds are also being squeezed.
- 10.13 The Council is currently preparing a new Supplementary Planning Document for planning obligations which will set out the approach to be taken for calculating Planning Obligations arising from development. The Open Space Strategy has contributed to the development of this document through the evidence it has provided.
- 10.14 The Community Infrastructure Levy (CIL) came into force on 6 April 2010 under the Community Infrastructure Levy Regulations 2010. The CIL was originally intended to help finance the infrastructure needed to increase the supply of housing, particularly in areas of high demand like the South East.
- 10.15 The Coalition Government is in the process of enacting its Localism Bill. This legislation would retain the CIL but gives the Secretary of State the power to make regulations to amend it so that a significant proportion of the revenue goes to neighbourhood projects to fund development.
- 10.16 The devolving of a 'significant' proportion of the CIL to local neighbourhoods could place a constraint on the ability of the Council to apply resources, arising from development, to tackle areas of need and deficiency strategically.

Prioritising Investment

10.17 In the context of limited resources it is even more important that the resources the Council secures are targeted effectively both in terms of the location and the type of improvement. The Core Strategy identifies the Place model as the local strategic approach to planning and this presents an opportunity to evaluate need at a very local level. Mapping techniques have improved and the Council will use this to inform the prioritisation process to local level. The 2011 quality audit provides a detailed and accessible reference of the improvement needs for individual sites and the relative need between sites which will be used to inform project scoping and design briefs.

10.18 The Parks and Open Spaces Annual Survey and the 2006 and 2011 quality audits demonstrate a direct correlation between the quality of open spaces and associated services, and the level of customer satisfaction and usage. Parks and open spaces have achieved significantly better quality scores where they have been the recipients of capital and revenue investment. These spaces also achieve better public approval ratings and usage levels as measured in the satisfaction surveys. The criteria for identifying those sites with most urgent need for investment are:

- The number of users likely to benefit from the improvement.
- Poor quality score as identified in the parks and open spaces audit (2011).
- Proximity of alternative high quality parks and open spaces within the catchment area of the park proposed for investment.
- Poor public satisfaction score as identified in the KMC Parks Performance survey.
- The index of multiple deprivation within the catchment area of the park proposed for investment.
- Level of overall deficiency of open space, compared to population, of the Place area in which the open space is located.
- The need to conserve natural and cultural heritage and improve biodiversity.

In addition, the Council will continue to take advantage of funding opportunities where these may give rise to parks and open space improvements that would not have arisen through the application of the above criteria.

10.19 The annual survey results together with the consultation have highlighted what features are most important to residents in parks and open spaces. In the context of limited capital resources, the Council will primarily direct investment towards enhancing those elements deemed most important. Those elements were:

- Improvements to existing facilities on site
- Improvements to site safety
- General enhancements to the landscape and horticultural features

10.20 Space in new parks secured through the planning system will be limited and will need to cater for a range of demands. The annual user survey and the

consultation again serve as a guide to directing investment. Residents have prioritised spaces that:

- Provide space to relax informally
- Offer wildlife habitats
- Provide facilities for children and young people
- Bring all sections of the community together
- Allow for informal recreation

The Council will take these principles into account when designing new spaces. It is recognised that new spaces may also have a role in providing facilities for formal sport and recreation. The Council will need to consider on a site by site basis whether new spaces will be able, based on site constraints, to provide such facilities.

Strategic Outcome

- 10.21 **Strategic Outcome:** To maximise funding opportunities in order to support the action plan.

Section 11: Action Plan Update

Overarching Outcomes

- 11.1 The 2006 Open Space Strategy set out the strategic vision and policy recommendations for open space provision arising from the needs assessment and open space audits, providing a clear framework for open space provision and improvement. The 2011 mid-point review updates the audit and assessment information and ensures that the Strategy remains relevant and consistent with recent policy and economic developments. The full action plan can be found at Appendix K.
- 11.2 The Council and its partners have a commitment to improving the overall quality of life for borough residents, as outlined in the Community Plan. The aim of the Open Space Strategy is to deliver real benefits to local people and based on the findings of the strategy the following key overarching outcomes have been identified:
- 11.3 ***To improve the overall quality of current provision of open space within the Borough by having no poor quality sites***
- 11.4 The Council has invested over £12m in improving the quality of open space in the Borough since 2006 (see Appendix I). The recent quality survey has confirmed that as a result more open spaces are of a good or very good standard than in 2005. Further investment is required to maintain the quality of provision in those sites. There remain a number of spaces that have not yet received investment and which have been identified as needing improvement. The updated quality data in combination with updated spatial mapping will be used to prioritise further investment over the remaining term of the Strategy.
- 11.5 ***To create wherever possible new publicly accessible open space by effective use of planning powers and obligations, especially in areas identified as deficient in open space***
- 11.6 The Strategy has provided an essential reference for the identification of locations for new open space provision and has informed the negotiations for publicly accessible open space provision through the development and planning process. Several new spaces have been created or extended, including Braham Street, Allen Gardens, and in the Millennium Quarter. Further locations for new spaces are identified in the Core Strategy and it is essential that these are of a suitable size and design to meet the needs of new residents in those development areas.
- 11.7 ***To improve accessibility to existing and new open spaces***
- 11.8 Access to parks has improved significantly according to resident surveys. Strategic interventions, such as the installation of the bridge at Meath Gardens/Mile End Park, enable more people to use parks. The overall number of park users has increased since 2006 and this is predicted to be a continuing trend. The Tower Hamlets Green Grid Strategy provides the driver for further improvement and greening of the routes between open spaces, and for the

delivery of local open space, through the development process, along key walking routes.

11.9 ***To prioritise public safety in parks***

11.10 Resident surveys suggest that the fear of crime in parks is low compared to more general community crime concerns. However, the level of concern in park users has not significantly fallen since 2006. More targeted activity might reduce safety fears in parks and open spaces, but this must be balanced with the need to address crime concerns in all areas of the borough.

11.11 ***To maximise funding opportunities in order to support the action plan***

11.12 The Strategy has been an important reference document and has been a key element to obtaining both internal and external funding over the last five years. As a result more than £12m has been secured and invested on the ground, and this investment continues with the major improvements that are currently taking place at Victoria Park. Looking forward, the Strategy will support Place level planning and targeting of resources. Improved monitoring of development and regeneration projects in the borough will help to secure further funding from planning obligations.

Objectives and Actions

11.13 In 2006 a set of objectives and actions were drawn from the overarching outcomes listed above. These have short, mid-term (MT) 2009/10 or Plan Term (PT) 20015/16 delivery periods. The fully updated action plan is attached at Appendix K.

Appendix A: Outline LDF Core Strategy 'Place' Map



Appendix B: Open space definition, designations and typologies

DEFINITION OF OPEN SPACE

The following definition is used in the London Plan and this Open Space Strategy:

“All land use in London that is predominantly undeveloped other than by buildings or structures that are ancillary to the open space use. The definition covers the broad range of open space types within London, whether in public or private ownership and whether public access is unrestricted, partially restricted or restricted.”

The Mayor’s Best Practice Guidance requires boroughs to identify and analyse ALL open space, whether or not it is publicly accessible or has a defined recreational role. All open space has a value to the community and contributes to the environmental quality of an area.

For the purpose of producing an Open Space Strategy, the definition does not include private residential gardens or incidental areas, such as road verges, or streets (unless these form part of a link in the open space network).

TYPES OF OPEN SPACE

Public Open Space

The Mayor’s ‘Best Practice Guidance on Preparing Open Space Strategies’ defines Public Open Space as public parks, commons, heaths and woodlands and other open spaces with established and unrestricted public access and capable of being classified according to the open space hierarchy, which meets recreational and non-recreational needs. Public Open Spaces are usually but not always managed by local authorities.

Publicly Accessible Open Space

This term is somewhat broader than Public Open Space as it embraces sites owned and managed by agencies other than the Council, including sites that are managed primarily for amenity to which the public has traditionally had access.

Private Open Space

This is defined in the GLA Guidance as open space to which public access is restricted or not formally established but which contributes to local amenity or wildlife habitat or meets or is capable of meeting recreational or non-recreational needs. Includes company, school and club sports-grounds as well as private or restricted access gardens and housing amenity open space.

Green Chains

The London Plan defines these as areas of linked but separate open spaces and the footpaths between them. They are accessible to the public and provide way-marked paths and other pedestrian and cycle routes. It is reasonable to think of these as being like beads on a necklace. It is not necessary for the routes to have continuous wildlife habitats along them.

Green Corridors

These are relatively continuous areas of open space leading through the built environment, which may be linked and may not be publicly accessible. They allow animals and plants to be found further into the built-up area than would otherwise be the case and provide an extension to the habitats of the sites they join.

DESIGNATIONS OF OPEN SPACE

Metropolitan Open Land (MOL)

This designation is unique to London and protects strategically important open spaces within the built environment. MOL is the same as Green Belt in terms of protection from development and serves a similar purpose. A number of criteria are used in the designation of areas of MOL:

Land that contributes to the physical structure of London by being clearly distinguishable from the built-up area

Land that includes open-air facilities, especially for leisure, recreation, sport arts and cultural activities and tourism, which serve the whole or significant parts of London

Land that contains features or landscape of historic, recreational, nature conservation or habitat interest, of value at a metropolitan or national level

Land that forms part of a Green Chain and meets one of the above criteria

MOL covers the full range of open spaces and both public and private ownership.

Local Open Space (LOS)

The GLA advises that this designation should cover all types of locally important open space and Boroughs should identify which spaces this designation applies to. The LOS designation is considered to continue the MOL designation at the local level.

PROVISION STANDARD FOR OPEN SPACE

National Playing Fields Association (Fields in Trust) Six Acre Standard

This is a planner's guide to ensure that sufficient land is set aside in appropriate locations to enable people of all ages, especially the young, to participate in outdoor play, games, sports and other physical recreation. The FIT regards it as a minimum standard at 2.4 hectares (6 acres) per 1000 people. It comprises 1.6 hectares (4 acres) for outdoor sport and 0.8 hectares (2 acres) for children's play space. Blue ribbon spaces such as docks, canals and basins cannot therefore contribute to the standard.

It has long been recognised that the 2.4 hectare standard is unachievable within inner London, but allows boroughs to be compared across London and nationally. Both PPG 17 and the Mayor's Guidance recognise this by encouraging boroughs to establish their own local standard. In addition Boroughs must consider access standards to both local and major parks.

LONDON PLAN HIERARCHY OF PUBLIC OPEN SPACE

Draft London Plan 2009 Extract: Table 7.2 Public Open Space Hierarchy

Regional Parks

Large areas, corridors or networks of open space, the majority of which will be publicly accessible and provide a range of facilities and features offering recreational, ecological, landscape, cultural or green infrastructure benefits. Offer a combination of facilities and features that are unique within London, are readily accessible by public transport and are managed to meet best practice quality standards.

Size guideline: 400 hectares

Distances from homes: 3.2 to 8 kilometres

Metropolitan Parks

Large areas of open space that provide a similar range of benefits to Regional Parks and offer a combination of facilities and features at the sub-regional level, are readily accessible by public transport and are managed to meet best practice quality standards.

Size guideline: 60 hectares

Distances from homes: 3.2 kilometres

District Parks

Large areas of open space that provide a landscape setting with a variety of natural features providing for a wide range of activities, including outdoor sports facilities and playing fields, children's play for different age groups and informal recreation pursuits.

Size guideline: 20 hectares

Distances from homes: 1.2 kilometres

Local Parks and Open Spaces

Providing for court games, children's play, sitting-out areas and nature conservation areas.

Size guideline: 2 hectares

Distances from homes: 400 metres

Small Open Spaces

Gardens, sitting-out areas, children's play spaces or other areas of a specialist nature, including nature conservation areas.

Size guideline: Under 2 hectares

Distances from homes: Less than 400 metres

Pocket Parks

Small areas of open space that provide natural surfaces and shaded areas for informal play and passive recreation that sometimes have seating and play equipment.

Size guideline: Under 0.4ha

Distances from homes: Less than 400 metres

Linear Open Spaces

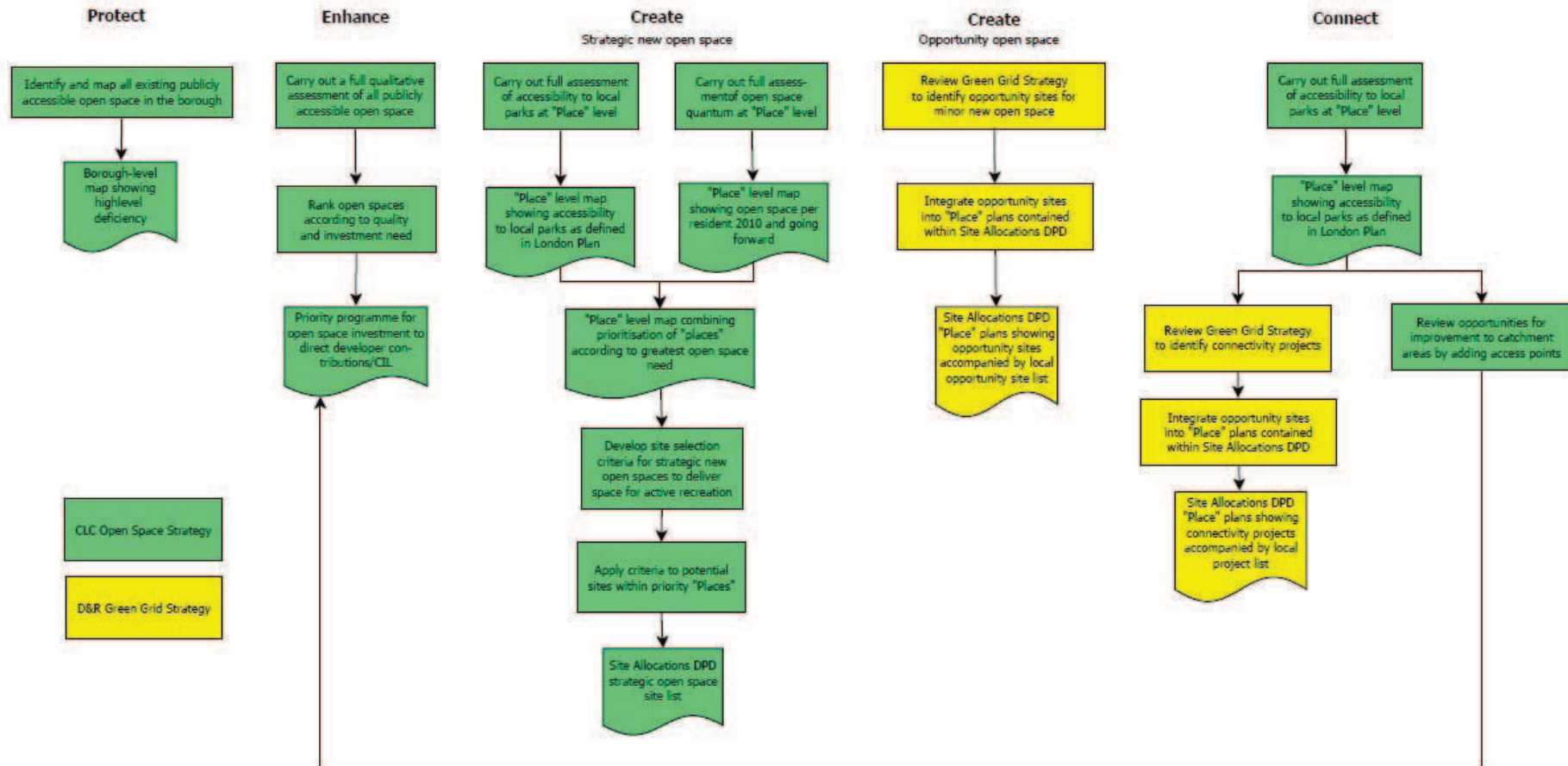
Open spaces and towpaths alongside the Thames, canals and other waterways; paths; disused railways; nature conservation areas; and other routes that provide opportunities for informal recreation. Often characterised by features or attractive areas which are not fully accessible to the public but contribute to the enjoyment of the space.

Size guideline: Variable

Distances from homes: Wherever feasible

Appendix C: Evidence methodology for the TH Green Grid and Open Space Strategies

Evidence Methodology for Open Space Policies



Appendix D: Open Space Audit 2011 - Open space provision and quality by 'Place'

Note: sites indicated in green (+) or dark green (++) are above average and performing well, sites in light (-) and dark orange (- -) are below standard and will have a higher priority weighting for future investment.

Place	Site	Typology	Hierarchy	Above/below combined Q/V standard		Score	Area
Aldgate	Aldgate Park, Braham St	Parks and Gardens	Pocket Parks	Above	+	67	0.31
	Altab Ali Park	Parks and Gardens	Small Local Parks	Above	+	67	0.48
	Gower's Walk Open Space	Parks and Gardens	Pocket Parks	Above	+	63	0.33
	Mallon Gardens	Parks and Gardens	Pocket Parks	Below	-	39	0.08
Total area							1.19
Total sites							4
Bethnal Green	Bethnal Green Gardens	Parks and Gardens	Local Park	Above	++	137	3.53
	Ion Square Gardens	Parks and Gardens	Small Local Parks	Above	+	72	1.03
	Mansford Street Open Space	Parks and Gardens	Pocket Parks	Above	+	70	0.24
	Middleton Green	Parks and Gardens	Small Local Parks	Above	+	71	0.67
	Museum Gardens	Parks and Gardens	Small Local Parks	Above	+	64	1.07
	Paradise Gardens	Parks and Gardens	Pocket Parks	Above	+	53	0.16
	Pollard Square	Parks and Gardens	Small Local Parks	Below	-	46	0.47
	St Jude's Nature Park, Middleton St., E2	Parks and Gardens	Pocket Parks	Below	--	28	0.25
	St. Matthews & St James	Parks and Gardens	Small Local Parks	Above	+	71	0.83
	St. Peter's Churchyard	Cemeteries, disused		Below	-	39	0.42

		churchyards and other burial grounds						
	Warner Green	Parks and Gardens	Pocket Parks	Below	-	46	0.30	
	Weavers Fields	Parks and Gardens	Local Park	Above	+	114	6.34	
Total area							15.32	
Total sites							12	
Blackwall	All Saints Churchyard	Cemeteries, disused churchyards and other burial grounds		Above	++	57	0.94	
	Cotton Street / Bazeley Street	Parks and Gardens	Pocket Parks	Below	-	44	0.19	
	East India Dock Square	Civic Space		Above	+	68	0.83	
	Ming Street Open Space	Amenity Green Space		Above	+	49	0.27	
	New Brunswick Wharf	Parks and Gardens	Pocket Parks	Above	+	59	0.70	
	Pennyfields Park	Parks and Gardens	Small Local Parks	Above	+	81	0.61	
	Poplar Park	Parks and Gardens	Small Local Parks	Above	++	98	1.57	
	Robin Hood Gardens	Parks and Gardens	Small Local Parks	Above	+	65	0.92	
	St. Matthias' Old Church Ground	Cemeteries, disused churchyards and other burial grounds		Above	++	53	0.63	
	Stoneyard Lane	Parks and Gardens	Pocket Parks	Below	--	34	0.15	
	Virginia Quay	Amenity Green Space		Above	++	79	0.29	
Total Area							7.10	

Total Sites							11
Bow	OS at Garrison Road / Legion Terrace, Bow E3	Parks and Gardens	Pocket Parks	Above	++	81	0.32
	Selwyn Park / Green	Parks and Gardens	Pocket Parks	Above	+	64	0.19
	St Stephen's Road OS, Bow E3	Amenity Green Space		Below	--	11	0.31
Total Area							0.83
Total Sites							3
Bow Common	Ackroyd Drive Allotments	Allotments, Community Gardens and City Farms		Above	+	33	0.15
	Ackroyd Drive Extension	Parks and Gardens	Small Local Parks	Below	-	43	0.73
	Chiltern Green, Bromley by Bow	Parks and Gardens	Pocket Parks	Above	+	69	0.30
	Fern Street Open Space	Parks and Gardens	Pocket Parks	Above	+	52	0.17
	Furze Green Open Space	Parks and Gardens	Small Local Parks	Above	+	78	1.14
	Old Railway at Fairfoot Road	Parks and Gardens	Small Local Parks	Below	--	26	0.74
	Rounton Road Public Open Space	Parks and Gardens	Small Local Parks	Above	+	63	0.56
Total Area							3.79
Total sites							8
Bromley by Bow	Bromley-by-Bow Centre	Parks and Gardens	Small Local Parks	Above	++	98	0.52
	Former St Leonard's Church Yard	Cemeteries, disused churchyards and other burial grounds		Below	--	22	0.25
	Grove Hall Park	Parks and Gardens	Small Local Parks	Above	++	97	1.20
	Prospect Park	Parks and Gardens	Small Local Parks	Above	+	64	0.42

	Reeves Road Allotments	Allotments, Community Gardens and City Farms		Below	-	28	0.36
	St Andrew's Hospital construction site will include public open spaces			Site not completed	Site not completed	Site not completed	1.47
	St. Mary Bow	Parks and Gardens	Pocket Parks	Above	+	61	0.27
Total area							4.48
Total Sites							6 complete
Canary Wharf	Blackwall Basin & Poplar Dock	Civic Space		Above	+	41	5.30
	Cabot Square	Parks and Gardens	Small Local Parks	Above	+	68	0.47
	Canada Square	Parks and Gardens	Small Local Parks	Above	+	71	0.64
	Canary Riverside	Civic Space		Below	--	5	0.21
	Jubilee Park	Parks and Gardens	Small Local Parks	Above	+	68	1.13
	Westferry Circus	Amenity Green Space		Above	++	76	0.31
Total Area							8.06
Total Sites							6
Cubitt Town	Island Gardens	Parks and Gardens	Small Local Parks	Above	+	82	1.24
	Millwall Dock Open Space	Parks and Gardens	Small Local Parks	Below	-	51	0.45
	Millwall Park	Parks and Gardens	Local Park	Above	++	145	8.75
	Mudchute City Farm	Parks and Gardens	Local Park	Above	++	126	13.57
	St. Johns Park	Parks and Gardens	Small Local Parks	Above	+	83	0.95
Total Area							24.96
Total Sites							5
Fish Island	Greenway	Parks and Gardens	Pocket Parks	Below	-	42	0.22
Total Area							0.22
Total Sites							1

Globe Town	Globe Road OS	Parks and Gardens	Pocket Parks	Below	--	34	0.03
	Meath Gardens	Parks and Gardens	Local Park	Above	+	107	3.93
	Meath Gardens Allotments	Allotments, Community Gardens and City Farms		Below	--	25	0.37
Total area							4.33
Total sites							3
Leamouth	East India Dock Basin	Civic Space		Above	+	68	3.94
Leamouth Total							3.94
							1
Limehouse	Albert Square Gardens	Parks and Gardens	Pocket Parks	Above	+	66	0.28
	Kings Wharf	Parks and Gardens	Pocket Parks	Below	-	44	0.18
	Limehouse Basin	Civic Space		Above	++	71	3.06
	Rectory Gardens	Parks and Gardens	Pocket Parks	Below	-	39	0.24
	Ropemakers Fields	Parks and Gardens	Small Local Parks	Above	++	103	1.80
	School House Kickabout	Provision for children and teenagers		Below	--	30	0.07
	St. Annes Churchyard	Cemeteries, disused churchyards and other burial grounds		Below	-	31	0.90
	St. James's Gardens	Parks and Gardens	Small Local Parks	Above	+	68	0.59
	Total area						
Total sites							8
Mile end	Archibald Public Open Space	Parks and Gardens	Pocket Parks	Above	++	85	0.34
	Bancroft Road Jewish Burial Ground	Parks and Gardens	Pocket Parks	Below	--	21	0.04

Carlton Square	Parks and Gardens	Pocket Parks	Above	+	48	0.13	
Carlton Square Extension	Parks and Gardens	Small Local Parks	Below	--	34	0.66	
Four Seasons Green	Parks and Gardens	Pocket Parks	Above	+	62	0.34	
Harley Grove Open Space	Amenity Green Space		Below	-	42	0.14	
Mile End Park	Parks and Gardens	District Park	Above	Above (only one space in typology hence no banding)	183	30.66	
Queen Mary University of London Burial Ground 1	Cemeteries, disused churchyards and other burial grounds		Below	--	24	0.39	
Tower Hamlets Cemetery Park	Natural and semi-natural urban green space		Above	Above (only one space in typology hence no banding)	47	11.50	
Tredegar Square Gardens	Parks and Gardens	Small Local Parks	Above	+	56	0.51	
Total area						44.71	
Total sites						10	
Millwall	Great Eastern Slipway	Civic Space	Below	-	34	0.41	
	Lighterman's Gardens	Amenity Green Space	Above	+	48	0.49	
	Millwall Dock	Civic Space	Above	+	40	13.99	
	Queen Mother's Garden, Westferry Road	Parks and Gardens	Pocket Parks	Above	+	60	0.12
	Sir John McDougal Gardens	Parks and Gardens	Local Park	Above	+	93	2.18
	St. Andrews Wharf Youth Project	Parks and Gardens	Pocket Parks	Above	+	52	0.34

Total area							17.52
Total sites							6
Poplar	Alton St Public Open Space	Parks and Gardens	Small Local Parks	Below	-	52	0.84
	Bartlett Park	Parks and Gardens	Local Park	Below	-	67	4.95
	Chrisp Street Market Area 1	Civic Space		Above	-	37	0.18
	Chrisp Street Market Area 2	Civic Space		Above	++	91	0.64
	Trinity Gardens	Parks and Gardens	Small Local Parks	Above	+	57	0.42
Total area							7.02
Total sites							5
Poplar Riverside	Aberfeldy Millennium Green	Parks and Gardens	Pocket Parks	Below	+	57	0.38
	Aberfeldy MUGA	Provision for children and teenagers		Above	+	61	0.13
	Braithewaite Park	Parks and Gardens	Small Local Parks	Below	+	67	0.44
	Jolly's Green	Parks and Gardens	Small Local Parks	Below	--	25	0.83
	Langdon Park	Parks and Gardens	Small Local Parks	Above	++	88	1.70
	Levens Road Park	Parks and Gardens	Small Local Parks	Below	--	33	0.51
	Wyvis Street Open space	Parks and Gardens	Pocket Parks	Above	+	49	0.38
Total area							4.37
Total sites							7
Shadwell	Arbour Square	Parks and Gardens	Pocket Parks	Above	+	62	0.27
	Bigland Green Open Space	Playground		Above	+	56	0.20
	Cable Street Allotments	Allotments, Community Gardens and City Farms		Above	+	34	0.56
	Cavell Street Gardens	Parks and Gardens	Pocket Parks	Below	-	44	0.11

	Ford Square	Parks and Gardens	Pocket Parks	Above	+	57	0.17
	Glamis Road Adventure Playground	Parks and Gardens	Pocket Parks	Above	+	72	0.16
	Gosling Gardens	Parks and Gardens	Pocket Parks	Above	+	74	0.25
	Jubilee Gardens	Parks and Gardens	Pocket Parks	Above	+	68	0.30
	Ropewalk Gardens	Parks and Gardens	Small Local Parks	Above	+	81	0.82
	Sidney Gardens	Parks and Gardens	Pocket Parks	Above	+	51	0.14
	St. George in the East	Parks and Gardens	Small Local Parks	Above	+	82	1.61
Total area							4.58
Total sites							11
Shoreditch	Arnold Circus	Parks and Gardens	Pocket Parks	Above	+	69	0.25
	Jesus Green	Parks and Gardens	Pocket Parks	Below	-	45	0.37
	Ravenscroft Park	Parks and Gardens	Small Local Parks	Above	++	84	0.97
	Shacklewell (1 o'clock club)	Provision for children and teenagers		Below	-	45	0.06
	Virginia Gardens	Parks and Gardens	Pocket Parks	Below	-	41	0.11
Total area							1.77
Total sites							5
Spitalfields	Allen Gardens	Parks and Gardens	Small Local Parks	Above	+	63	1.60
	Attlee Youth and Community Centre	Provision for children and teenagers		Above	++	67	0.29
	Chicksand Ghat	Playground		Above	++	74	0.23
	Christchurch Gardens	Parks and Gardens	Pocket Parks	Above	+	60	0.19
	Spitalfields Farm	Allotments, Community		Above	++	84	0.50

		Gardens and City Farms					
Total area							2.80
Total sites							5
Stepney	Beaumont Square	Parks and Gardens	Small Local Parks	Above	+	79	0.40
	Belgrave Street Open Space	Parks and Gardens	Small Local Parks	Above	+	62	0.65
	Clocktower, Stepney	Parks and Gardens	Pocket Parks	Below	--	33	0.05
	Mercers Burial Ground	Parks and Gardens	Pocket Parks	Below	-	46	0.10
	Shandy Park	Parks and Gardens	Small Local Parks	Above	+	77	1.46
	St. Dunstans Church	Cemeteries, disused churchyards and other burial grounds		Above	++	61	1.82
	Stepney Green Gardens	Parks and Gardens	Small Local Parks	Below	+	58	0.51
	Stepney Green Park	Parks and Gardens	Local Park	Above	+	93	4.63
	Stepping Stones Farm	Allotments, Community Gardens and City Farms		Above	++	75	1.44
	Stonebridge Wharf	Parks and Gardens	Pocket Parks	Below	-	45	0.14
	Trafalgar Square Gardens	Parks and Gardens	Pocket Parks	Above	+	75	0.25
	Whitehorse Park	Amenity Green Space		Above	++	99	1.38
York Square	Parks and Gardens	Pocket Parks	Above	+	51	0.09	
Total area							12.92
Total sites							13
Tower of London	Carron Continental Wharf	Civic Space		Above	+	45	0.11

	St. Katherine Docks	Civic Space		Above	++	78	3.70
	Tower Hill Terrace	Parks and Gardens	Pocket Parks	Above	-	37	0.11
	Tower of London (Inner)	Civic Space		Above	+	66	2.16
	Tower of London (Outer)	Civic Space		Above	++	93	1.38
	Tower of London Gardens	Amenity Green Space		Above	+	58	0.30
	Trinity Square Gardens	Parks and Gardens	Small Local Parks	Above	+	68	0.49
	Wakefield Gardens	Parks and Gardens	Pocket Parks	Above	+	64	0.09
Total area							8.35
Total sites							8
	Victoria Park	Parks and Gardens	Metropolitan Park	Above	Above (only one space in hierarchy hence no banding)	217	86.99
Total area							86.99
Total sites							1
Wapping	Hellings Street Play Area	Provision for children and teenagers		Above	+	56	0.15
	Hermitage Basin	Civic Space		Above	+	66	0.32
	Hermitage Riverside Gardens	Parks and Gardens	Pocket Parks	Above	+	71	0.39
	King Edward Memorial Garden	Parks and Gardens	Local Park	Above	++	120	3.31
	Raine's Mansions	Parks and Gardens	Pocket Parks	Below	-	41	0.17
	Royal Mint Green	Parks and Gardens	Pocket Parks	Below	+	58	0.17
	Shadwell Basin	Civic Space		Above	+	54	4.28
	St Paul's Churchyard	Cemeteries, disused churchyards and other burial		Above	++	60	0.35

		grounds					
	St. Johns Churchyard	Parks and Gardens	Pocket Parks	Above	+	60	0.25
	Swedenborg Gardens	Parks and Gardens	Small Local Parks	Above	+	78	1.56
	Wapping Canal / Tobacco Dock / Spirit Quay	Civic Space		Above	+	56	1.75
	Wapping Gardens	Parks and Gardens	Small Local Parks	Above	++	104	1.27
	Wapping Green	Parks and Gardens	Pocket Parks	Below	-	45	0.25
	Wapping Rose Gardens	Parks and Gardens	Small Local Parks	Above	+	56	0.61
	Wapping Woods	Parks and Gardens	Small Local Parks	Above	+	63	1.59
	Waterside Gardens	Parks and Gardens	Pocket Parks	Above	+	67	0.14
Total area							16.56
Total sites							16
Whitechapel	Jewish Burial Ground Brady Street	Cemeteries, disused churchyards and other burial grounds		Above	-	30	1.09
	Mile End Waste	Civic Space		Below	-	26	0.19
	Open Spaces around redeveloped Royal London Hospital (not constructed yet)			Site not completed	Site not completed	Site not completed	0.91
	St. Bartholomews	Parks and Gardens	Small Local Parks	Above	++	89	0.45
	Vallance Gardens	Parks and Gardens	Small Local Parks	Above	+	81	0.55
Total area							3.20
Total sites							4 complete
Grand Total Area (ha)							292.12
Grand total no. sites							158

Appendix E: Sports facilities in parks and open spaces

PARK OR OPEN SPACE NAME	AP	BB	BG	CP	FS G	FT	HS	JG	MS	MU GA	RP	T	TM
ABBOTT ROAD OPEN SPACE										1			
BARTLETT PARK					2								
BETHNAL GREEN GARDENS		3										4	1
CANROBERT ST. OPEN SPACE										1			
GROVE HALL PARK										1			
HELLING ST OPEN SPACE										1			
KING EDWARD MEMORIAL PARK			1				1					4	
LANGDON PARK								1					
MEATH GARDENS					1					1			
MILLWALL PARK			1		3				3	1	1		
POPLAR PARK			1							1		2	
RAVENSCROFT PARK										1			
ROPEMAKERS FIELDS												2	
ROPEWALK GARDENS							1						
ST ANDREWS WHARF										1			
ST JOHNS PARK										1		2	
SCHOOLHOUSE LANE										1			
SHANDY PARK										1			
STEPNEY GREEN PARK	1				1								
TRAFALGAR GARDENS										1			
VICTORIA PARK			1	3	13			1	3			4	
WAPPING GARDENS										1		1	
WEAVERS FIELDS					2	1		1					

KEY

AP = ARTIFICIAL PITCH
 BB = BASKETBALL PITCH
 BG = BOWLING GREEN
 CP = CRICKET PITCH

FSG = FULL SIZE GRASS PITCH
 FT = FITNESS TRAIL
 HS = HARD SURFACE PITCH
 JG = JUNIOR GRASS PITCH

MS = MINI SOCCER PITCH
 MUGA = MULTI-USE GAMES AREA
 RP = RUGBY PITCH
 T = TENNIS COURTS

TM = TARMAC PITCH

Pitch Quality Assessment

The quality of the pitches and associated ancillary facilities were assessed using the Sport England Playing Pitch Quality Assessment.

Grass Pitches

Victoria Park

- The pitches are all on flat land but are variable in quality.
- Pitch 1 is very heavily used. This is because of its proximity to the changing facilities. School users tend to not want to use other pitches that are further away from the pavilion.
- There was insufficient margin between Pitches 1 and 2. The gap between the pitches was approximately two metres rather than the recommended three metres.
- Pitch 7, which sits on the site of an old Redgra pitch, is in an unplayable condition. The ground appears to have been graded and seeded but the surface is full of stones.
- Pitch 8 is in a poor condition. It does not get a break because it is used for winter and summer play. It is the lowest quality pitch in Victoria Park.
- There are no intermediate size pitches for school or girls use.
- The three artificial cricket wickets are very well used.
- There is a cinder athletics track.
- The changing rooms do not meet Sport England or FA standards in that:
 - two teams share one changing room
 - there are communal showers
 - there are communal toilets.

Meath Gardens

- The pitch had been subjected to a vandal attack at the time of assessment. This had badly scarred the surface and the pitch was not playable when inspected. It is understood that similar incidents have taken place in the past.
- The pitch is floodlit, with what appears to be a modern installation. If used they may lead to over play on the pitch.
- The changing rooms are housed in a modular building and are of excellent quality.

Weavers Fields

- This is a pleasant, well-used open space. Although it is listed as having three pitches only two were set up at the time of inspection, the third being rested.
- Pitch 2 is on the very minimum width for adult use.
- The changing facilities are located across a quiet road. The changing rooms are small and there are communal wash/ toilet facilities. They do not meet Sport England or FA standards.

Stepney Green

- The single pitch, used for summer league football, was not set up as it was being rested. However, it was clearly very worn with no grass in places.
- The changing accommodation was of the “container” type but was adequate if small though it did not reach Sport England or FA standards. There were no toilet facilities. The match officials changing room was unused.

Bartlett Park

- The two adult football pitches were in good condition. The mini-soccer pitch was unused and was full of weed.
- The changing rooms were small but adequate. They did not meet FA or Sport England standards.

Millwall Park

- All the pitches at Millwall Park were in very good condition.
- Areas of the park were being renovated so Pitch 3 and the Touch Rugby area were not evident.
- There was an artificial cricket wicket.
- The changing rooms are excellent, fully meeting Sport England and FA standards.

Artificial Pitches

John Orwell Sports Centre

- Full size, sand filled, floodlit artificial pitch
- Nearing the end of its serviceable life

Mile End (full size artificial pitch)

- Hockey size, sand filled, floodlit artificial pitch
- Good condition

Stepney Green Park

- Full size, sand filled, floodlit artificial pitch
- Signs of fire damage and rippling
- Nearing the end of its serviceable life

The Workhouse

- Two training size, floodlit, sand filled artificial pitches
- Good condition

Whitechapel Sports Centre

- Training size, sand filled, floodlit artificial pitch
- Concrete wall surround
- Some damage to the carpet

Changing Accommodation

Site ID	Overall Quality	Vandalism	Showers	Toilets	Car Parking	Public Transport Links	Security	Segregated Changing	Score for Changing Accommodation (out of 41)	Score as a %
Bartlett Park	6	5	3	3	0	5	5	3	30	73%
Meath Gardens	10	2	5	5	0	5	2	3	32	78%
Millwall Park	10	5	5	5	2	5	5	3	40	98%
Stepney Green	4	5	3	0	0	5	5	0	22	54%
Victoria Park	6	2	3	3	2	5	2	0	23	56%
Weavers Field	6	5	3	3	0	5	2	0	24	59%

Key: Over 90% Excellent 60-89% Good 40-59% Average 30-39% Poor 0-30% Very Poor

Site visit comments

The site visits were undertaken during the winter football season therefore it was not possible to assess the three summer football pitches at Victoria Park. One adult football pitch at Millwall Park was being seeded and the two mini pitches were not marked out, therefore they were omitted from the assessment.

Grass Pitch Assessment

Site ID	Pitch Number (ID)	Pitch Type & Sport	Games Played in season	% Games Cancelled	Score for cancellations	Grass cover	Length of grass	Size	Adequate safety margins	Slope	Evenness	Problem Areas: Evidence dog fouling	Problem Areas: Evidence of glass/ stones/ litter	Problem Areas: Evidence of unofficial use	Problem Areas: Evidence of damage to surface	Training - Hours per week on pitch	Changing Accommodation	Winter Sports - Goals, corner flags, nets	Cricket - Wicket protected	Line markings	Training areas	Pitch Score (out of 67)	Score as a %
BP	BP1	Football	114	5%	4	3	4	3	3	5	4	3	3	2	0	5	5	2	0	2	0	53	79%
BP	BP2	Football	142	1%	4	5	4	3	3	5	4	3	3	2	2	5	5	2	0	2	0	57	85%
BP	BPM	Mini-Soccer	-	-	-	0	4	3	3	4	4	3	3	3	3	5	5	2	0	2	0	-	-
MG	MG1	Football	-	-	-	3	2	3	3	5	0	3	3	2	0	5	5	3	0	2	0	-	-
MP	MP1	Football	76	5%	4	5	4	3	3	5	4	3	3	2	3	5	5	2	0	2	0	58	87%
	MP2	Football	71	4%	4	5	9	3	3	5	4	3	3	2	3	5	5	2	0	2	0	63	94%
	Stebfs	Football	-	-	-	4	4	3	3	5	4	3	3	2	3	5	5	2	0	2	0	-	-
SG	SG1	Football	144	1%	4	0	0	3	3	4	4	3	3	0	2	0	5	2	0	2	0	40	60%
VP	VP1	Football	241	1%	4	3	4	3	0	5	4	3	3	2	3	0	5	2	0	2	0	48	72%
	VP2	Football	157	3%	4	2	4	3	0	5	4	3	3	2	3	0	5	2	0	2	0	47	70%
	VP3	Football	123	2%	4	2	4	3	0	5	4	3	3	2	3	0	0	2	0	2	0	47	70%
	VP4	Football	89	3%	4	3	4	3	3	5	4	3	3	2	3	0	5	2	0	2	0	51	76%
	VP5	Football	79	3%	4	4	4	3	3	5	4	3	3	2	3	0	5	2	0	2	0	52	78%
	VP6	Football	112	1%	4	3	4	3	3	5	4	3	3	2	3	0	5	2	0	2	0	51	76%
	VP7	Football	57	4%	4	0	4	3	3	5	4	3	0	3	3	0	5	2	0	2	0	46	69%
	VP8	Football	55	5%	4	0	0	3	3	5	2	3	3	2	3	0	5	0	0	2	0	40	60%
	VP9	Football	-	-	-	2	2	3	3	5	2	3	3	2	3	0	5	3	0	2	0	-	-
	VPM1	Football	33	3%	4	4	4	3	3	5	4	3	3	3	3	0	5	3	0	2	0	54	81%
	VPM2	Football	-	-	-	4	4	3	3	5	4	3	3	3	3	0	5	3	0	2	0	-	-
	VPR	Rugby	112	0%	5	4	4	3	3	5	4	3	3	3	3	0	5	2	0	2	0	54	81%
WF	WF1	Football	116	3%	4	3	4	3	3	5	4	3	3	2	3	5	5	3	0	2	0	57	85%
	WF2	Football	117	3%	4	3	4	2	3	2	4	3	3	2	3	5	5	3	0	2	0	53	79%
	WF3	Football	177	0%	5	4	2	3	3	5	4	3	3	2	3	5	0	3	0	2	0	47	70%

Key: 90+ 64-90% 55-64% 30-54% 0-30%
 An excellent pitch A good pitch An average pitch A below average pitch A poor pitch

Appendix F: History of parks and open spaces in Tower Hamlets and their heritage significance

The History of Parks and Open Space in Tower Hamlets

The parks and open spaces of Tower Hamlets have come about through a variety of processes. Some public open spaces were the result of deliberate design or policy, while others are the result of historic accident or expedience. There were broadly three periods during which public open space was created in Tower Hamlets. These moves were primarily to benefit people, rather than improve land or rental values. The first was the deliberate creation of Victoria Park in the mid 19th century, the late 19th century saw the conversion of churchyards to public gardens and the most recent was in the mid 20th century after World War 2.

Various open spaces are the result of late 18th and 19th century urban design, being planned formal gardens set in London Squares. As such they are protected by the London Squares Preservation Act, 1931. These sites include Trinity Square Gardens, Arbour Square, Albert Gardens and the little known Oval in Bethnal Green. See full list of protected London Squares below.

Many churchyards, particularly in the west of borough became public open spaces managed by the local authority. Having been closed to further burial use because they were overflowing, they were converted in the second half of the 19th century into public gardens. In some parts of the borough these are the only open spaces. This process gave rise to Christchurch Gardens, Altab Ali Park (formerly St Mary's Churchyard, the original White Chapel) and St George's Gardens, amongst others.

The City of London and Tower Hamlets Cemetery was laid out in 1841 to relieve local pressure on burial space. The former Greater London Council obtained a by special Act of Parliament to close and turn it into open space in 1966. It was already neglected by the late 19th Century, with over a quarter of a million bodies by 1889 and thousands more after that. The last 20 years has seen its unique character increasingly valued and the Friends of Tower Hamlets Cemetery Park now manage it as a wooded park and local nature reserve. It also has a unique cultural and historical heritage.

Parliament passed an Act in 1841 to create Victoria Park, following an outcry about the lack of parks in the East End and fears that disease would spread from the stinking industries and slum population of 400,000. The Government bought poor quality land that had been used for market gardens, grazing and gravel digging. The land was flat, with poor soil and little water but was cheaper than the alternative site near the Thames. Local people started to use the Park in 1843, before works were complete. The park never had a formal opening but was an instant success. The Metropolitan Board of Works took over the management of the park in 1887, followed by the London County Council in 1888, by the Greater London Council in 1965 and by the London Borough of Tower Hamlets in 1986 (until 1994 with L.B. Hackney).

Some of the most curious spaces are the remnants of commons and greens. Stepney Green Gardens and the Stepney Clock Tower site are the last fragments of Mile End Green. The Metropolitan Gardens Association formally created the Gardens in 1872, the ground having been originally enclosed some time after 1669. Mile End Waste, the open spaces to the north of Mile End Road, was originally also

part of Mile End common land. Bethnal Green Gardens, Paradise Row Gardens and Museum Gardens comprise the remnants of the medieval Green or Poor's Land. The London County Council preserved Bethnal Green Gardens as a recreation ground in 1895 and the Government purchased the land for Museum Gardens for the Bethnal Green Museum in 1868. The Gardens, "laid out and for ever to be maintained as an ornamental garden" as required by the Act to permit its purchase, were opened in 1875.

The Greenwich Royal Hospital Commissioners acquired the site of Island Gardens in 1850 to protect the view from the rapid industrialisation and development of the Isle of Dogs in the second half of the 19th century. The LCC laid the site out as a park in 1895.

Mudchute Park and City Farm was created in 1977 from a landscape of low mounds and former world war two gun emplacements. Much of the site had been used between 1875-1910 as the receptacle for mud dredged by pneumatic pipe from the Millwall Docks. By contrast Millwall Park seems never to have been built on except around the edges and was marsh land until converted to playing fields and a recreation ground by the LCC by 1919. It was the home of the original Millwall Football Club from 1889-1910.

Mile End Park, Langdon Park, Jolly's Green, Bartlett Park, Allen Gardens, Weavers Fields and sites such as Ravenscroft Park were conceived after the end of the second world war in 1945 to provide parks of various scales. Small parcels of land to create these parks were still being laid out with grass for the first time in 2005.

The gardens and squares of Canary Wharf set in a formal master plan show that even land developers can show an enlightened self-interest. Their open spaces set off the buildings, add both capital and rental value to the estate and give enjoyment to those who visit, live or work there.

References

- Philip Mernick and Doreen Kendall, "A pictorial history of Victoria Park, London E3" 1996, East London History Society
Bridget Cherry, Charles O'Brien and Nicholas Pevsner, "The Buildings of England: London 5: East" 2005, Yale University Press
Sally Williams, "The Inventory of Green Spaces – Tower Hamlets", London Parks and Gardens Trust in association with English Heritage, 2003

Heritage significance of parks and open spaces in Tower Hamlets

London Squares in Tower Hamlets:
(Information taken from adopted borough plan 1986)
Albert Gardens (formerly Albert Square)
Arbour Square
Beaumont Square
Carlton Square
Ford Square
Ion Square
Mile End Green (Mile End Waste)
Swedenborg Square (formerly Prince's Square)

Rectory Square
 Sidney Square
 Stepney Green Gardens
 The Oval
 Trafalgar Gardens (formerly Trafalgar Square)
 Tredegar Square
 Trinity Square Gardens
 York Square

English Heritage Register of Parks and Gardens of Historic Interest in England and Wales:

English Heritage has entered four Tower Hamlets' parks and gardens on this register:

Victoria Park
 Island Gardens
 Boundary Gardens
 Museum Gardens

Listed structures in Tower Hamlets Parks and Open Spaces:

Many sites also have listed buildings and structures and war memorials (such as Victoria Park and Boundary Gardens). Trinity Square Gardens contain the Commonwealth's war memorials to the Merchant Navy war dead of both world wars and the commemoration of the traitors executed at the Tower Hill scaffold.

The London Inventory of Historic Green Spaces - Tower Hamlets:

This inventory was published in 2003 by the London Parks and Gardens Trust and supported by English Heritage. It lists 52 publicly accessible open spaces of historic interest in the Borough.

Park or open space	Brief history notes
Albert Gardens	Built 1840s; opened to public by LCC 1906
All Saints Churchyard	Built 1821-23; opened 1893 as public gardens by the MPGA
Altab Ali Park	Formerly the churchyard of St Mary's Church, the White Chapel.
Arbour Square	Built 1820s; opened to public by LCC 1904
Bartlett Park	Laid out 1950s as part of Festival of Britain's Lansbury Estate
Beaumont Square Gardens	Laid out c.1840; opened to public late 19th century
Bethnal Green Gardens	Part of Bethnal Green "Poor's Land" trust; LCC opened site up to public 1895
Museum Gardens	ditto; EH register Grade II
Boundary Gardens	Laid out as centrepiece of Boundary Estate by LCC in early 1900s; EH register site Grade II

Bow Churchyard	Opened to public as garden by MPGA in late 19th century
Brickfield Gardens	Former brickfield purchased compulsorily 1899 and opened to public 1904
Carlton Square Gardens	Laid out mid 19th century, opened to public by MPGA 1885
Christ Church Gardens	Church built 1714-1729; small part opened to public as garden late 19th century
Ford Square Gardens	Laid out 1820s; opened to public 1904
Globe Road Open Space	Remnant of former burial ground of 19th century chapel; opened as garden late 19th century by borough council
Grove Hall Park	Site of former asylum established c.1820; opened to public 1909 and extended 1930 with a convent garden
Ion Square Gardens	Original square c.1845; opened to public 1895 by MPGA; extension agreed with LCC 1953
Island Gardens	Opened in 1895 on land that the Admiralty saved from development to preserve the view of Greenwich; EH register Grade II
Jesus Green	Opened in 20th century on site of cleared dwellings
King Edward Memorial Park	Opened 1922 on land bought by public subscription on the river frontage. It contains important historical features, such as the Grade II listed Rotherhithe Tunnel ventilation shaft rotunda.
Meath Gardens	Former burial ground laid out 1842 and opened as garden 1894 by MPGA and LCC
Mercers Burial Ground	Also known as Stepney Meeting House Burial Ground, laid out 1779 and opened to public as garden 1976
Mile End Park	First planned 1943 and included in Abercrombie Plan for Greater London 1944. Parts laid out as King George's Fields in 1952 on cleared bomb sites; LCC and later GLC continued to clear and lay out sites as open space until 1985. Millennium Commission landscape and building works 1995- to date
Mile End Waste / Green	Remnant of former medieval green

Museum Gardens	ditto and as Bethnal Green Gardens; EH register Grade II
Paradise Gardens	ditto and as Bethnal Green Gardens; EH register Grade II
Poplar Recreation Ground	Former burial ground opened as garden 1867 by MPGA
Shandy Park	Former burial ground opened as garden 1885 by MPGA
Sidney Square Gardens	Laid out 1820s; opened to public by LCC 1904
St Anne's Churchyard	Laid out 1730; opened as garden 1887 by MPGA
St Bartholomew's Gardens	Former burial ground opened as garden 1885 by MPGA
St Dunstan's Churchyard	Church built by 1232, probably dating from 7th century; former burial ground opened as garden
St George's Gardens	Church opened 1729; opened to public as gardens in 1875 via vestry and Metropolitan Board of Works
St James' Gardens	Former burial ground; laid out partly on land left over following construction of Rotherhithe Tunnel.
St John's Churchyard	Chapel of ease 1617; site bombed during WW2
St Leonard's Play Ground	Church built 12th century, rebuilt 1842 and bombed in WW2; much of churchyard cleared for road
St Matthew's Churchyard	Church consecrated 1746, churchyard closed mid 1850s; opened as garden 1896
St Matthias Old Church	Former church of East India Company built 1776; churchyard open to public; abuts Poplar Recreation Ground
St Paul's Churchyard	Established 1656 as chapel of ease, parish created 1669, church rebuilt 1820; laid out as garden 1886 by MPGA; churchyard accessible only to school
Stepney Green Gardens	Remnants of Stepney Green, enclosed between 1669-1684; used for public hustings mid 19th century; opened to public 1872 by Metropolitan Board of Works
Stepney Green Park	Formerly part of Mile End Green where Stepney Fair held late 17th to 19th century; enclosed 1694; built over as part of Clare Hall estate; site cleared of

	housing by GLC following WW2
Tower Gardens	Part of the Tower Liberties, governed by Tower until 1855; taken into care of local authority as gardens, managed by Historic Royal Palaces 1990s
Wakefield Gardens	Laid out 1992 over new London Underground station entrance; land originally donated as public open space for benefit of local people by the Wakefield Trust 1930s
Tower Hamlets Cemetery (Park)	Open fields until land consecrated for commercial burial ground 1841; was noted as containing 247,000 graves and neglected by 1889; many common public graves; bombed WW2; closed to burials by special Act of Parliament for GLC as public open space. Transferred to Tower Hamlets 1986 and became Tower Hamlets Cemetery Park 1990.
Trafalgar Gardens	Created as square late 18th century, renamed Trafalgar Square 1809; central garden bought by Vestry of Mile End Old Town and opened to public 1885
Tredegar Square Gardens	Laid out 1828; original simple rectilinear layout replaced by former Bow Neighbourhood with circular forms in late 1980s.
Trinity Square Gardens	Laid out to designs by Samuel Wyatt for Trinity House at top of Tower Hill by private enclosure act in 1795. Contains Commonwealth War Graves Commission war memorials to merchant navy war dead of both world wars and memorial to Falklands merchant navy war dead (2005); also contains commemoration of executions at Tower Hill scaffold; restored 2002 with funding from Heritage Lottery Fund and Tower Hill Improvement Trust.
Vallance Gardens	Part is former Society of Friends burial ground; laid out 1880 as public garden; gardens reconstructed 2003
Victoria Park	Designed by James Pennethorne; opened 1845; site extended 1872; managed by Metropolitan Board of Works in 1887, transferred to LCC in 1889, then GLC in 1965 then Tower Hamlets in 1986; site much bombed in WW2 and not restored. EH register Grade II*
Wapping Gardens	Opened 1891 by Metropolitan Board of Works from cleared slum dwellings under "Artisans' and Labourers' Dwelling Improvement Act 1875;

refurbished late 1980s.

Weavers Fields	Laid out in 1960s on land acquired and cleared of housing by GLC following bomb damage; site intended to be much larger; extensive works to turn grassland into park during 1990s and early years of 20th century.
York Square Gardens	Site developed by Mercers Company in early 19th century; garden opened to public in LCC 1904; GLC bought site 1969.

Notes

GLC	Greater London Council
LCC	London County Council
MPGA	Metropolitan Public Gardens Association

Appendix G: Sites of importance for nature conservation

This schedule lists the sites assessed by the London Wildlife Trust for the GLA during summer 2004. This schedule of sites has the support of the London Borough of Tower Hamlets and will be adopted as part of the Local Development Framework. The list is currently under review and will be revised shortly.

See Map 20

Sites of Metropolitan Importance

M006	London's Canals
M031	River Thames and Bow Creek
M071	The Lea Valley
M117	Tower Hamlets Cemetery Park and The Soane's Centre
M133	Mudchute Park and Farm

Sites of Borough Importance, Grade I

THBI01	The Greenway in Tower Hamlets
THBI02	Victoria Park
THBI03	Mile End Park
THBI04	East India Dock Basin
THBI08	Poplar Dock and Blackwall Basin

Sites of Borough Importance, Grade II

THBII01	Millwall and West India Docks
THBII03	St Jude's Nature Park
THBII04	Cable Street Community Garden
THBII05	Stepping Stones Farm
THBII06	Spitalfields Farm and Allen Gardens
THBII07	The London Wall and walls of the Tower of London
THBII08	Spitalfields Viaduct
THBII11	Pinchin Street Disused Railway (proposed new designation)

Sites of Local Importance

THL01	St George in the East Church Gardens
THL02	Wapping Park
THL03	Old Railway at Fairfoot Road
THL04	Ion Square Gardens
THL05	Weavers Fields
THL06	Stoneyard Lane
THL07	Shadwell Basin
THL08	Swedenborg Gardens
THL09	Bancroft Road Nature Garden
THL10	St Leonard's Adventurous Playspace
THL12	Perring Community Garden

Sites of Local Importance continued

THL13	Disused railway, Bow
THL14	Hermitage Basin
THL15	St Katherine's Dock
THL16	St Dunstan's Churchyard
THL17	St Anne's Churchyard, Limehouse
THL18	Wellclose Street Rough
THL19	St Paul's Churchyard, Shadwell (proposed new designation)
THL20	All Saints Churchyard, Poplar (proposed new designation)
THL21	Poplar Park and St Matthias Old Churchyard (proposed new designation)
THL22	Millwall Park (proposed new designation)
THL23	Cyril Jackson School Nature Area (proposed new designation)
THL24	St Luke's C of E Primary School Wild Area (proposed new designation)
THL25	Aberfeldy Millennium Green (proposed new designation)
THL26	Robin Hood Gardens (proposed new designation)
THL27	Meath Gardens (proposed new designation)
THL28	Ropemakers Field (proposed new designation)
THL29	St Bartholomew's Gardens (proposed new designation)

Appendix H: Analysis of Council owned parks and open spaces by size

(Council owned Metropolitan Open Land and Local Open Spaces)

LAP Area	Name of Park or Open Space	Address	Total Area In Hectares
	Over 10 Hectares		
4	Victoria Park	Grove Rd.	86.18
4	Mile End Park	Grove Rd/Burdett Rd.	29.36
8	Mudchute Park & Farm	Pier Street.	13.24
5	Tower Hamlets Cemetery Park	Southern Grove	10.93
	5 to 10 Hectares		
8	Millwall Park	Stebondale Street	8.64
2	Weavers Fields	Viaduct Street	6.17
	1 to 5 Hectares		
2	Stepney Green Park	Stepney Way	4.62
6	Bartlett Park	Lindfield Street	4.62
4	Meath Gardens	Smart Street	3.92
2	Bethnal Green Gardens	Cambridge Heath Rd.	3.51
3	King Edward Memorial Park	Glamis Road	3.30
3	Wapping Canal System	Wapping	3.06
8	Sir John McDougal Park	Westferry Road	2.15
1	Allen Gardens	Buxton Street	1.97
2	St.Dunstans Churchyard	Stepney High Street	1.82
3	Ropemakers Fields	Narrow Street	1.80
6	Langdon Park	Bright Street	1.70
6	Poplar Recreation Ground	Hale Street	1.59
3	Wapping Woods	John Rennie Walk	1.58
4	Shandy Park	Harford Street	1.46
1	Vallance Road Gardens	Vallance Road	1.36
3	Wapping Gardens	Tench Street	1.26
1	Swedenborg Gardens	Wellclose Street	1.24
1	St.Georges in the East Churchyard	Cannon Street Road	1.19
5	Grove Hall Park	Fairfield Road	1.19
4	Furze Green Open Space	Furze Green Road	1.14
8	Island Gardens	Saunders Ness Road	1.12
2	Museum Gardens	Cambridge Heath Rd.	1.05
2	Ion Square Gardens	Warner Place	1.03

LAP Area	Name of Park or Open Space	Address	Total Area In Hectares
	Under 1 Hectare		
2	Ravenscroft Park	Ravenscroft Street	0.97
2	Belgrave Street Open Space	Belgrave Street	0.95
8	St. John's Park	Manchester Road	0.95
6	All Saints Churchyard	Bazely Street	0.94
3	St. Anne's Churchyard	Three Colt Street	0.90
2	Whitehorse Road Park	Whitehorse Road	0.89
2	St. Matthew's Church Gardens	St. Matthews Row	0.83
6	Alton Street Open Space	Alton Street	0.83
6	Jolly's Green	Joshua Street	0.83
1	Rope Walk Gardens	Golding Street	0.82
2	Carlton Square Gardens	Carlton Square	0.78
7	Silvocea Wharf	Leamouth	0.77
4	Ackroyd Drive Open Spaces	Ackroyd Drive	0.70
3	Wapping Rose Gardens	Green Bank	0.63
5	Bromley Recreation Ground	St. Leonards Street	0.62
6	Pennyfields Open Space	Pennyfields	0.62
5	Rounton Road Open Space	Rounton Road	0.58
3	St. James' Gardens	Ratcliffe Lane	0.56
2	Stepney Green Gardens	Stepney Green	0.53
5	Tredegar Square Gardens	Tredegar Square	0.51
1	Altab Ali Park	Adler Street	0.50
3	Trinity Square Gardens	Tower Hill	0.49
2	Pollard Square	Pollard Row	0.47
2	St. Bartholomew's Gardens	Buckhurst Street	0.46
6	Abbott Road Recreation Ground	Abbott Road	0.42
6	Trinity Gardens	Upper North Street	0.42
4	Prospect Park	Devons Road	0.41
8	Great Eastern Slipway	Napier Avenue	0.41
2	Beaumont Square Gardens	Beaumont Square	0.40
2	Jesus Green	Quilter Street	0.37
2	Mansford Street Open Space	Mansford Street	0.37
4	Wyvis Street Open Space	Wyvis Street	0.37
2	Middleton Green (including the former Canrobert Street Open Space)	Middleton Street & Canrobert Street	0.78
6	Poplar Parkway	Castor Lane	0.32
2	Warner Green Open Space	Warner Place	0.30
2	Albert Gardens	Albert Gardens	0.28
2	Arbour Square Gardens	Arbour Square	0.27
5	Bow Churchyard (St. Mary's)	Bow Road	0.27
3	St. Johns Gardens	Scandrett Street	0.26
2	Boundary Gardens	Arnold Circus	0.25
2	Trafalgar Gardens	White Horse Lane	0.25
3	Wapping Green	Wapping Lane	0.25

LAP Area	Name of Park or Open Space	Address	Total Area In Hectares
1	Gosling Gardens	Bigland Street	0.24
3	Rectory Gardens	Commercial Road	0.24
2	Chicksand Street Open Space	Chicksand Street	0.23
8	London Yard	Amsterdam Road	0.22
1	Christchurch Gardens	Commercial Street	0.19
2	Mile End Road Verges	Mile End Road	0.19
5	Selwyn Green	Selwyn Road	0.19
3	Kings Wharf	Newell Street	0.18
8	Maconochies Wharf	Blasker Walk	0.18
2	Ford Square Gardens	Ford Square	0.17
3	Raines Mansions	Raine Street	0.17
4	Fern Street Open Space	Fern Street	0.17
2	Paradise Gardens	Paradise Row	0.16
3	Glamis Road Playground	Glamis Road	0.16
4	Twelve Trees Crescent	Devas Street	0.16
3	Hellings Street Playpark	Hellings Street	0.15
6	Stoneyard Lane Gardens	Stoneyard Lane	0.15
3	Waterside Gardens	Wapping High Street	0.14
4	Stonebridge Wharf	Carr Street	0.14
8	Caledonian Wharf	Caledonian Wharf Rd.	0.14
2	Sidney Square Gardens	Sidney Street	0.13
3	Carron & Continental Wharf	St.Katharines Way	0.13
8	Newcastle Drawdock	Saunders Ness Road	0.13
3	Vaughan Way Open Space	Vaughan Way	0.12
4	Bonner Hall Gate	Approach Road	0.12
1	Cavell Street Gardens	Cavell Street	0.11
2	Virginia Gardens	Virginia Road	0.11
1	Library Place	Cable Street	0.10
2	Mercers Burial Ground	Whithorse Road	0.10
3	Tower Hill Approach	Tower Hill	0.10
4	Hancock Road Open Space	Hancock Road	0.10
8	Compass Point	Mariners Mews	0.10
2	York Square Gardens	York Square	0.09
6	Cotton Street Open Space	Cotton Street	0.09
8	Castle Wharf	Orchard Place	0.09
3	Schoolhouse Lane Pitch	Cable Street	0.08
1	Mallon Gardens	Commercial Street	0.07
8	Johnsons Drawdock	Ferry Street	0.07
2	Stepney Clocktower	Stepney Green	0.06
6	Prestons Road Open Space	Prestons Road	0.05
7	Dockers Tanner Open Space	Dockers Tanner Road	0.05
2	White Horse Lane Open Space	White Horse Lane	0.04
8	Friars Mead Open Space	Friars Mead	0.04
8	Masthouse Terrace	Masthouse Terrace	0.04

LAP Area	Name of Park or Open Space	Address	Total Area In Hectares
2	Baxendale Street Gardens	Baxendale Street	0.03
2	Globe Road Open Space	Globe Road	0.03
2	Mile End Road Open Space	Mile End Road	0.02
3	London Wall	Tower Hill	0.02
7	Baffin Way Shrub Bed	Baffin Way	0.01
	Total Area of Parks in Hectares		232.11

Appendix I: 2011 Audit - Quality & Value scores for Council owned parks and open spaces including capital investment details from 2006 to 2011

Note: sites indicated in green (+) or dark green (++) are above average and performing well, sites in light (-) and dark orange (- -) are below standard and will have a higher priority weighting for future investment.

Site ref.	Site Name	Typology	Place	Area (ha)	Investment 2006 to 2011 in £,000's	LUC Audit 2011 Q & V Score	Q & V compared to standards
Major Parks - £687,000 invested							
3	Mile End Park	District Park	Mile end	30.66	115	183	Above
2	Victoria Park	Metropolitan Park	Victoria Park	86.99	572	217	Above
Local Parks - £1,989,000 invested							
42	Bethnal Green Gardens	Local Park	Bethnal Green	3.53	575	136	++
22	Meath Gardens	Local Park	Globe Town	3.93	454	107	+
1	Millwall Park	Local Park	Cubitt Town	8.75	310	145	++
107	Tower Hamlets Cemetery	Local Park	Mile end	11.5	300	47	- -
39	Sir John McDougal Gardens	Local Park	Millwall	2.18	240	93	+
41	Weavers Fields	Local Park	Bethnal Green	6.34	110	114	+
44	Bartlett Park	Local Park	Poplar	4.95		67	-
50	King Edward Memorial Park	Local Park	Wapping	3.31		120	++
23	Stepney Green Park	Local Park	Stepney	4.63		93	+
Pocket Parks - £4,003,000 invested							

127	Gosling Gardens	Pocket Park	Shadwell	0.25	182.5	74	+
72	Arnold Circus	Pocket Parks	Shoreditch	0.25	650	69	+
100	St. Andrews Wharf Youth Project	Pocket Parks	Millwall	0.34	470	52	+
11	Archibald Public Open Space	Pocket Parks	Mile end	0.34	323	85	++
TH037	Royal Mint Green	Pocket Parks	Wapping	0.17	300	58	+
18	Cotton Street / Bazeley Street	Pocket Parks	Blackwall	0.19	140	44	-
10	Selwyn Park / Green	Pocket Parks	Bow	0.19	120	64	+
99	Glamis Road Adventure Playground	Pocket Parks	Shadwell	0.16	50	72	+
13	Stonebridge Wharf	Pocket Parks	Stepney	0.14	50	45	-
128	Wyvis Street Open space	Pocket Parks	Poplar Riverside	0.38	50	49	+
62	Cavell Street Gardens	Pocket Parks	Shadwell	0.11	20	44	-
94	Ford Square	Pocket Parks	Shadwell	0.17	5	57	+
73	Albert Square Gardens	Pocket Parks	Limehouse	0.28		66	+
70	Arbour Square	Pocket Parks	Shadwell	0.27		62	+
64	Carlton Square	Pocket Parks	Mile end	0.13		48	+
116	Christchurch Gardens	Pocket Parks	Spitalfields	0.19		60	+
61	Clocktower, Stepney	Pocket Parks	Stepney	0.05		33	--
45	Fern Street Open Space	Pocket Parks	Bow Common	0.17		52	+
59	Globe Road OS	Pocket Parks	Globe Town	0.03		34	--
126	Greenway	Pocket Parks	Fish Island	0.22		42	-
35	Jesus Green	Pocket Parks	Shoreditch	0.37		45	-
77	Kings Wharf	Pocket Parks	Limehouse	0.18		44	-
57	Mallon Gardens	Pocket Parks	Aldgate	0.08		39	-
54	Mansford Street Open Space	Pocket Parks	Bethnal Green	0.24		70	+

119	Mercers Burial Ground	Pocket Parks	Stepney	0.1		46	-
88	Paradise Gardens	Pocket Parks	Bethnal Green	0.16		53	+
49	Raine's Mansions	Pocket Parks	Wapping	0.17		41	-
78	Rectory Gardens	Pocket Parks	Limehouse	0.24		39	-
81	Sidney Gardens	Pocket Parks	Shadwell	0.14		51	+
114	St. Johns Churchyard	Pocket Parks	Wapping	0.25		60	+
108	St. Mary Bow	Pocket Parks	Bromley by Bow	0.27		61	+
38	Stoneyard Lane	Pocket Parks	Blackwall	0.15		34	--
58	Trafalgar Square Gardens	Pocket Parks	Stepney	0.25		75	+
96	Virginia Gardens	Pocket Parks	Shoreditch	0.11		41	-
27	Wapping Green	Pocket Parks	Wapping	0.25		45	-
29	Warner Green	Pocket Parks	Bethnal Green	0.3		46	-
69	Waterside Gardens	Pocket Parks	Wapping	0.14		67	+
92	York Square	Pocket Parks	Stepney	0.09		51	+
Provision for children and teenagers - £60,000 invested							
105	School House Kickabout	Provision for children and teenagers	Limehouse	0.07	60	30	--
106	Aberfeldy MUGA	Provision for children and teenagers	Poplar Riverside	0.13		61	+
101	Hellings Street Play Area	Provision for children and teenagers	Wapping	0.15		56	+
104	Shacklewell (1 o'clock club)	Provision for children and teenagers	Shoreditch	0.06		45	-

Small Local Parks & Amenity Greenspace - £5,539,000 invested							
111	St. George in the East	Small Local Parks	Shadwell	1.61	1250	82	+
46	Whitehorse Park	Amenity Green Space	Stepney	1.38	235	99	++
9	Poplar Park	Small Local Parks	Blackwall	1.57	454	98	++
37	Furze Green Open Space	Small Local Parks	Bow Common	1.14	345	78	+
25	Middleton Green	Small Local Parks	Bethnal Green	0.67	280	71	+
12	Pennyfields Park	Small Local Parks	Blackwall	0.61	230	81	+
15	Grove Hall Park	Small Local Parks	Bromley by Bow	1.2	210	97	++
20	Ravenscroft Park	Small Local Parks	Shoreditch	0.97	190	84	++
19	Prospect Park	Small Local Parks	Bromley by Bow	0.42	180	64	+
75	St. James's Gardens	Small Local Parks	Limehouse	0.59	180	68	+
115	Altab Ali Park	Small Local Parks	Aldgate	0.48	150	67	+
TH007	Braithwaite Park	Small Local Parks	Poplar Riverside	0.44	150	67	+
85	Trinity Gardens	Small Local Parks	Poplar	0.42	150	57	+
26	Wapping Gardens	Small Local Parks	Wapping	1.27	150	104	++
28	Allen Gardens	Small Local Parks	Spitalfields	1.6	141	63	+
30	Rounton Road Public Open Space	Small Local Parks	Bow Common	0.56	140	63	+
43	Swedenborg Gardens	Small Local Parks	Wapping	1.56	136	78	+
74	Belgrave Street Open Space	Small Local Parks	Stepney	0.65	120	62	+
32	Langdon Park	Small Local Parks	Poplar Riverside	1.7	120	88	++
113	St. Bartholomews	Small Local Parks	Whitechapel	0.45	120	89	++

34	St. Johns Park	Small Local Parks	Cubitt Town	0.95	108	83	+
83	Stepney Green Gardens	Small Local Parks	Stepney	0.51	80	58	+
84	Beaumont Square	Small Local Parks	Stepney	0.4	60	79	+
16	Shandy Park	Small Local Parks	Stepney	1.46	60	77	+
31	Ion Square Gardens	Small Local Parks	Bethnal Green	1.03	50	72	+
76	Island Gardens	Small Local Parks	Cubitt Town	1.24	50	82	+
33	Jolly's Green	Small Local Parks	Poplar Riverside	0.83	50	25	--
56	Museum Gardens	Small Local Parks	Bethnal Green	1.07	50	64	+
53	Ropewalk Gardens	Small Local Parks	Shadwell	0.82	50	81	+
91	Tredegar Square Gardens	Small Local Parks	Mile end	0.51	50	56	+
125	Ackroyd Drive Extension	Small Local Parks	Bow Common	0.73		43	-
36	Alton St Public Open Space	Small Local Parks	Poplar	0.84		52	-
14	Carlton Square Extension	Small Local Parks	Mile end	0.66		34	--
51	Levens Road Park	Small Local Parks	Poplar Riverside	0.51		33	--
48	Millwall Dock Open Space	Small Local Parks	Cubitt Town	0.45		51	-
8	Pollard Square	Small Local Parks	Bethnal Green	0.47		46	-
47	Ropemakers Fields	Small Local Parks	Limehouse	1.8		103	++
121	St. Matthews & St James	Small Local Parks	Bethnal Green	0.83		71	+
65	Trinity Square Gardens	Small Local Parks	Tower of London	0.49		68	+
24	Vallance Gardens	Small Local Parks	Whitechapel	0.55		81	+
52	Wapping Rose Gardens	Small Local Parks	Wapping	0.61		56	+
40	Wapping Woods	Small Local Parks	Wapping	1.59		63	+
<i>Cemeteries, disused churchyards and other burial grounds</i>							

120	All Saints Churchyard	Cemeteries, disused churchyards and other burial grounds	Blackwall	0.94		57	++
117	St. Annes Churchyard	Cemeteries, disused churchyards and other burial grounds	Limehouse	0.9		31	-
122	St. Dunstons Church	Cemeteries, disused churchyards and other burial grounds	Stepney	1.82		61	++
Civic Space							
163	Carron Continental Wharf	Civic Space	Tower of London	0.11		45	+
146	Great Eastern Slipway	Civic Space	Millwall	0.41		34	-
164	Shadwell Basin	Civic Space	Wapping	4.28		54	+
161	Wapping Canal System	Civic Space	Wapping	1.75		56	+

Appendix J: Maps 1 to 17 (2011)

See separate map pack.

Map Number	Title
Map 1	Indices of multiple deprivation 2010
Map 2	Distribution of Open Spaces (including rivers, docks, and canals)
Map 3	Borough Framework Map
Map 4	Places North Framework Map
Map 5	Places East Framework Map
Map 6	Places South Framework Map
Map 7	Places West Framework Map
Map 8	Lines of Severance (waterways, railways, roads)
Map 9	Publicly Accessible Open Space (excluding water spaces)
Map 10	Accessibility to all parks above 0.4ha (small local parks and above)
Map 11	Accessibility to all parks above 1ha (LBTH local park) and 2ha (GLA local park)
Map 12	Accessibility to Major Parks
Map 13	Public Transport Accessibility Levels (2010)
Map 14	Publicly accessible open space area projections per 1,000 residents rear 2010
Map 15	Publicly accessible open space area projections per 1,000 residents rear 2025
Map 16	Site Quality Score
Map 17	Sites of Importance for Nature Conservation

Appendix K: Action Plan

Original actions (2006)	Delivery phase	Achievements to date	Future actions (2011)	Due date
Outcome				
To improve the overall quality of current provision of open space within the Borough				
Objective				
To increase sustainability of open spaces within the Borough				
Implement the project to achieve Green Flag Awards for all major parks and key local parks	Medium term	Achieved Green Flag status for <ul style="list-style-type: none"> • Island Gardens • King Edward Memorial Park • Mile End Park • Millwall Park • Trinity Square Gardens • Weavers Fields • Victoria Park 	Submit Green Flag status submission for St George's in the East Gardens Resubmit applications for Green Flag status for all existing Green Flag sites	June 2012 June 2012
Improve the biodiversity of the Council's parks networks	Medium term	Introduction of bird and bat boxes and the creation of new habitat areas at locations such as Mile End Park, Millwall Park, King Edward Memorial Park, Tower Hamlets Cemetery Park, Weavers Fields, Ion Square Gardens, Rounton Road Park Adopted the Tower Hamlets Biodiversity Action Plan	Include recommendations from bio-diversity action plan into capital investment programme Work with volunteers and communities to implement habitat improvement projects in key parks	Annual capital programme subject to funding Ongoing volunteering and corporate social responsibility programme

Develop and implement a Borough Tree Management Plan	Medium term	Tree Management Plan has been prepared Extensive programme of tree planting in parks and on highways completed	Carry out annual tree planting and maintenance programme subject to funding Ensure tree planting is incorporated into the implementation of Green Grid Strategy projects	Annual capital programme subject to funding Annual Green Grid Strategy implementation programme
Objective				
To maximise the use of parks and open spaces as a resource to improve the health of the Community				
Increase the level of proactive healthy lifestyle activities into parks and open spaces & Promote the use of parks and open spaces as a way to improve health and well being	Medium term	Implemented a wide ranging programme as part of the Healthy Borough initiative, which ran from 2008 to 2011. The programme promoted physical activity in parks and open spaces and through active play.	Work with public health services and community groups to promote existing facilities such as skate parks, playgrounds and walking trails. Promote volunteering in parks and open spaces as a way of engaging in physical exercise.	August 2013 August 2012

Objective				
To continue to represent the interests of local residents regarding the impact of various infrastructure initiatives, (Crossrail, DLR station proposals, East London Line extension, Thames Tideway Tunnel)				
Ensure adequate re provision of open space and sports capacity during construction & Ensure adequate reinstatement of same or replacement of land lost	Plan term	<u>Crossrail</u>	<u>Crossrail</u>	
		Secured compensation and mitigation measures for Stepping Stones Farm.	Ensure that construction sites at Mile End Park and Stepney Green are managed to minimise impact on park users	March 2016
		Minimised the impact of construction on football pitches in the park.	Ensure that sites are reinstated fully and any permanent structures are of appropriate design	March 2016
		<u>DLR</u>	<u>Thames Tideway Tunnel</u>	
		Delivered integrated design scheme to enhance access to Langdon Park from the new DLR station.	Continue to robustly respond to Thames Water consultation and the formal planning application process	March 2014
		Ensured that land taken during construction of three car running was returned to use as open space and fully reinstated.		
		<u>East London Line Extension</u>		
		Secured extension to Allen Gardens.		

Objective				
To fully exploit the potential of parks and open spaces to support education and children's services.				
More young people encouraged to integrate with the parks user community	Medium term	The Community Park Ranger Service has prepared and delivered an annual programme of events and activities in the parks. Some of these have been specifically aimed at children and young people while others have been inter-generational activities.	Implementation of the Victoria Park Audience Development Plan for children and young people	March 2015
Implement the findings of the Planning for Play Report	Medium term	Planning for play report has informed design of payable landscapes and play areas as part of the capital programme.	Continue to use design guide to direct capital project development	Annual capital programme subject to funding
Engage key stakeholders to explore how parks can assist with curriculum and social support & Develop school services at both Tower Hamlets ecology centres	Medium term	The Mile End Park Ecology Centre and the Soanes Centre in Tower Hamlets Cemetery Park have supported an extensive range of events and educational activities for school age children.	Using the Mile End Park experience to roll out a programme of environmental activities for children and young people as part of the Victoria Park Audience Development Plan	March 2015

Carry out further research into the use of parks and open spaces by young people	Medium term	Consultation on landscape improvement projects has included activities targeted at young people to ensure that their views were captured. In particular this has influenced the design of play improvement elements.	Integrate consultation with children and young people into capital project development	Annual capital programme subject to funding
Objective Improve access to sport by developing new avenues of delivery				
Promote greater public access to school outdoor sports facilities	Plan term	Worked with Building Schools for the Future team to consider public access requirements at design stage for new and improved schools.	N/A	
Carry out a playing pitch assessment	Medium term	Information has been collected and analysed on the level and quality of existing provision using Sport England criteria for evaluation purposes.	Completed.	
Engage key stake holders to further open up access to water based leisure and sports activities	Medium term		Develop and implement a major landscape improvement project at Bartlett Park, including the extension of the park to the canal edge Implement the Victoria Park Audience Development Plan, including more active use of water areas	March 2015 (phased) March 2015

Objective				
Improve the quality of existing open spaces				
Reduce the number of poor quality open spaces across the Borough	Plan term	Implemented an annual rolling programme of capital projects as set out in the Strategy.	Implement a programme of capital investment projects based on investment criteria	Annual capital programme subject to funding
Improve facilities in line with Disability Discrimination Act requirements	Plan term	Landscape improvement projects incorporated a range of design elements to improve accessibility within parks and open spaces, including the introduction of inclusive play equipment.	Continue to improve access for all as parks improvement projects are implemented.	Annual capital programme subject to funding
Programme detailed resident feedback on an annual basis	Plan term	Carried out Annual Parks Survey during first five years of Strategy implementation.	Seek annual feedback through the Annual Residents Survey to ensure benchmarking ability as other authorities have withdraw from the dedicated parks survey.	Annually as part of Council wide Residents Survey
Objective				
To increase opportunities for festivals and events in parks and open spaces				
Develop a Festivals & Events toolkit for Third Sector organisations	Medium term	The Events Toolkit was developed in 2008.	Completed.	
Ensure harmonisation of use of open space for events and sports	Medium term	Adopted the Events in Parks Policy 2011.	Develop a Sports Strategy	June 2012

Objective				
To increase community and third sector involvement in the management of open space				
Improve the management of allotment and garden societies on Council owned sites.	Medium term		Work with societies and groups based on Council managed open space to improve site management	March 2014
Support community representation in the management of parks and open spaces	Plan term		Establish a forum of Friends Groups	May 2012
			Work with Friends Groups to establish a co-ordinated and Borough-wide events programme to mark national Love Parks Week	June 2012
Outcome				
To create wherever possible new publicly accessible open space by effective use of planning powers and obligations, especially in areas identified as deficient in open space.				
Objective				
To address open space deficiencies through the planning process				
Local Development Framework to address the need for open space	Medium term	Adoption of Core Strategy in September 2010 Core Strategy includes policies to protect, connect, enhance and create open space.	Completed.	

Draft policy to encourage developers to provide new public open space	Medium term	Adoption of Green Grid Strategy in February 2011	Ensure that planning decisions officers are aware of the Green Grid Strategy aims and routes to deliver new open space on development adjoining routes	Annual Green Grid Strategy implementation programme
Develop planning guidance as necessary	Plan term		Adoption of Planning Obligations Supplementary Planning Document Submission of Managing Development Plan Document to Secretary of State Submission of Fish Island Area Action Plan Development Plan Document to Secretary of State Adoption of Bromley-by-Bow masterplan	April 2012 April 2012 April 2012 April 2012
Outcome To improve accessibility to existing and new open spaces				
Objective To improve accessibility to parks and open spaces				
Ensure safe cycling and walking routes to and through parks and open spaces	Medium term	Development of the Connect 2 cycle route from Bethnal Green to Victoria Park Installation of new Mile End Park /	Implement a rolling programme of Green Grid Strategy projects to connect parks and open spaces	Annual Green Grid Strategy implementation programme subject to funding

		<p>Meath Gardens footbridge to provide continuous traffic free route. Amendments to the tow path to facilitate shared use.</p> <p>Implementation of two cycle super highways in collaboration with Transport for London</p>	<p>Implement cycle improvements and walking improvements in line with the Cycle Plan and the Local Implementation Plan 2</p> <p>Work with the Thames Gateway Development Corporation and Lea Valley Park Authority to develop the missing link in the Lea Valley Park between Bow and the River Thames</p> <p>Improve cycle route markings and signage in Victoria Park</p>	<p>Annual cycle and walking capital programme subject to funding</p> <p>June 2012</p> <p>June 2012</p>
Provide new and improved entrances to parks	Plan term	New and enhanced entrances have been provided at a number of parks and open spaces through the improvement programme	<p>Carry out an assessment of optimum locations for new gates and entrances based on enhanced mapping technology</p> <p>Implement improvements to gates and entrances as part of the capital investment programme</p>	<p>March 2013</p> <p>Annual capital programme subject to funding</p>
Develop new	Plan	A new bridge connects Meath	Ensure that master plans and	Ongoing

strategic gateways including bridges to parks and open spaces	term	Gardens to Mile End Park.	other area based planning policies include improvements to connectivity and overcome lines of severance Work with the Thames Gateway Development Corporation and Lea Valley Park Authority to implement bridge connections as part of the River Lee Park and Olympic Park development	March 2016
Provide accessible toilets in major and key parks	Plan term	New accessible toilet facilities have been provided at Victoria Park.	Carry out an options appraisal for providing access to toilet facilities in or near parks in open spaces as part of the Council's wider approach	March 2013
Objective To safeguard and improve the quality and accessibility of valuable housing amenity land				
Work with the RSLs and other land owners to ensure that grounds maintenance standards are in line with BV199 targets	Plan term			
Objective				

To ensure the Olympic Park and Millennium Quarter and other major developments deliver open space accessible to the residents of Tower Hamlets				
Input to Olympic Park planning process	Medium term	According to the legacy park plans approximately one-sixth of Tower Hamlets by area is within 10 minutes walk of the Olympic Park; this the part of the borough to the south of Victoria Park and to the east of Mile End Park, benefiting residents of Bow and north Poplar.	<p>The Council continues to engage with the Olympic Park planning process.</p> <p>New and upgraded bridges could connect the borough to the Park at Hackney Wick and Fish Island.</p>	
Encourage development proposals within the Millennium Quarter and on other sites to provide high quality civic/open spaces in accordance with planning policy	Plan term	Parts of open spaces required by the MQ master plan have been delivered but are not yet fully functioning as adjacent sites are awaiting development.	<p>Continue to ensure that planning applications in the MQ are reviewed to deliver open space across a range of development sites</p> <p>Work to secure and implement new Tower Hamlets Local Park sites in Hackney Wick, Spitalfields, Bethnal Green, Poplar Riverside, Millwall and Bromley-by-Bow</p>	<p>March 2016</p> <p>In line with development coming forward</p>
Outcome				

To prioritise public safety in parks				
Objective				
To make parks and open spaces even cleaner and safer				
Further develop and implement the programme to reduce crime and anti social behaviour in parks and open spaces	Medium term		Adopt new bye laws for parks and open spaces	May 2012
Let Horticultural Grounds Maintenance Contract	Medium term	Let new contract in 2006	Align contract with other public realm contracts to enable coherent and consistent management of the public realm	April 2013
Incorporate measures to design out crime into park management plans	Medium term	Park management plans for key parks incorporate site safety and security plans Capital projects have included, subject to the availability of funding, measures to design out crime.	Include designing out crime as a key feature of parks capital investment	Annual capital programme subject to funding
Develop the network of CCTV within parks and open spaces	Plan term	CCTV cameras have been implemented in a number of parks where anti-social behaviour was identified.	Update CCTV Strategy Ensure that the annual CCTV investment programme considers the need for CCTV in parks and open spaces	February 2012 Annual capital programme subject to funding
Objective				

To increase training and employment opportunities in the open space business sector				
Engage with Further Education partners to explore partnership potential	Medium term	The Council has engaged a number of apprentices and these have worked with the landscape contractors, Park Rangers and in-house gardening team.	Seek to appoint apprentices within the context of the Council's corporate scheme.	Annually, subject to funding.
Outcome To maximise funding opportunities arising from planning obligation benefits; lottery applications; partnership funding and any other windfall opportunities in order to support the action plan.				
Objective Maximise the potential of the major open spaces to attract tourism and investment.				
Contribute to the Thames Gateway East London Green Grid	Plan term	Adoption of Green Grid Strategy in February 2011.	Develop a Green Grid Strategy implementation programme	Annually, subject to funding
Integrate festivals and parks into the Borough Tourism and Regeneration Marketing strategies	Medium Term		Implement the Victoria Park Audience Development Plan to establish the park as a visitor destination	March 2015
To undertake research into the economic value to the Borough of the park based festival programme	Medium term	Participated in an international action research project to investigate the economic impact of festivals and community events.	N/A	
Objective				

To improve value for money, in terms of cost per visit to parks and open spaces, and to increase visitor numbers				
To develop a comprehensive Marketing Strategy for parks and open spaces	Medium term	Activities to promote the use of parks have included development of the 'Parks for Everyone' guide to Parks & Open Spaces in Tower Hamlets, events promotion, newspaper articles, better web based information, improved profile of awards activities including Tower Hamlets in Bloom. Better signage has been installed at sites where capital improvement works have taken place.	Review and refresh all online content	October 2012
To improve signage and site based information	Plan term	Developed a standard for parks signage that welcomes users and provides clear information. New signage has been a feature of the landscape improvement works that have been delivered at priority investment sites across the borough.	Implement signage improvements as part of capital projects	Annual capital programme subject to funding

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Planning Obligations Supplementary
Planning Document

Overview and Scrutiny Committee
Presentation 10th January 2012

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Local Development Framework O&S Committee – January 2012



Planning Obligations Supplementary Planning Document (11th January Cabinet)

Michael Bell
Strategic Planning Manager



Planning Obligations SPD



Why produce an SPD?

- Strengthen the Council's negotiating position in challenging economic climate and before the London Mayor's Community Infrastructure Levy comes into force in April 2012
- clearly set out the Council's approach and rationale for contributions
- improve transparency and ease of calculation methods
- provide certainty for developers on when contributions will be expected.



Priorities for Planning Obligations



TOWER HAMLETS

SPD closely reflects Council priorities and the Council's capital planning process:

Key Priorities:

- Affordable Housing
- Employment, Skills, Training and Enterprise
- Community Facilities
- Education

Other Tower Hamlets Priority Obligations:

- Health
- Sustainable Transport
- Public Realm
- Environmental Sustainability

SPD directly relates to approved Council strategies i.e. LDF Core Strategy, IDEA Store Strategy, Employment Strategy Leisure Strategy etc



Planning Obligations SPD



Consultation

- 6 week period of statutory consultation between 8th August 2011 and 16th September 2011
- Representations from 32 individual stakeholders (community groups, residents, Registered Providers, developers, landowners and statutory consultees)

Key Consultation Issues:

- Viability
- Impact on affordable housing providers
- Priorities

Scheduled for January Cabinet for Approval
Operational until April 2014 (introduction of LBTH Community Infrastructure Levy)



Agenda Item 11

By virtue of paragraph(s) 5 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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