

Southwark Open Space Strategy Evidence base final report

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Introduction

Background

- 1.1 Atkins was commissioned by the London borough of Southwark in March 2011 to undertake an assessment of open space facilities within the borough including the preparation of a strategy and action plan. The purpose of the strategy is to produce a qualitative and quantitative audit and analysis of the supply of, and demand for, open space provision in the borough. This strategy will update and supersede previous open space work undertaken for the Council in 2003 and 2010.

Scope of this Study

- 1.2 The aim of the Southwark open space strategy is to assess and analyse the quantity and quality of existing open spaces, outdoor sports and recreational facilities, the varied functions of open spaces and the needs of local people.
- 1.3 The results of this analysis will:
- inform the development of planning policies.
 - provide the Council with adequate planning guidance and open space standards.
 - assist the Council in identifying needs for new open spaces and outdoor and indoor sports facilities.
 - inform the future management of open spaces and sports facilities including the identification of opportunities to enhance and reconfigure open space provision.
 - enable the Council to identify priorities for future investment and provide a rationale to secure external funding for the improvement and additional provision of facilities particularly via developer contributions.
- 1.4 This strategy includes an assessment of the quantity, quality and value of parks and open spaces in Southwark and identifies whether existing provision is currently meeting local needs. The study also identifies whether the existing provision in the borough will be sufficient to meet the projected needs of the borough up to 2026 before developing local standards and measures to address current and projected deficiencies in open space provision. The strategy will be used by the Council to inform the preparation of the borough's emerging planning policies.
- 1.5 This study has been undertaken in four phases:
- Phase 1: The National, Regional and Local Framework. A desk top study looking at National, Regional and Local initiatives as well as an analysis of the local context.
 - Phase 2: Assessment of Supply. Looking at the quantity and quality of the open spaces in the borough and identifying opportunities for improvement and enhancement.
 - Phase 3: Assessment of demand. Identifying strategic, borough-wide concerns and assessing the demand for Open Space.
 - Phase 4: Recommendations to Inform the Strategy. Analysis of strategic demand and supply, leading to recommendations for the protection and enhancement of existing spaces to inform the Open Space Strategy and guide future policy development.

Approach to Consultation

- 1.6 An integral component of the Southwark Open Space Strategy is to engage with residents of the borough to determine their use of and attitudes towards the Southwark's open spaces and outdoor sports facilities. This study has included a telephone survey of 750 borough residents as well as a consultation workshop with parks groups and local residents. A summary of the findings of the telephone survey and stakeholder consultation is set out in Chapter 3.

Structure of this Report

This report broadly follows the structure of the recommended approach to undertaking an open space study:

- Chapter 2 provides a review of the current national, regional and local strategies, guidance and initiatives.
- Chapter 3 sets out an assessment of local open spaces needs and priorities, including analysis of the consultation findings.
- Chapter 4 outlines the approach to planning open space provision.
- Chapter 5 provides an assessment of the supply of different types of open space in the borough.
- Chapter 6 provides an assessment of the quality of open space.
- Chapter 7 provides initial recommendations on standards that should be adopted within the sub-area.
- Chapter 8 provides recommendations on meeting open space needs at the borough level.
- Chapter 9 provides recommendations on meeting open spaces needs at the sub-area level.

Strategic and policy context

Introduction

- 2.1 National, Regional and Local Strategies and Initiatives provide a framework to influence the assessment of open space. Areas of open space within Southwark have many different functions which contribute to quality of life for local residents. Consequently a number of competencies are involved ensuring a comprehensive study of Open Space related policy, including planning; leisure and recreation; health; education and crime and culture. These are considered in the following policy review which spans the national, regional and local levels.
- 2.2 The analysis set out here provides a brief summary of the key messages extracted from the relevant contextual documents, with further details of each policy initiative included as part of Appendix A.

Importance of Open Space

- 2.3 A wide variety of policy documents and research reports have identified clear benefits arising from the provision of high quality open space. A report by CABI Space¹ summarised these benefits as:
- The positive economic value of open space, including positive impacts on business, rental values, property prices and the ability to create tax revenue.
 - The impact on physical and mental health, with well designed open spaces linked to an increase in physical activity and exercise, an improvement in people's mental well-being and longer life expectancy. These positive health benefits are also identified in a range of Government documents including 'Building Health: Creating and Enhancing for Healthy Active Lives', as well as at the local level in Southwark's Sport and Physical Activity Strategy.
 - The benefits for children and young people. Play is crucial for many aspects of children's development, with open space and children's play provision clearly key to facilitating opportunities for play. This is also recognised in the Government's Play Strategy, the Mayor of London's Supplementary Planning Guidance on 'Providing for Children and Young People's Play and Informal Recreation' and within the Southwark Play Strategy.
 - Reducing crime and the fear of crime. Fear of crime and, to a much lesser extent, crime itself can deter people from using even good quality public spaces. Physical changes to, and the better management of, open space can help to allay these fears. Improving the security of open spaces is also recognised as a priority within Southwark's Crime and Disorder Strategy.
 - The social dimension of open space is also important. Open spaces are open to all, regardless of ethnic origin, age or gender, and as such they represent a democratic forum for citizens and society. When properly designed and cared for, they bring communities together, provide meeting places and foster social ties. These spaces shape the cultural identity of an area, are part of its unique character and provide a sense of place for local communities.
 - Value from biodiversity and nature. Vegetation brings many important environmental benefits to urban areas, including the cooling of air and the absorption of atmospheric pollutants. Vegetation also provides an opportunity for people to be close to nature with the associated positive impact that this can bring in terms of mental health. These benefits are well recognised at the national level, as part of PPS9: Biodiversity and Geological Conservation, at the London-wide level, as part of the Mayor's Biodiversity Strategy, and at the local level, as part of Southwark's Biodiversity Action Plan.

¹ The Value of Public Space – How high quality parks and public spaces create economic, social and environmental value. CABI Space
8

The Need for Open Space Assessments

National Planning Policy Framework (NPPF)

- 2.4 The need for an open space strategy is set out in national and regional government guidance, including the National Planning Policy Framework (NPPF), and the London Plan. The open space strategy and evidence base report has been developed in accordance with the relevant guidance.
- 2.5 The strategy uses the definition of open space that is set out in the NPPF. The NPPF defines open space as all open space of public value, including not just land, but also areas of water (such as rivers, canals, lakes and reservoirs) which offer important opportunities for sport and recreation and can act as a visual amenity.
- 2.6 The types of open space that may be of public value and are included as part of this work, include:
- Parks and gardens
 - Natural and semi natural urban green spaces
 - Green corridors
 - Outdoor sports and play facilities
 - Amenity spaces
 - Provision for children and teenagers
 - Allotments, community gardens and urban farms
 - Cemeteries and churchyards
 - Civic spaces.
- 2.7 We will implement the Open Space Strategy while conducting our spatial planning, cultural, parks and leisure management duties. Quality open spaces are essential to ensuring Southwark is a healthy, safe and pleasant place to live, work and visit and therefore the strategy will provide guidance across all Council functions.
- 2.8 The strategy sets out standards for different types of open space and recreation facilities, and provides an action plan to deliver the objectives set out in this strategy.

PPG17: Planning for open space, sport and recreation

- 2.9 According to Planning Policy Guidance Note 17 (2002), open spaces, sport and recreation underpin people's quality of life and are fundamental in delivering broader government objectives, including:
- supporting an urban renaissance;
 - promotion of social inclusion and community cohesion;
 - health and well being; and
 - promoting more sustainable development.
- 2.10 In establishing the value of existing recreational facilities to the community and the need for new facilities, PPG17 recommends that Local Planning Authorities should undertake robust assessments of the existing and future needs of their communities for open space, sports and recreational facilities. Guidelines describing how such assessments should be completed are set out in Assessing

Needs and Opportunities: A companion guide to PPG17 (ODPM, 2002). This study addresses almost all of the issues pertaining to playing pitches and allotments which are identified in the guide.

2.11 The guidelines recommend that audits of local space needs should:

- Cover the differing and distinctive needs of the population for open space and built sports and recreational facilities including those working in and visiting areas.
- Include audits of existing open space, sports and recreational facilities including usage, accessibility, costs and opportunities for new open space and facilities. Audits should establish the quantity of spaces.
- Identify specific needs and quantitative or qualitative deficits or surpluses.

2.12 PPG 17 advises Local Authorities to use the information gained from their assessment of needs and opportunities to set locally derived standards for the provision of open space, sports and recreational facilities in their areas. Such standards form the basis of redressing quantitative and qualitative deficiencies through the planning process. The companion Guide to PPG 17 provides guidance as to how local authorities should identify and apply provision standards based upon assessments of local need.

Mayor of London

2.13 The Mayor of London strongly supports the protection, promotion and enhancement of London's open spaces and natural environments. The London Plan 2011 sets out the spatial planning framework for London. Its policies aim to ensure that London authorities:

- Realise the value of open space and green infrastructure.
- Protect London's green belt, metropolitan open land and local open spaces, and support regional and metropolitan park opportunities.
- Support the creation of networks of strategic open space such as green chains and green corridors.
- Create new open space in areas of deficiency and promote improvement to existing provision.
- Require boroughs to prepare open space strategies to protect, create and enhance all types of open space in their area.
- Ensure that children have safe access to good-quality, well-designed, secure and stimulating play and informal recreation provision.
- Protect and improve biodiversity, tackling deficiencies in access to nature.
- Protect and promote trees, woodland, and geodiversity.
- Improve access to the countryside and the quality of the landscape in the urban fringe.

2.14 Policy 2.18 of the London Plan: Green Infrastructure: the network of open and natural spaces, supports national policy guidance requiring the production of an open space study. The policy states that all London 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.

- Produce DPD policies to ensure that green infrastructure needs are planned and managed to realise the current and potential value of open space to communities and to support delivery of the widest range of linked environmental and social benefits.

- 2.15 The Mayor has also produced guidance on the production of open space studies specific to the London context. The guidance expands upon the companion note to PPG17 and develops the open space hierarchy further to take account of the different roles that parks play in London. Further details of the approach to open space planning in London are provided in Chapter 4.

Approach to Open Space Planning in Southwark

Southwark Plan (2007)

- 2.16 The Southwark Plan is part of the Development Plan along with the Core Strategy and London Plan. Some of the detailed Southwark plan policies were 'saved' in July 2010 with permission from the Secretary of State.
- 2.17 There are three detailed policies which relate to the protection of open space in the borough identified in the Plan. All policies have been saved and, as such, form part of the Development Plan:
- Policy 3.25, which states that there is a general presumption against inappropriate development on Metropolitan Open Land (in line with the London Plan).
 - Policy 3.26, which states that permission will not be granted for development on borough Open Land unless it meets five criteria to ensure that the function and role of the open space is not compromised.
 - Policy 3.27, which states that permission will not be granted for development on Other Open Space unless it meets five criteria to ensure that the function and role of the open space is not compromised, or that the open space is re-provided to a similar level of quality within 400m of the original space.
- 2.18 The UDP also identifies a schedule of MOL, BOL and OOS, along with a detailed typology for each space identified from the work undertaken as part of the 2003 Open Space Study.

Southwark Core Strategy (2011)

- 2.19 The Southwark Core Strategy was adopted in April 2011 and also forms part of the Development Plan for the borough.
- 2.20 The key policy with regard to open space is Strategic Policy 11 – Open Spaces and Wildlife, which seeks to 'improve, protect and maintain a network of open spaces and green corridors that will make places attractive and provide sport, leisure and food growing opportunities for a growing population' by:
- Continuing to protect important open spaces from inappropriate development. These will include parks, allotments, sports grounds, green chains, sites of importance for nature conservation (SINCs) and cemeteries. Large spaces of importance to all of London will be

protected (Metropolitan Open Land) as well as smaller spaces of more borough-wide and local importance (Borough Open Land and Other Open Spaces).

- Protecting woodland and trees and improving the overall greenness of places, including through promoting gardens and local food growing.
- Promoting and improving access to and links between open spaces.
- Identifying and protecting open spaces that provide quiet areas and relative tranquillity.
- Requiring new development to help meet the needs of a growing population by providing space for children's play, gardens and other green areas and helping to improve the quality of and access to open spaces and trees, particularly in areas deficient in open space.
- Requiring new development to avoid harming protected and priority plants and animals and help improve and create habitat.

- 2.21 The policy recognises that the largest open spaces in the borough are protected by the Mayor as part of the Metropolitan Open Land (MOL) designation. These have the highest level of protection and must be kept open in nature with development only in exceptional cases. This essentially reinforces Policy 3.25 of the UDP.
- 2.22 The policy also reinforces policies 3.26 and 3.27 of the UDP which seek to protect Borough Open Land and Other Open Space.
- 2.23 No open space standards are identified within the Core Strategy and there is no specific analysis of the different typologies of open space outside the SINCS. However, the borough's S106 SPD does provide some further details on open space standards.

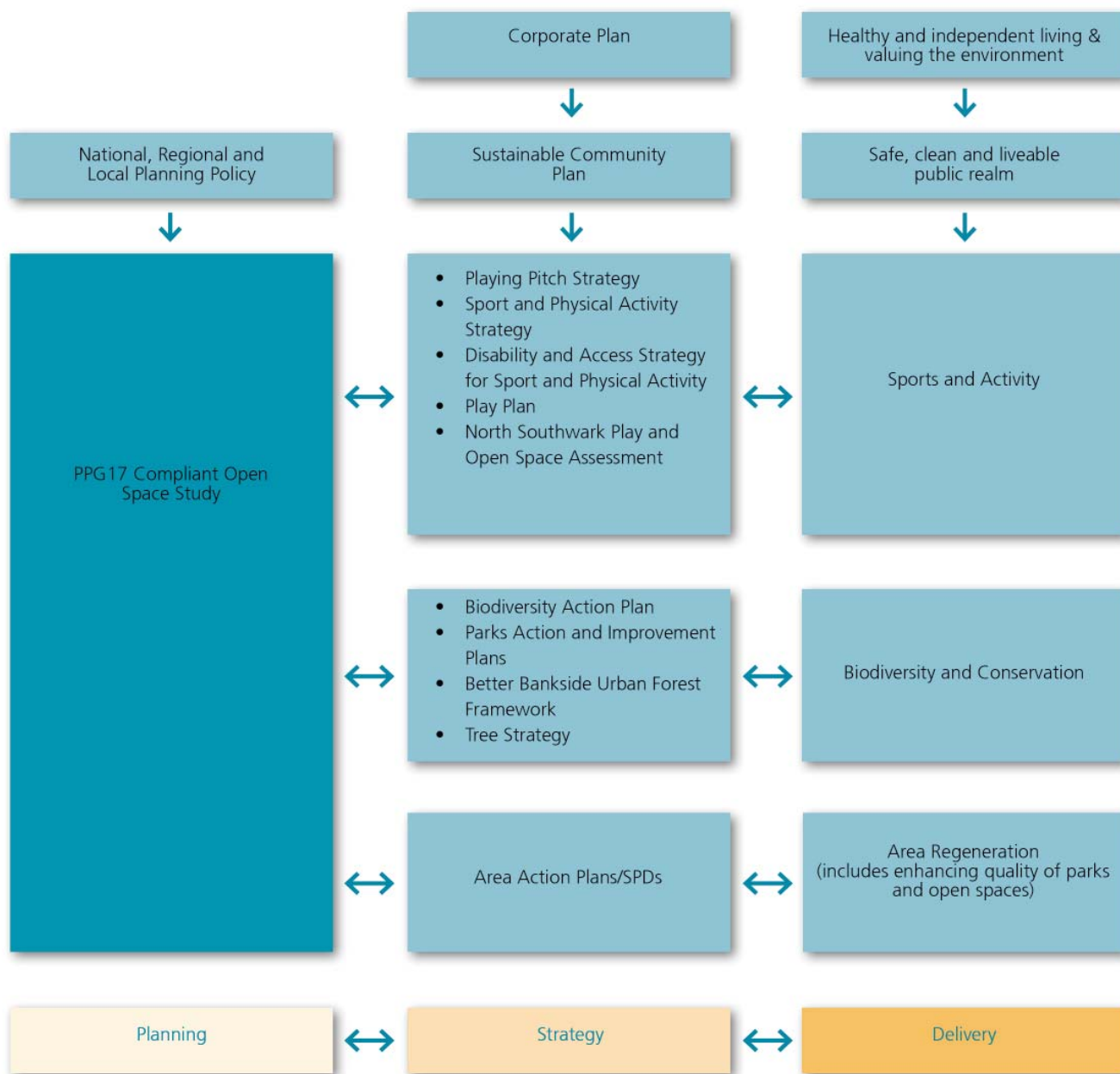
Section 106 Planning Obligations SPD (2007)

- 2.24 The borough's Section 106 Planning Obligations SPD provides guidance that expands on the policies concerning planning obligations in the Southwark Plan (UDP, 2007), particularly Policy 2.5 Planning Obligations and appendix 6.
- 2.25 The SPD states that applications for 10 residential units and above will be required to contribute to public open space, children's play equipment and sports development.
- 2.26 The SPD identifies that, to maintain the current borough-wide level of provision of 2 ha per 1,000 population with the expected increase of 60,000 people in 29,000 dwellings by 2016, will require an additional 180 ha of open space. Planning contributions will be used to create additional open space, or up-grade the quality of existing resources. The 2ha per 1,000 standard was identified using the borough's 2003 Open Space Study.
- 2.27 The SPD also requires that, in areas of district park deficiency, the council will seek to secure additional contributions towards open space provision.

Position of Open Space Strategy

2.28 Figure 2.1 illustrates how this study relates to other Council strategies on sport, open space and recreation.

Figure 2.1 – Position of Open Space Study Relative to Other Council Strategies



Development strategy within the borough

- 2.29 It is important to understand the scale and location of new development within the borough when planning for open space. New development can create increased demand for open space, but can also present opportunities for the creation of new spaces.
- 2.30 The Core Strategy identifies major growth areas that are identified for development of new housing and employment opportunities. The focus of new development is on Aylesbury; Bankside, Borough & London Bridge; Canada Water, Elephant and Castle and Peckham. These key growth areas have been set targets for housing and employment, as shown in Table 2.1.

Table 2.1 - Core strategy targets for housing and employment

	Housing (net)	Affordable housing (net)	Employment (jobs)
Borough-wide	24,450	8,558	32,000
Aylesbury action area	4,200 (gross)	2,100 (gross)	-
Bankside & Borough action area	1,900 (with London Bridge)	665	25,000
Canada Water action area	2,500	875	2,500
Elephant & Castle opportunity area	4,000	1,400	5,000

- 2.31 The Aylesbury Action Area has high targets for housing and affordable housing. The regeneration of the Aylesbury estate is the main focus for this area, which will deliver quality private, intermediate and affordable rental housing, comprising excellent parks, streets and squares that are accessible to all.
- 2.32 The Elephant and Castle Opportunity Area is set to receive 4,000 new homes and a minimum of 1,400 affordable housing units along with 5,000 new jobs. There will be a focus on encouraging more offices, hotels and smaller businesses to relocate into this area.
- 2.33 The Borough, Bankside and London Bridge opportunity area has been set the highest target for employment with an additional 25,000 jobs required over the period 2008 – 2026. This area is to develop as a thriving centre for commercial and business activity providing the location for a range of small local businesses, creative/media businesses and global companies, along with supporting tourism and cultural facilities.
- 2.34 The Canada Water Action Area is set to receive high quality mixed use development that will support a range of residential, retail and office uses. There will be a focus on strengthening Canada Water's retail core and encouraging more civic and leisure uses and new businesses to move into this area.
- 2.35 The Peckham and Nunhead Area Action Plan will set targets for the scale and type of development proposed within the sub-area.
- 2.36 Further details of the development strategy within each sub-area are included within Appendix B.

Borough Sub-Areas

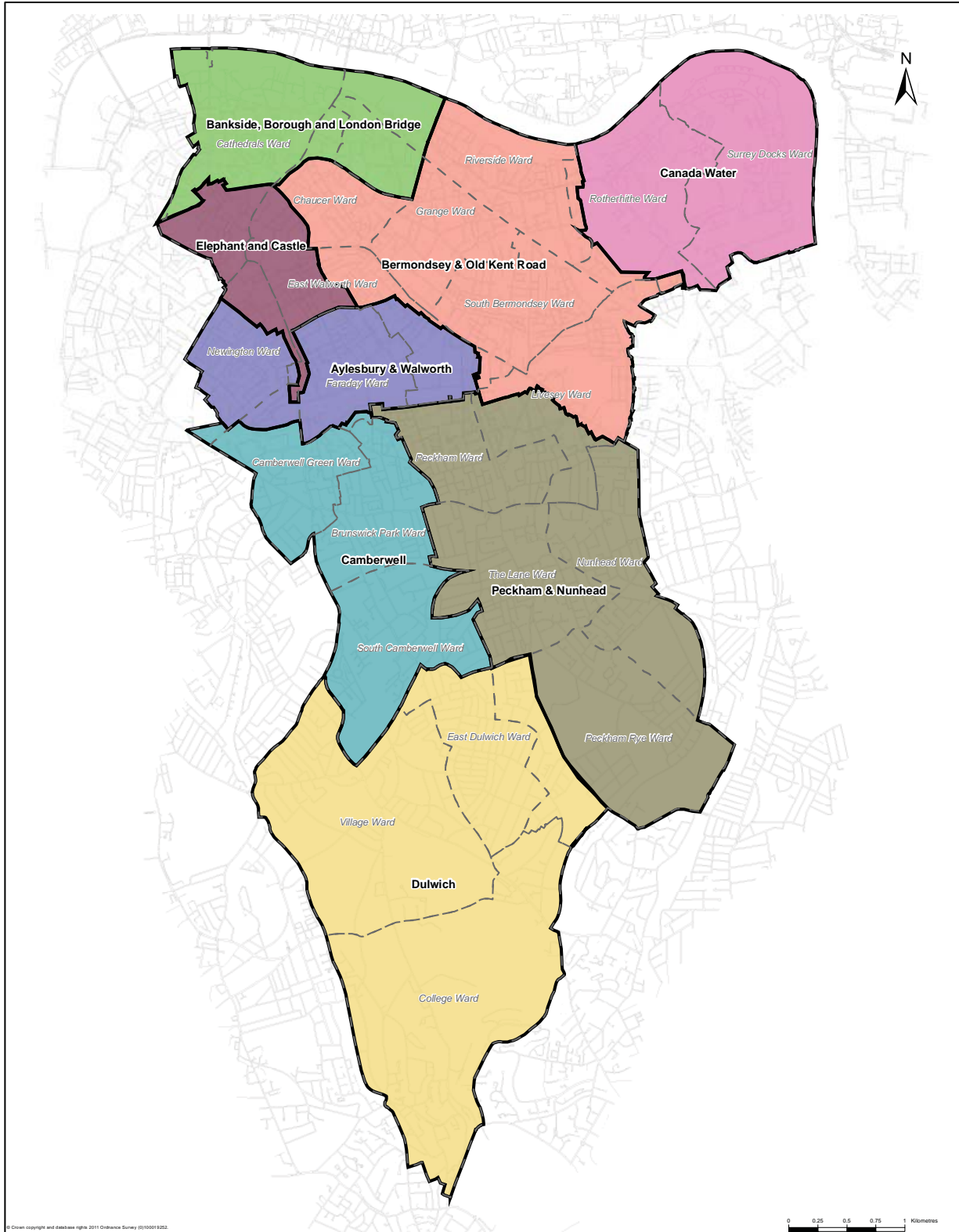
- 2.37 The Core Strategy aims to improve places in Southwark based upon each area's strengths and unique identities. The strategy is to focus on place making within eight distinct sub-areas, which together cover the entire borough. The eight sub-areas (illustrated in Figure 2.2) are:
- Bankside, Borough and London Bridge
 - Bermondsey and Old Kent Road
 - Elephant and Castle
 - Canada Water and Rotherhithe
 - Aylesbury and Walworth
 - Peckham and Nunhead
 - Camberwell
 - Dulwich.
- 2.38 The Council is currently preparing area based planning documents to provide more detailed policies and guidance on each growth area to meet the needs of each local community.
- 2.39 As well as considering borough-wide issues, this study undertakes analysis of the supply and demand for open space at the sub-area level.

Key issues

- 2.40 The key issues for open space provision in Southwark, which have been identified through the review of the strategic and policy context are:
- Southwark's Core Strategy (2011) and Adopted UDP (2007) do not include any open standards at present. Although there is a target to maintain the current standard of 2ha of open space per 1,000 population set out within the S106 Planning Obligations SPD, this standard is not broken down into types of open space. Without quantity standards there is no benchmark against which existing levels provision of public parks can be measured, and it is not possible to establish the level of provision that should be provided in new developments that are in areas of deficiency. It is therefore necessary to set locally based standards of provision for a range of categories of open space where it is important that local needs are provided for locally on a consistent basis. This is a key objective for this study.
 - Southwark is an inner London borough with a diverse range of open space types, a complex urban fabric, and a variety of competing demands on open space. Given the different demographic structure, population density and deprivation context, demand for open space is likely to be different in Canada Water compared to Bankside or Elephant and Castle for example. There is a need to consider how open space needs differ throughout the borough.
 - Southwark is expected to see an increase in population of up to 19% between 2011 and 2026, which will put pressure on the existing network of open space. There is a need for a strategy which can maximise the quality and value of the existing spaces in these areas, as well as identifying opportunities for new spaces, which can meet the growing demands on them.
 - There are opportunities to create new open spaces within the borough which accompany development proposals. There is a need to identify the most appropriate type of open space

required to support the needs of local communities, to ensure that the opportunities presented by these new spaces is maximised.

- Land is under a variety of competing pressures in Southwark, with strong development pressure on open space. There is a need to provide a number of layers of justification to ensure that policies which protect open space against pressure for development are robust. This means gathering detailed information on the wide variety of functions (cultural, recreational, ecological etc) and their value.
- The correct provision and promotion of high quality, accessible leisure facilities is a vital component of improving quality of life and creating vibrant, healthy, active communities.
- The importance of green space in the urban environment is recognised across a comprehensive range of policies, strategies and research documents, with many strategies highlighting the impact that an effective open space network can have on health, recreation, landscape and the environment.



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Legend LBS Wards Aylesbury & Walworth Bankside, Borough and London Bridge Bermondsey & Old Kent Road Camberwell Canada Water Dulwich Elephant and Castle Peckham & Nunhead		CLIENT	LB Southwark		TITLE	Figure 2.1 – Open Space Sub-Areas			
		PROJECT	Southwark Open Space Study		SCALE	DATE	DRAWN	SWK	
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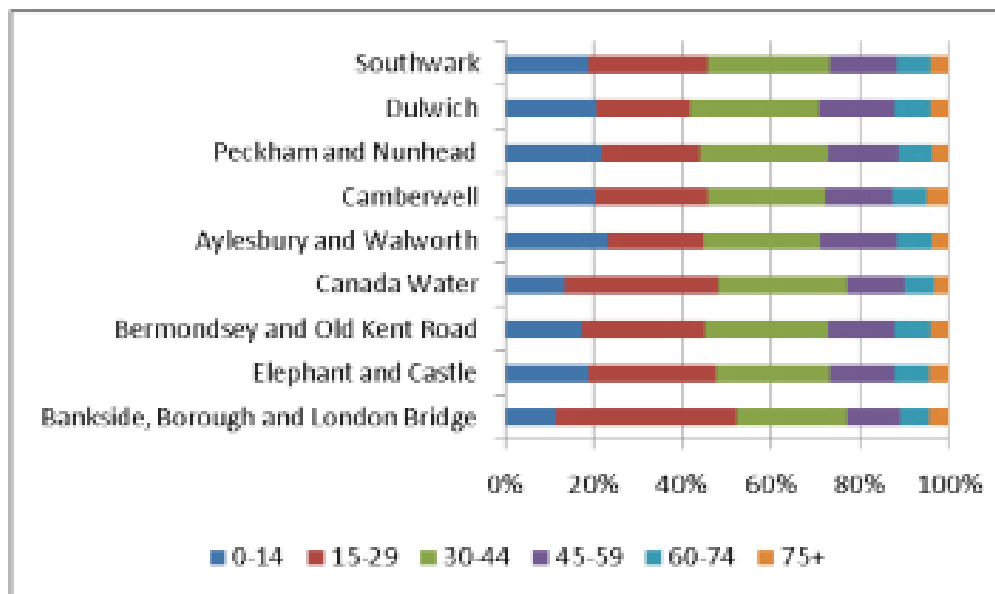
3. Open space needs assessment

- 3.1 There are a number of objective indicators which influence the open space needs of individual parts of the borough. This chapter assesses the objective indicators of need and the needs of the borough's residents identified in the residents survey which focused on usage patterns and perceptions. Key findings of the consultation with local stakeholders also form part of the analysis of need and are set out at the end of this Chapter.
- 3.2 The analysis explores the needs at the overall borough level and by the eight open space sub-areas (see Chapter 2)

Demographic profile

- 3.3 The demographic profile of an area has a direct influence on levels of participation in both formal and informal sporting activities and the general use of open space due to the fact that people's involvement in these activities generally varies according to age. Figure 3.1 illustrates the demographic profile of the borough split by the eight sub-areas. The table shows that the sub-areas of Bankside and Canada Water have a significantly higher proportion of the population aged 15-29 than the rest of the borough, which may indicate a greater demand for certain types of outdoor sporting facilities such as full-size adult football, cricket and rugby pitches.
- 3.4 The table also shows that the proportion of the population under aged fifteen is highest in the sub-area of Aylesbury and Walworth, which suggests that the demand for children's play per unit of population is likely to be higher in comparison to the other sub-areas.
- 3.5 Research undertaken by the market research company RSBG (2003) and Hayslip and Panek (1989) has investigated the use of public parks in England with regards to social inclusion. The findings from the study found that open space use varied according to age: younger age groups being more likely to use parks than older ones: "The extent and nature of participation in leisure and recreation change with a person's age. Generally speaking, participation in leisure activities declines with age, although there are variations according to ones income level, personality, interest, health condition, ability level, transportation, education level and a number of social characteristics."
- 3.6 RSBG found that those between the age of 25 and 44 were found most likely to make use of a given open space, with 70% of respondents claiming to have used a park during the course of the last year. This was also reinforced by the Residents' Survey which identified that residents over 65 were much less likely to use open spaces than younger age groups. The borough as a whole has a higher proportion of people aged below 60 than London as a whole, which suggests that demand for open space per population may be greater than that across London.
- 3.7 Figure 3.1 shows that the sub-areas of Bankside and Canada Water have the highest proportion of people aged under 60 residing in the area. It is therefore possible that demand for open space per population may be higher within these areas than in other parts of the borough.

Figure 3.1 – Demographic Structure by Sub-Area



Source: GLA Population Projections 2010

- 3.8 Table 3.1 shows the estimated population increase in each sub-area between 2011 and 2026, based upon the 2010 GLA population projections. The projections take into account the number and type of housing units planned for each sub-area, as well as wider demographic trends experienced by the borough.
- 3.9 The table shows that the population of half of the sub-areas are expected to increase by some 25% during the next fifteen years, compared to 18.7% within the borough as a whole. This will clearly increase the demand for open space with the sub-areas of Bankside, Elephant and Castle, Bermondsey and Canada Water. When the increase in population is broken down by age, the table reveals that the age group with the largest increase is the 60-74 year group, which is in line with broad trends of the UK's ageing population. This is followed by the under 15 age group, which experiences an increase of 22.9%, which suggests that demand for children's play facilities will increase.
- 3.10 Growth in the 15-29 year age group up to 2026 shows one of the lowest levels of growth out of any of the age cohorts, suggesting that in the future, participation levels in some types of leisure and recreation in the sub-area may be relatively stable.

Table 3.1 – Population Projections by Sub-Area

Sub-Area	2011 population	2026 population	% increase
Bankside, Borough and London Bridge	24,030	30,233	25.8%
Elephant and Castle	15,585	19,602	25.8%
Bermondsey and Old Kent Road	63,020	79,248	25.8%
Canada Water	28,917	36,151	25.0%
Aylesbury and Walworth	22,695	25,234	11.2%
Camberwell	40,499	46,190	14.1%
Peckham and Nunhead	59,044	67,754	14.8%
Dulwich	35,029	38,528	101.0%
Southwark	288,819	342,939	18.7%

Table 3.2 - Population projections by age - Southwark

Age cohort	2011	2026	% increase
0-14	54,313	66,748	22.9%
15-29	77,384	81,932	5.9%
30-44	79,846	98,071	22.8%
45-59	43,437	52,449	20.7%
60-74	21,493	28,893	34.4%
75+	12,346	14,846	20.3%

Source: GLA Population Projections 2010

Household Composition

- 3.11 In addition to age, gender and ethnicity, a range of other factors influence participation in open space activities. Research undertaken by Mintel (2000) in their report 'Sports Participation' identified the life stage of individuals as being a significant factor in sport participation rates. Mintel (2000) identified participation levels as being highest among those who are employed but not married, and that participation is influenced by family status and occupational group as individuals grow older.
- 3.12 Whilst the demographic trend of an ageing population has served to increase the level of non-participation amongst the population as a whole, the current trend towards marrying later and starting a family later have increased the length of time that individuals participate most actively in sport.
- 3.13 Table 3.3 shows Canada Water as having a higher proportion of households that are pre-family, defined as married or cohabiting couples with no children, (18.4%) when compared to the borough as a whole (12.4%). Canada Water also has a higher proportion of single person households (40.4% compared to 36.5% in the borough) and lower proportions of households with dependent children (23.1% against 28.1% in the borough). In addition, Bankside also has the highest proportion of single person households with 42.8%

- 3.14 Considering these figures against the findings of the Mintel report (2000) there is likely to be greater demand for certain types of leisure activities in open spaces in certain sub-areas, such as Canada Water and Bankside when the higher proportion of young families is taken into consideration. In particular there may be greater demand for active sports participation than London as a whole, and less demand for family orientated leisure, such as play areas and informal open space that can be used for family picnics/gatherings. However this must be understood in context alongside the other demographic findings, such as the age structure of the sub-areas.

Table 3.3 – Household Composition

	Pre family	Single person and other households	Households with dependent children	Households without dependent children	Pensioner households
Bankside, Borough and London Bridge	12.5%	42.8%	23.1%	5.6%	16.0%
Elephant and Castle	10.1%	38.7%	27.1%	7.2%	16.8%
Bermondsey and Old Kent Road	12.0%	39.3%	26.2%	7.1%	15.5%
Canada Water	18.4%	40.4%	23.1%	6.2%	11.9%
Aylesbury and Walworth	9.4%	34.1%	31.6%	8.4%	16.5%
Camberwell	10.6%	38.0%	29.8%	7.6%	14.1%
Peckham and Nunhead	10.9%	32.8%	32.0%	9.0%	15.3%
Dulwich	15.4%	29.5%	28.6%	8.5%	18.0%
Southwark	12.4%	36.5%	28.1%	7.6%	15.4%

Source: Census 2001

Open Space Need Indicators

- 3.15 Several indicators have been assessed to show variations in open space need within the borough. These are described below and illustrated in Figures 3.2 – 3.8.

Population Density

- 3.16 Population density is an indicator of open space need, since open spaces within areas of high population density are within reach of a greater number of people, and potentially used more often. Often areas of high population density will be housing estates and other tall buildings with a residential component which may have a lack of private amenity space in the form of gardens or yards.
- 3.17 Figure 3.2 illustrates population density by census output area, as derived from the ONS population estimates for Lower Level Super Output Areas (LSOAs). The measure of density used is people per hectare which has been calculated from the total population divided by the area of LSOA. The density indicator shown in Figure 3.2 relate to gross densities including all open space, infrastructure etc. The figure provides an analysis of population density across the whole of Southwark for each of the sub-areas can be seen in context with the rest of the borough. This is accompanied by Table 3.4 which aggregates the population density analysis to sub-area level.

Table 3.4 – Population Density

	Population density (people per ha)
Bankside, Borough and London Bridge	101
Elephant and Castle	154
Bermondsey and Old Kent Road	128
Canada Water	98
Aylesbury and Walworth	139
Camberwell	126
Peckham and Nunhead	98
Dulwich	54
Southwark	99

Source: ONS

- 3.18 Figure 3.2 and Table 3.4 demonstrate that areas with the highest population density include the sub-areas of Elephant and Castle, Aylesbury and Bermondsey, which are all located in the north-west and central parts of the borough. The development within these northern sub-areas is generally more compact and features mid to high-rise residential buildings, in contrast to the south of the borough, which provides lower densities and less compact development interspersed with large parks and open spaces. The southern sub-area of Dulwich has the lowest density of 54 people per hectare, which is much lower than the borough average of 99 people per hectare.
- 3.19 It is considered that where high population density does have an impact on usage of open space, high levels of usage can impact on the quality of open space. There will be a need to ensure that management and maintenance regimes are sufficient to support high levels of use, especially in smaller spaces in areas where access to larger open space is limited.

Housing Type

- 3.20 Housing type is another indicator of open space need. Similarly to population density it provides an indication of access to private open space in the form of gardens or yards. Table 3.5 indicates that the sub-areas of Bankside and Elephant and Castle have a much higher proportion of flats and apartments with 93.1% and 86.8%, respectively. Consequently, the housing stock within these sub-areas are expected to have a lower percentage of residential units with some form of private open space compared with other part of the borough, such as Dulwich.
- 3.21 Figure 3.3 shows the percentage of dwellings that are flats and maisonettes. Those areas with the highest proportion of flats, maisonettes or apartments are concentrated in the north-west of the borough in the sub-areas of Bankside, Elephant and Castle, Aylesbury and Bermondsey.

Table 3.5 – Housing Stock

Sub-area	Total household spaces	% flats/maisonettes/apartments
Bankside, Borough and London Bridge	6,686	93.1%
Elephant and Castle	7,013	86.8%
Bermondsey and Old Kent Road	21,903	83.7%
Canada Water	10,148	73.6%
Aylesbury and Walworth	10,853	82.6%
Camberwell	13,754	78.4%
Peckham and Nunhead	20,220	63.3%
Dulwich	16,169	51.7%
Southwark	106,746	74.0%

Source: Census 2001

Child Densities

- 3.22 Child densities provide an indication of the need for children’s play provision within the sub-area. The demographic information shown in Table 3.6 demonstrates that the sub-areas with a higher proportion of children between 0-14 include Peckham, Aylesbury and Camberwell. Figure 3.3 shows the proportion of the population within each LSOA aged 0-14 years old based on ONS population estimates.
- 3.23 Figure 3.4 illustrates that higher child densities are concentrated in the centre of the borough in Peckham, Aylesbury and north Camberwell. It will be particularly important in these areas to ensure that there is adequate access to children’s play facilities.

Table 3.6 - % of Population aged 0-15

Sub-area	% aged 0-15
Bankside, Borough and London Bridge	11.8%
Elephant and Castle	15.7%
Bermondsey and Old Kent Road	16.6%
Canada Water	12.1%
Aylesbury and Walworth	19.7%
Camberwell	19.0%
Peckham and Nunhead	20.4%
Dulwich	18.5%
Southwark	17.5%

Source: GLA Population Projections 2010

Health

- 3.24 One of the principle factors that have an impact on the use of open space and sporting participation rates is the general health of those residing in the locality. The relatively good health of residents in the borough indicates that the number of residents able to participate in sporting activities is likely to be above the London-wide average. Canada Water and Dulwich have the highest proportion of residents with good health, with only 7.0% and 7.2% of residents

experiencing poor health, respectively. The areas with the greatest concentrations of residents not in good health are located in the sub-areas of Aylesbury, Peckham and Elephant and Castle, as shown in Figure 3.5.

- 3.25 Where areas of poor health match up with areas of open space deficiency to will be important to improve access to open space, in order that healthy lifestyles can be encouraged. In some cases poor health is concentrated in areas of poor environmental quality. Provision of open space in these areas or landscaping could help improve air quality and encourage greater use of open space, which can have positive health benefits.

Table 3.7 – % of Population not in Good Health

Sub-area	Not in good health
Bankside, Borough and London Bridge	8.5%
Elephant and Castle	9.4%
Bermondsey and Old Kent Road	8.8%
Canada Water	7.0%
Aylesbury and Walworth	9.6%
Camberwell	8.9%
Peckham and Nunhead	9.5%
Dulwich	7.2%
Southwark	8.7%

Source: Census 2001

Indices of Deprivation

- 3.26 Research suggests that the propensity of people to participate in outdoor activities is influenced by the affluence of the area in which they live. For example the provision of facilities is likely to be better in more affluent areas, coupled with higher levels of disposable income available to spend on sport and leisure activities.
- 3.27 The Index of Multiple Deprivation is the key tool for identifying the least and most deprived areas of England. The Index is shown as a rank of all the output areas across England. Lower Level Super Output Areas (LSOAs) can also be ranked according to rank within London. Figure 3.6 shows the level of deprivation of each LSOA within the London context. For example, LSOAs identified as 0-5% most deprived are within the top 5% of LSOAs in London. Figure 3.7 shows the level of living environment deprivation, which measures the level of air quality, housing quality and road accidents.
- 3.28 In general, the sub-areas of Canada Water, Bankside and Dulwich do not suffer from the relatively high levels of deprivation experienced by other sub-areas in more central parts of the borough (such as parts of Peckham, Aylesbury and Bermondsey).

Composite Assessment

- 3.29 In order to derive an indicator of composite open space need, we have overlaid all LSOAs where the indicator is within the upper quartile of all LSOAs in the borough:
- Medium or high population densities >167 persons per hectare.
 - Where more than 91.6% of dwellings are terraced, flats or apartment.
 - Areas with child densities above 20.8% (as a proportion of the total population).
 - Areas where the percentage of the population not in good health is greater than 10.1%.
 - Areas which are in the top 25% of most deprived LSOAs in the borough.
 - Areas which are in the top 25% of most deprived (in terms of living environment) in the borough.
- 3.30 Figure 3.8 overlays these six need indicators and illustrates the number of need criteria which are fulfilled by each LSOA. Generally Figure 3.8 identifies areas of greatest need as being located in the sub-areas of Elephant and Castle, Aylesbury and Camberwell. It will be particularly important to ensure access to good quality open space within these areas of high need.

Residents' Survey

- 3.31 An integral component of the Southwark Open Space Strategy is to engage with residents of the borough to determine their use of and attitudes towards the Southwark's open spaces and outdoor sports facilities. The findings of the survey form an important part of the open space needs assessment.
- 3.32 This section of the report provides an overview of the key findings of the residents' survey. Further analysis of the residents' survey findings at a sub-area level are provided within Appendix C. The objectives of the residents' survey were as follows:
- To identify patterns of usage among different social groups; and parts of the borough.
 - To understand the patterns of cross-border usage.
 - To assess patterns of usage and determine the purposes for which the open spaces and sports facilities are used.
 - To explore attitudes towards and perceptions of open spaces and sports facilities.
 - To identify reasons for non-use.
 - To determine issues, problems and potential improvements that could increase usage of the borough's open spaces and sports facilities.
- 3.33 During May and June 2011, 750 residents were interviewed in the residents' survey. 750 residents was considered to be a sufficient sample size to identify typical views on open space across the borough, as well as specific differences across age groups, gender and location. The borough was split into eight sub-areas which are aligned with the sub-areas set out in the Southwark Core Strategy:
- Bankside, Borough and London Bridge
 - Elephant and Castle

- Bermondsey & Old Kent Road
- Canada Water
- Aylesbury & Walworth
- Camberwell
- Peckham & Nunhead
- Dulwich.

- 3.34 Demographic characteristics such as age and gender are known to have an impact on the use of open spaces and participation in sport and recreational facilities. Therefore quotas were set for age, gender and sub-area, to ensure a balanced, broadly representative sample of the borough's population were surveyed. Sub-areas were selected using post-code boundaries.
- 3.35 Interviews were conducted at a range of times to target both working and non-working respondents. Experienced interviewers from Hill-Taylor Partnership undertook fifteen minute interviews using CATI (Computer Assisted Telephone Interviewing) systems. Atkins was responsible for checking the CATI script and briefing the interviewers.
- 3.36 The questionnaire was designed to gather information on how a range of open spaces and outdoor sports facilities are used. Respondents were asked questions about the open spaces and sports facilities they use. The range of questions included frequency of and purpose of visit, mode of travel and travel time and quality of the open spaces and sports facilities. The issue of non-use of open spaces and sports facilities has also been covered. All respondents were asked how open spaces and sports facilities could be improved to increase participation.
- 3.37 Table 3.8 demonstrates the target and actual breakdown of responses by age cohort. The table shows that the results are broadly representative of the demographic background of borough residents.

Table 3.8 - Survey Sample Parameters: Age

Age cohort	Target based on 2011 population	Responses	Actual % achieved
16 to 24	15%	128	17%
25 to 34	31%	229	30%
35 to 49	28%	210	27%
50 to 64	15%	112	15%
65 to 79	8%	59	8%
80+	3%	26	3%
Total	100%	764	100%

Source: GLA Population Projections/Atkins Residents' Survey

Open Space Users and Non-users

- 3.38 The findings of the residents' survey reveal 10% of respondents never visited an open space within the borough. This figure is the same when controlling for gender. An examination of age cohorts' show that a larger proportion of those age 65-79 (20%) and 80+ (50%) do not visit open spaces

within the borough when compared with other age groupings. This may be an indication of reduced mobility amongst older age cohorts coupled with safety fears.

- 3.39 The geographical breakdown indicates that the highest proportion of residents that have not made use of open space are from the sub-areas of Walworth and Aylesbury (19%) and Elephant and Castle (15%), which are above the borough average of 10%. In comparison the Dulwich sub-area has the lowest proportion of non-use (at 2%). This may be a result of reduced access to open space, possibly coupled with issues related to the quality of open space in these sub-areas, although the higher rate of poor health in these sub-areas is also likely to contribute to reduced use of open space.
- 3.40 Of the larger publicly owned and managed open spaces Burgess Park and Southwark Park have the largest proportion of visitors (23% and 24% of all residents have visited these spaces respectively), followed by Dulwich Park receiving 14% of all respondents in the last year.

Comparison of Different Open Space Types

- 3.41 The most popular types of open space visited by Southwark residents are Metropolitan Parks and large open spaces with 69% of all visitations. Smaller local parks are also popular (40%), as well as Thames path/riverside walks (40%) and children's play areas with 27%.
- 3.42 In comparing patterns of use between the genders a number of variations come to the fore. There is an increased tendency for men to use outdoor sports facilities (23% against 17% of women), a difference which is reversed when looking at children's play areas, predominately used by women (37% and only 17% of men). There are no other significant gender variations with similar usage patterns for all other open space types.
- 3.43 Differing usage patterns are also evident for different age cohorts. 30% of people aged 16-24 visit outdoor sports facilities, significantly more than other age groups, while a larger percentage of people in the age groupings 25 – 34 and 35 – 49 visit children's play areas. These differences highlight the different requirements and priorities of different age cohorts, younger men are more inclined to use sporting facilities while slightly older women are more inclined to use play facilities. These findings, while not unexpected, illustrate the need to ensure public green space can cater to the differing priorities and responsibilities of all users.
- 3.44 In considering the frequency of use by type of space, areas with a clearly definable recreational role attract more regular visitation. Of those who use allotments, 42% visit at least once a week while 37% of those who use outdoor sports facilities and 65% of visitors to children's play areas also visit at least once a week.

Reasons for Use

- 3.45 The most common reason for visiting large open parks and open spaces are walking (47%), fresh air (38%), children's play (32%), and exercise (26%). For smaller parks and open spaces the most common reasons are children's play (36%) and walking (37%) while users of the Thames Path do so for walking (78%), fresh air (40%) and exercise (24%).

- 3.46 There are differences between age cohorts in looking at why respondents visit large open spaces. A larger percentage of 16 – 24 year olds visit large open spaces to meet friends (24%) against 17% of 25 – 34 year olds and 16% of those aged 35-49. Due to the fact younger people are more likely to visit an open space for social reasons it is reasonable to assume appropriate youth facilities are provided at some of these spaces. Canada Water recorded the highest level of total respondents who visit parks to meet friends, at 21%, compared to just 12% in Bermondsey.

Time Spent

- 3.47 The amount of time spent varies according to the open space type with respondents generally stating they spend longer at larger types of spaces which generally have a greater range of functions than smaller spaces. At larger open spaces only 10% spend less than 30 minutes while 42% of users spend 1-2 hours. This compares with small open spaces where 25% of users spend less than 30 minutes and only 30% stay for 1-2 hours.
- 3.48 Those who visit spaces with a specific recreational role tend to stay longer. Visitors to outdoor sports facilities tend to stay for 1-2 hours (30%) and 2-4 hours (7%) while visitors to allotments spend the longest length of time with 13% spending 2-4 hours and a further 13% staying for more than 4 hours. Conversely respondents who visit amenity areas spend the least amount of time with 54% spending less than 30 minutes.

Travel Mode

- 3.49 Residents were asked to name their usual mode of travel to open space. The vast majority of respondents visit large parks and open spaces by foot (71% in the borough as a whole, rising to 81% in the Canada Water sub-area). Smaller local parks have even higher proportions who travel by foot to reach them (90% in the borough).
- 3.50 In terms of car usage, a higher percentage of visitors to cemeteries use the car than any other space (48%). The types of open space with the lowest incidence of car usage are smaller local parks (4%), children's play area (4%) and amenity areas (3%).
- 3.51 The survey shows that the use of public transport to visit open space is generally low, with figures for the train particularly low. Respondents who use the bus do so primarily to visit large open spaces, cemeteries and the Thames Path.

Travel Time

- 3.52 Respondents were asked how long they spend travelling to different types of open spaces. When the results for open spaces are analysed, it is apparent that open space use is fairly localised. For most open space categories a large proportion of respondents spend less than 10 minutes travelling. The most localised open space types being amenity areas, children's play areas and small local parks. Open space categories respondents were most prepared to spend 16-30 minutes travelling to include outdoor sports facilities, larger open space, Thames path and cemeteries.

Quality of Spaces

- 3.53 Respondents were asked to rate the quality of open spaces; across all open spaces in the borough. The majority of respondents rated all categories of open space as being good or very good,

however some categories performed better than others indicating perceptions vary according to the type of open space. Those categories rated as being the highest quality sites are allotments (92%), large open spaces (86%), the Thames path (88%), natural green space (80.3%) and children's play (81%). Fewer respondents rated amenity areas as good or very good (59%). Categories with a higher proportion of poor or very poor ratings include amenity areas (11%), smaller local parks (5%), outdoor sports facilities (5%) and children's play (6%). There were no major differences between sub-areas.

Satisfaction and Quality of Life

- 3.54 Respondents to the survey were generally satisfied with the existing level of open space provision. Taking into consideration age and gender breakdowns there were no considerable differences in the response across the borough. However, respondents in the Dulwich sub-area recorded the highest levels of satisfaction with open space (91%, compared to 71% in Elephant & Castle).
- 3.55 In terms of the contribution open space plays in respondents' quality of life, again there was some variation between the sub-areas across the borough. 94% of respondents feel open space contributes a little or a lot to quality of life in the Dulwich sub area, against 77% in Walworth and Aylesbury.
- 3.56 Those in the 16-24 age cohort (76%) feel open spaces contribute a little or a lot to quality of life, a lower percentage than the other age cohorts (91% of 50 to 64 year olds feel that open spaces contribute to quality of life). In addition to this a greater proportion (18%) of 16-24 year olds felt open spaces neither contribute nor under perform, compared to other age cohorts.

Non-use and Improvements to Open Space

- 3.57 Non users of open spaces were asked their reasons for non use. Time constraints (28%), nothing particular (19%), boring or uninteresting facilities (13%) and poor health (17%) were the most common responses. Very few respondents suggested that quality-related reasons dissuaded them, such as litter or dogs.
- 3.58 Patterns of existing use do not necessarily highlight all needs for open space. Residents were therefore asked what improvements could be made to encourage greater use of open space. Cleaner environments (less litter, graffiti, dog mess, etc) (19%), park rangers/wardens (12%) and more/improved safety facilities (11%) were all cited as the main priorities in the borough as a whole. However, 42% of all respondents in the borough stated that nothing would encourage them to use spaces more frequently, suggesting that investment in new facilities for some would reap little by way of increased usage.

Stakeholder Consultation

- 3.59 In addition to the residents' survey, a workshop was held at Southwark Council offices in Tooley Street on 9th July 2011 with friends of parks groups, borough residents and other open space stakeholders. The workshop identified a number of qualitative issues with open space in the borough, a summary of which are presented below:

General Views on Quality and Provision

- Large parks and open spaces in Southwark are of a good quality and are supported by active community groups. Many of the parks have received funding from various sources, which has facilitated improvements to these spaces.
- However, smaller spaces were seen as vital to the accessibility of open space in the borough. Although many smaller spaces are now of good quality, there are some which required attention.
- There was a general feeling that many of the borough's residents are not aware of the location and quality of some of the borough's smaller open spaces.

Improving Links between Spaces

- The group considered linking spaces, including the development of a network of smaller spaces, as a key part of the strategy.
- Stakeholders suggested that spaces which are not currently in open space use should be considered for their potential as part of a wider network of open spaces.
- There is potential to use links and 'green fingers' in deprived areas to address problems surrounding permeability, presence of cars, crime and health aspects.
- The issue of long-term sustainable management and maintenance of green links was considered an important aspect of the strategy, in particular the protection of the long-term deterioration of open spaces. There is a need to improve lines of communication between a wide range of actors if green links are to be successful.
- Improvements to signage were seen as vital to improving links to spaces. Furthermore, open spaces need to be inviting and to have clear entrances that are welcoming to those not already familiar with the space.
- Routes through spaces are also key. Spaces are often locked at night due to antisocial behaviour, which can be a problem during winter when nights are longer. There is potential for some spaces to be unlocked to enable routes through to be maintained. Improvements to lighting and the removal of secluded areas are key to this.
- The importance of the existing character of areas was considered as something to develop and build upon. Stakeholders agreed that the approach for each area must be flexible and adapt to the given area. In particular, stakeholders were keen to build on the existing character of the railway cuttings as wildlife corridors.

Allotments and Community Gardens

- Development of community gardens were seen as an important resource for the community in providing a space for active learning that is accessible to all, unlike allotments which traditionally have restrictive access.
- There was an emphasis on the need for diversity of uses of spaces and opportunities for food growing, permeaculture and education, all offering related but diverse qualities.
- Given the limited opportunities for new open space, there is potential to provide community garden land within existing larger open spaces, such as Southwark Park and Peckham Rye Park and Peckham Rye Common.

- There is potential to introduce food growing across a range of smaller spaces as part of the edible gardening initiative already seen in some parts of the borough.

Amenity Spaces

- Amenity spaces are often the most accessible type of open space and can fulfil a range of needs, including for sitting out, children's play and biodiversity. The view of stakeholders was that amenity spaces therefore need to be protected wherever possible.

Biodiversity

- Whilst green roofs and walls were praised for biodiversity improvements, it was felt that long-term maintenance was often lacking. Open spaces which are publicly accessible and of community value were considered more important.
- The shift over the past few years from managing green mowed lawns to allowing meadows to develop within parks that bring additional benefits of biodiversity and educational opportunities was welcomed.
- There is support for the further development of managed meadow areas. There is also a focus on ensuring that the right type of foliage is grown that will attract a wide variety of wildlife, such as bees. It may be appropriate to identify suitable sites for hives.
- In a larger number of parks and open spaces, particularly those strong in biodiversity it would be good to improve on existing interpretation facilities. Such facilities could be accompanied by outdoor classrooms for use by school and community groups.

Crime and Antisocial Behaviour

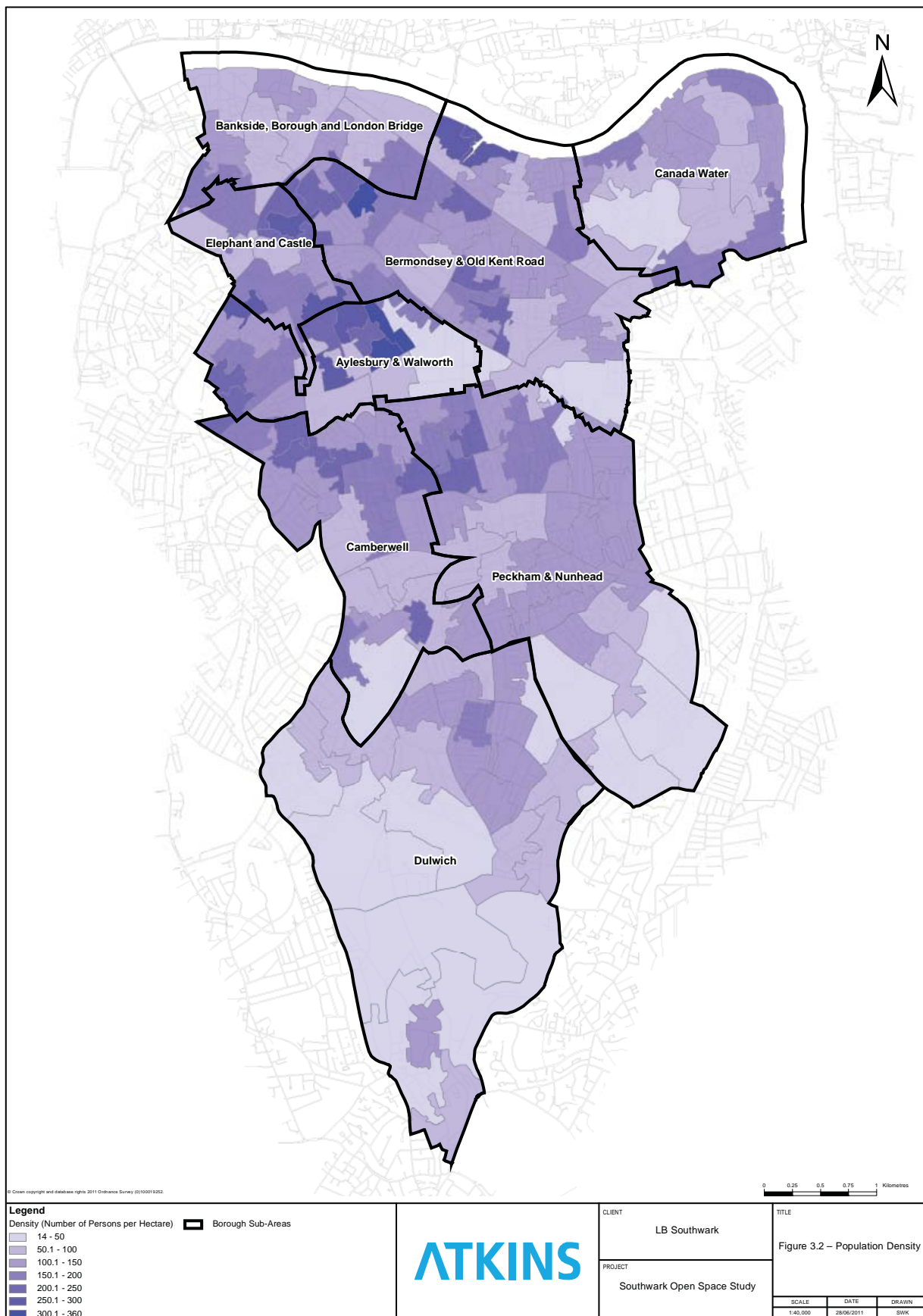
- The number of park rangers and wardens is being reduced in the borough as whole, which may affect the safety levels of some of the open spaces. It is considered that park rangers and wardens should have stronger powers, such as the power to detain or arrest people engaging in anti-social behaviour.
- A preference was made for active frontages on ground level facing open spaces to enable passive surveillance and presence of people within open spaces. One member identified the Aylesbury Estate as an area where such lessons had been learnt.
- There was strong support for the potential to reduce crime through design. Multicoloured paving, improved lighting and the removal of secluded areas were provided as examples where design has reduced crime in the borough.

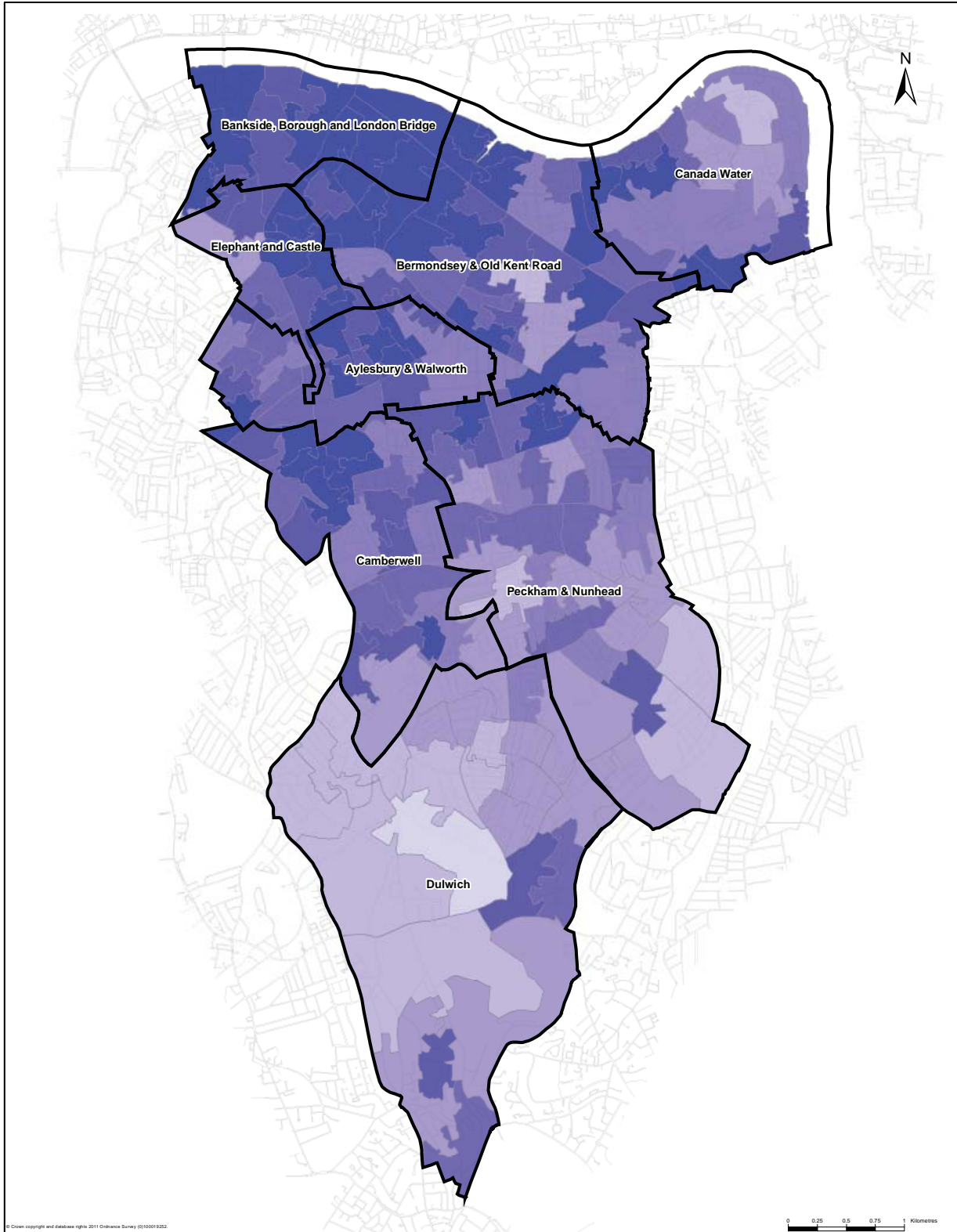
Facilities for Teenagers

- There was strong support for an improvement in the type and range of facilities for teenagers in open spaces. Extending the bike hire facility at Dulwich Park to other larger spaces, as well as the provision of innovative games and activities in smaller spaces were suggested. It was also felt that teenagers do not have well defined areas in which to spend time in parks.
- There were also suggestions to encourage a greater sense of ownership of parks for young people, particularly through the use of young friends of parks groups and greater involvement in the management of open spaces.

Key Messages

- Southwark has a relatively low proportion of the population aged over 65, an age group which typically use open space much less frequently than younger age groups, compared to London as a whole. The higher proportion of younger residents' may indicate a higher level of demand for open space per population.
- The borough's population is expected to increase by up to 19% between 2011 and 2026, which is expected to significantly increase the demand for open space. However, the borough's population is expected to age which may reduce demand for some types of open space, including particular types of recreational facilities.
- The composite assessment of need reveals central and northern parts of the borough, including North Peckham, Elephant and Castle, parts of Bermondsey and the Aylesbury Estate as in greatest need for open space.
- Residents are generally happy with the quality of open space and recognise its contribution to quality of life. This was identified as part of the residents' survey and confirmed in the stakeholder workshop. However there is potential for improvement, especially at smaller spaces.
- Poor quality or inaccessible spaces are not a serious issue for the borough's residents. Most residents who do not use open spaces do so due to health reasons or time constraints. This suggests that the current level of provision is good and does not generally constrain open space use.
- The majority of residents walk to open spaces. There is a need to ensure that open spaces are accessible by foot. This means ensuring that routes to spaces are clear, severance barriers are addressed, signage is available, entrances to spaces are welcoming and that there is sufficient provision close to residential areas.
- There is strong support for linking up existing open spaces to improve accessibility and enhance the network of open spaces for biodiversity.
- Safety is still a key issue at many spaces. In response to consultation, many residents said that they were not necessarily put off from using open spaces, but would like to see an increased presence of park attendees or wardens. There was also strong support for the potential to design out antisocial behaviour.
- The stakeholder consultation revealed that there is strong support for the development of more allotments and community gardens, including new sites within existing spaces and within small amenity areas.
- Although amenity spaces can be mono-functional and are often of poor quality, they are valued highly by the local community. They provide opportunities for informal recreation close to residential areas and have potential to be improved as a biodiversity and community gardening resource.
- Teenagers are not sufficiently provided for at many open spaces. There is a need to provide a wider range of recreational opportunities for older children.





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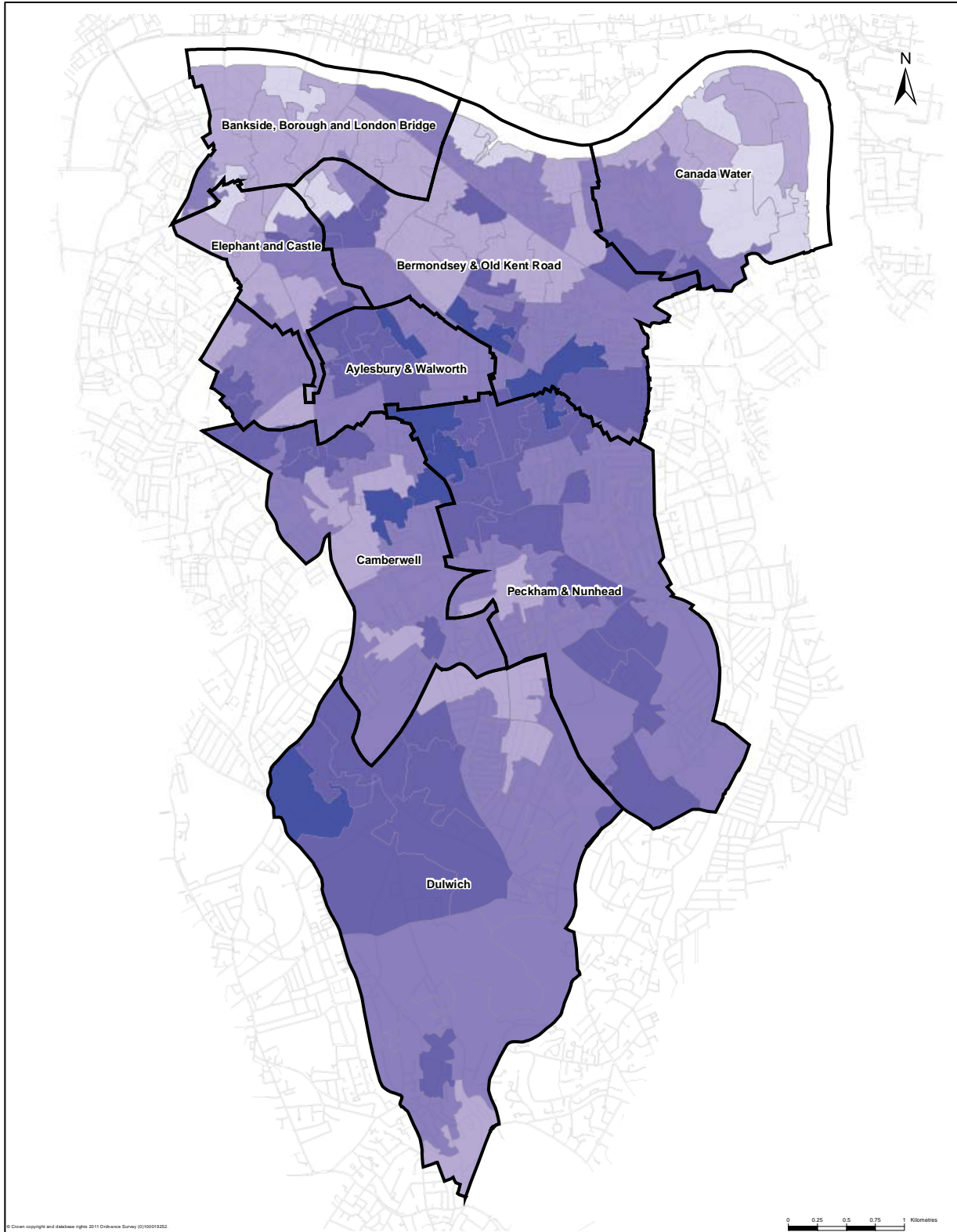
Legend	
% in Flats, Maisonettes or Apartments	Borough Sub-Areas
	0 - 20%
	20.1 - 40%
	40.1 - 60%
	60.1 - 70%
	70.1 - 80%
	80.1 - 90%
	90.1 - 100%

ATKINS

CLIENT	LB Southwark
PROJECT	Southwark Open Space Study

TITLE	Figure 3.3 – Accommodation Type		
SCALE	DATE	DRAWN	
1:40,000	28/08/2011	SWK	

Path: P:\GB\BMA\Geospatial\Projects_Pairing\0103378 Southwark Open Space Study\3_Fig_3.2_HouseType_20110607.mxd



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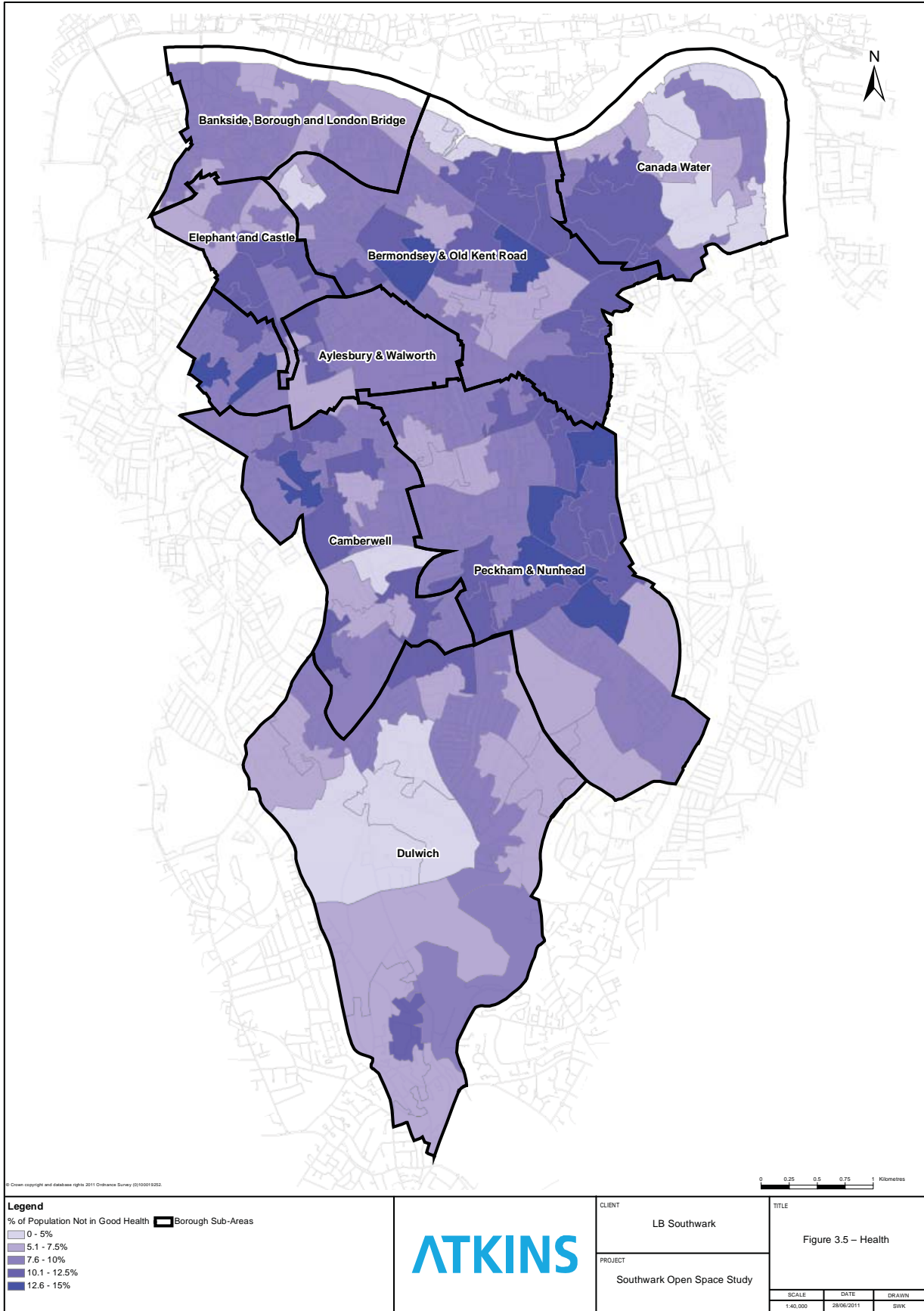
Legend	
% of the population aged 0-15 years old	▬ Borough Sub-Areas
5 - 10%	
10.1 - 15%	
15.1 - 20%	
20.1 - 25%	
25.1 - 30%	

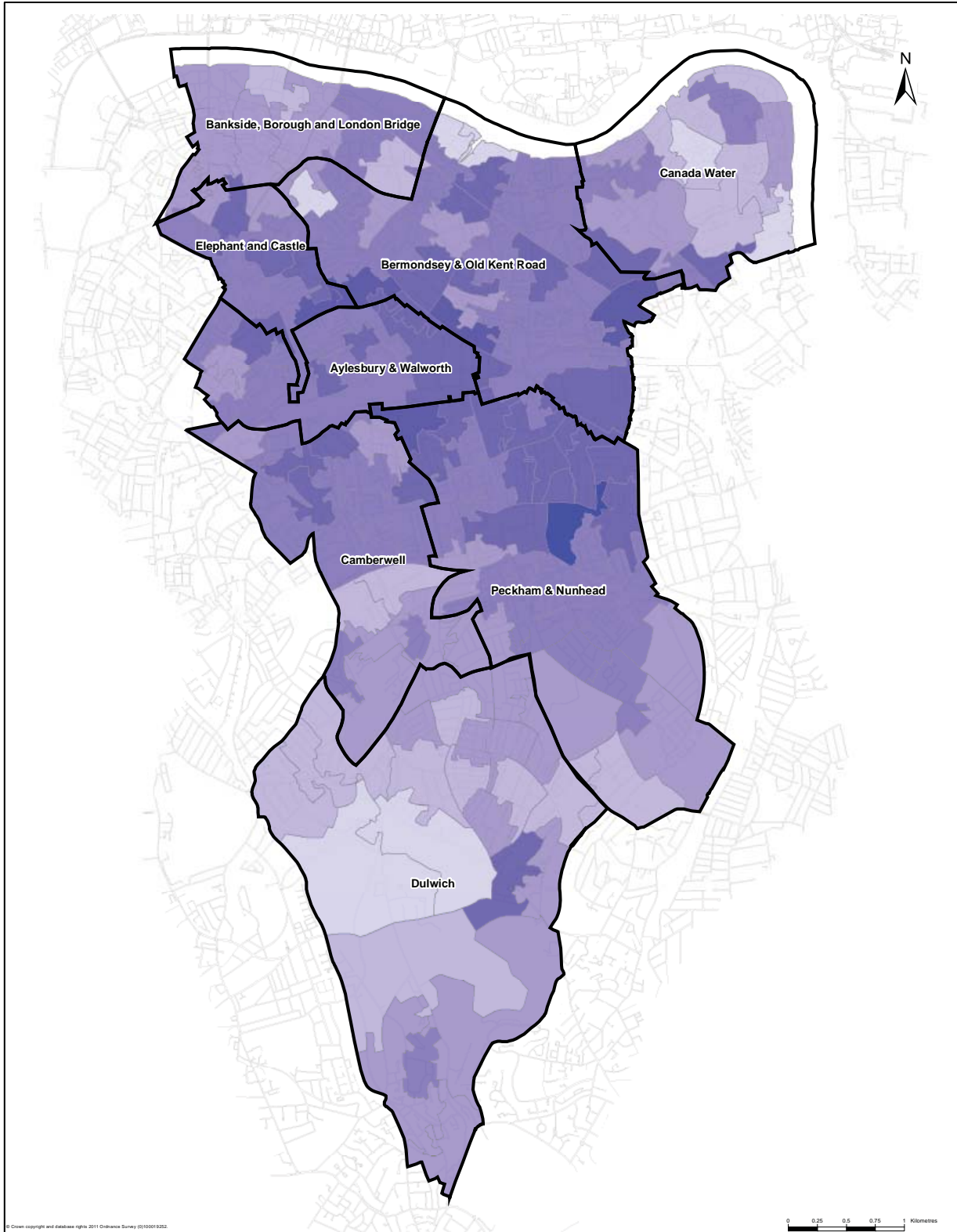


CLIENT	LB Southwark	
PROJECT	Southwark Open Space Study	

TITLE	Figure 3.4 – Child Densities		
SCALE	DATE	DRAWN	
1:40,000	28/05/2011	SWK	

Path: P:\GEMMA\Geospatial\Project_Planing\010378 Southwark Open Space Study\A3_Fig_3_3_ChildDensity_20110607.mxd





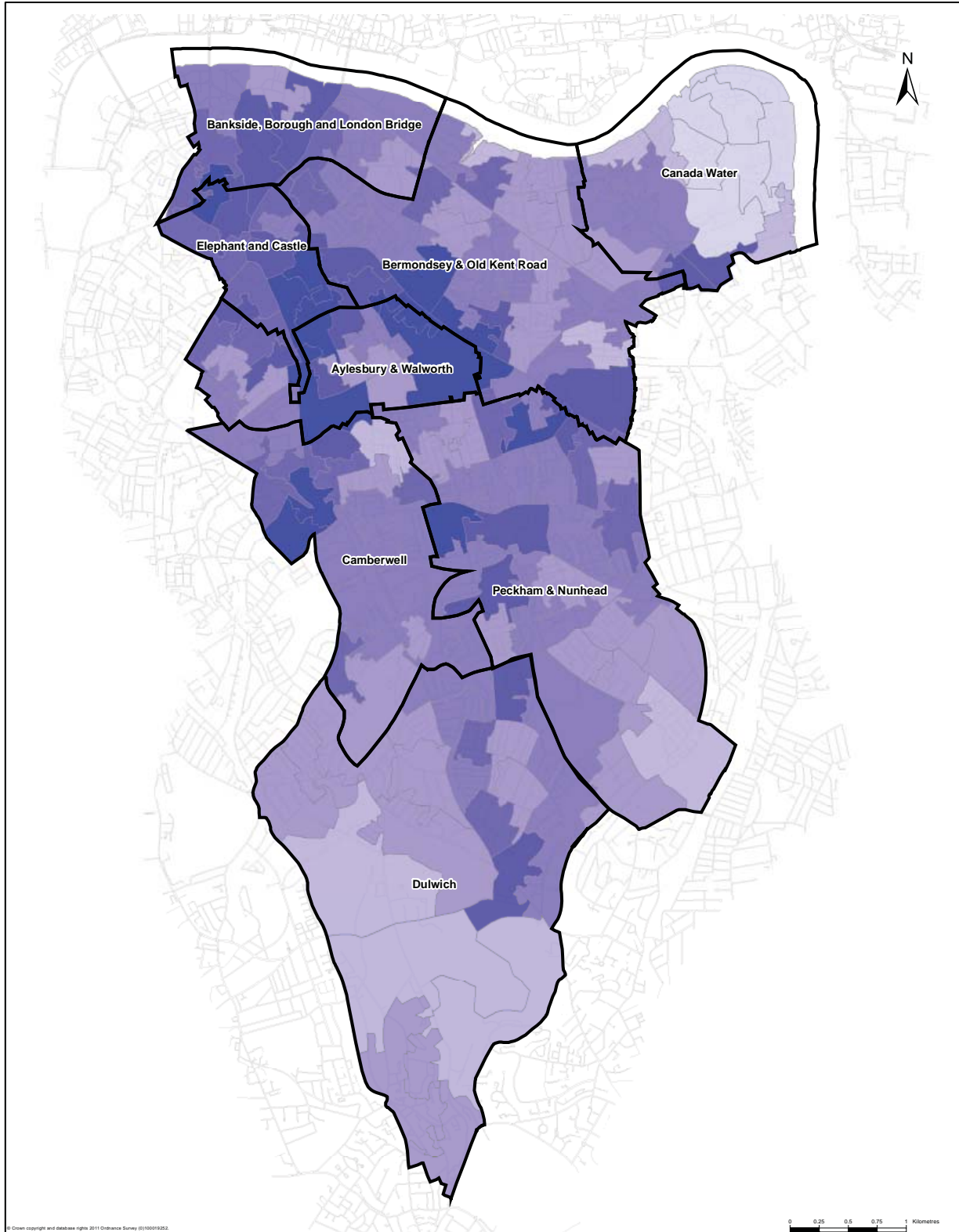
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Legend	
Position of LSOA in relation to rank of all LSOAs in London	▭ Borough Sub-Areas
0 - 5% most deprived	
5.1 - 10%	
10.1 - 20%	
20.1 - 40%	
40.1 - 60%	
60.1 - 80%	
80.1 - 100% least deprived	

ATKINS

CLIENT	LB Southwark	
PROJECT	Southwark Open Space Study	
TITLE	Figure 3.6 – Overall Deprivation	
SCALE	DATE	DRAWN
1:40,000	28/06/2011	SWK

Path: P:\GDBMA\Geopdata\Project_Planing\5103376 Southwark Open Space Study\43_Fig_3.5_OverallDep_20110607.mxd



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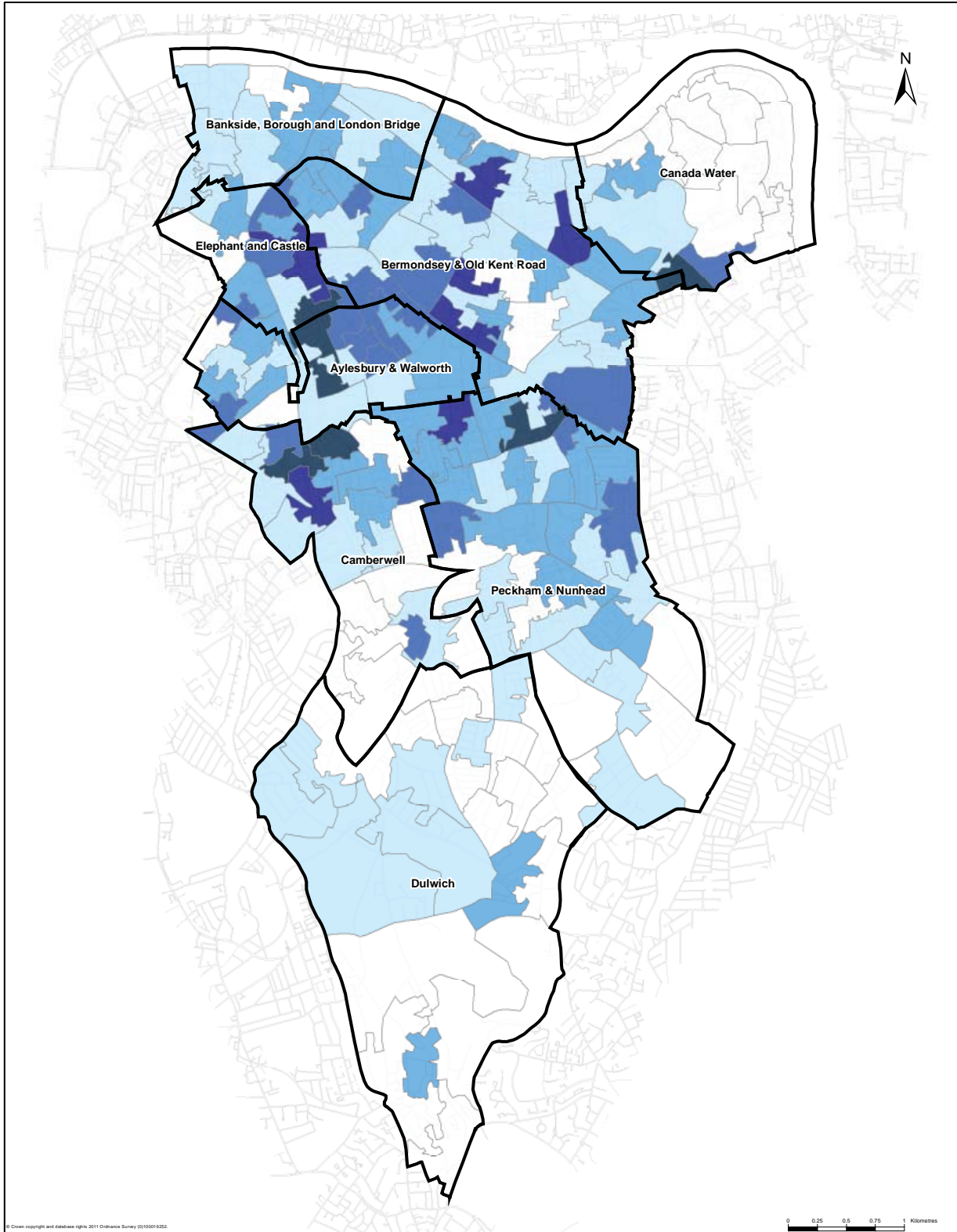
Legend	
Position of LSOA in relation to rank of all LSOAs in London	▣ Borough Sub-Areas
0 - 5% most deprived	
5.1 - 10%	
10.1 - 20%	
20.1 - 40%	
40.1 - 60%	
60.1 - 80%	
80.1 - 100% least deprived	



CLIENT	LB Southwark
PROJECT	Southwark Open Space Study

TITLE		
Figure 3.7 - Living Environment Deprivation		
SCALE	DATE	DRAWN
1:40,000	28/06/2011	SWK

Path: P:\GIBMAN\Occupational\Projects_Planning\0103318 Southwark Open Space Study\03_Fig_3_5_LivingEnv_2010007.mxd



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Legend

No. Indicators of Need Borough Sub-Areas

0
1
2
3
4
5

ATKINS

CLIENT	LB Southwark
PROJECT	Southwark Open Space Study

TITLE		
Figure 3.8 - Composite Need Analysis		
SCALE	DATE	DRAWN
1:40,000	28/09/2011	SWK

Path: P:\G8800A\Geospatial\Project_Planing\0103276_Southwark_Open_Space_Study\A3_Fig_3.7_Composite_Need_Analysis_201104_K_03.mxd

4. Approach to Identification and Classification of Open Space

Introduction

- 4.1 The National Planning Policy Framework (NPPF) advises local authorities to draw up their own standards for open space, sports and recreation provision for inclusion within their local plans. These standards need to be based upon a locally based assessment of open space needs.

Planning Open Space Provision in Southwark

- 4.2 The NPPF advises that any assessment of open space provision should take into consideration:
- The supply of open space in Southwark, including the degree to which provision meets needs from beyond the local authority boundary.
 - The accessibility of locations.
 - The level of usage of facilities.
 - The particular functions which certain facilities may perform, for example as a meeting place for one age group or community.
 - The potential for a recreational use to contribute to wider social or regeneration objectives for Southwark.
 - The potential for new use, for example by achieving dual use of a facility or by bringing a private open space into public use.
 - The potential to focus improved recreational provision of a particular site, in preference to lower level use of less accessible locations.
- 4.3 The two main approaches traditionally used to assess open space needs are the National Playing Fields Association (NPFA) six acre standard and use of an open space hierarchy.
- 4.4 The NPFA standard relates playing space provision to population and recommends that there should be a minimum of 6 acres (2.34 hectares) of outdoor playing/recreational space per 1,000 people. The standard recommends that the 6 acre provision is broken down to take account of the different needs of different age groups. This standard can be easily applied but takes little account of the distribution of open space and people's access to it.
- 4.5 Recreational roles can be either active/formal e.g. sports, or passive/informal e.g. dog walking. The activity may have dedicated provision e.g. sports pitches, or informal provision where there are no formal facilities but other evidence suggests an activity takes place. Non-recreational roles include the ecological, educational, social, cultural and amenity roles that an open space might play.
- 4.6 Although the NPPF has replaced the national planning guidance for the preparation of open space strategies set out in Planning Policy Guidance note (PPG) 17, the PPG17 companion guide is still applied. The Government's companion guide to PPG17 'Assessing Needs and Opportunities' (2002) recommends that the hierarchy approach can provide the basis to develop local standards as it identifies characteristics, size and effective catchments of different types of open spaces. The hierarchy approach has been included in London development plans since 1976 and in some adopted borough Development Plans since 1989.

- 4.7 The London Plan (2011), in Policy 2.18, encourages boroughs to audit existing open space and assess needs in accordance with the guidance given in PPG17, towards the production of an open space strategy.
- 4.8 The GLA and CABE have produced best practice guidance on preparing an open space strategy (2009), which recommends that a hierarchy approach is used, but adapts the approach used in PPG17 to best reflect the types of open space found within London (Table 4.1).
- 4.9 The PPG17 companion guide recommends that local authorities develop their own open space typologies to reflect local characteristics and facilities and the recreational and non-recreational functions of open spaces. An understanding of the types of open space will provide a basis for analysing the results of the site audits and enable an assessment of whether the open space provision meets the needs of local people.
- 4.10 This study reviews the existing open space hierarchy in line with recent guidance to provide a comprehensive basis for assessing the quantity and accessibility of open spaces in Southwark.

Survey Methodology

Approach to Open Space Identification

- 4.11 The survey of public, private and educational open space was undertaken during May and June 2011 by appropriately qualified planning and landscape consultants. A survey pro-forma was developed to capture the key features and characteristics relating to each site. Many of the questions followed a criteria based approach to assessment informed by a survey guide to enable a consistent basis of assessment. This pro-forma and explanatory notes are attached as Appendix D.
- 4.12 Open space sites within the borough were identified from the following information sources:
- A review of the Council's Core Strategy proposals map;
 - Allotments not already designated as open space;
 - Proposal sites within the Council's various area-based strategies; and
 - Sites noted during the site appraisal process.
- 4.13 The resulting list of sites was then confirmed by the Council. The total number of sites within the initial list totalled 216. Figure 4.1 illustrates all sites included within this initial list. During the site visit phase, some sites were scoped out of the assessment if they had been incorrectly identified as an open space (such as sites which have now been developed). New sites were also identified as part of the scoping work carried out during the site audits. The final number of open spaces included in the study for the borough is 215.

Relationship to 2010 Open Space Survey

- 4.14 It should be noted that the Council's previous 2010 work on open space covers a larger number of sites, including a range of amenity spaces not subject to a site assessment as part of this study. The 2010 work provides a comprehensive evidence base of the typology of open space, including a range of smaller spaces. The purpose of the site assessments as part of this work is to update information related to the typology and quality of open space, and to collect additional information on the wider role and function of open space not already collected as part of the previous work.

- 4.15 This study has assessed all major open space in the borough, including all sites currently designated for protection and a range of other spaces, identified in conjunction with the Council, which perform an important recreational, ecological or other role and which would meet the definitions of MOL, BOL and OOS set out in the glossary of the Southwark Plan. The majority of the analysis in this report relates only to those spaces which have been subject to a site assessment, although the role of spaces not subject to an assessment is recognised and considered further in Chapters 8 and 9. It is estimated that this study has assessed over 90% of the open space considered as part of the 2010 work.
- 4.16 The 2010 work also included a significant amount of consultation with both users and non-users of open space and other key stakeholders. The work included a number of focus group sessions, children and young people's survey as well as other external consultation with friends of parks groups. The findings from this work have fed into the identification of open space needs work set out in Chapter 3.

Survey Design

- 4.17 Given the scale of the survey, the range of data collected on site was targeted towards functions and characteristics which were necessary in order to fulfil the purposes of the brief and meet the requirements of national planning policy guidance and the London Plan. The main objectives of the study were:
- To collect information on total amount of open space and its distribution across Southwark.
 - To collect sufficient information on the function of each site to allow a classification to be made on the basis of the parks hierarchy and typology of other open spaces to inform an assessment of open space provision.
 - To collect sufficient information on the condition of facilities and landscape to allow an informed assessment of the quality of each open space.
 - To collect sufficient information on the roles and functions performed by each site to allow an informed assessment of the value of open spaces.

Development of an Open Space Hierarchy

Current approach to open space classification

- 4.18 Southwark's current approach to the classification of open space is set out in the Adopted Core Strategy (2011). Open Space is either identified as Metropolitan Open Land (MOL), Borough Open Land or Other Open Spaces. These open space designations are identified within the Core Strategy Proposals Map and within the UDP appendices.
- 4.19 In addition to those open spaces, Green Chain Links and Green Chain Parks which make up part of the South East London Green Chain walking route (all within the south of the borough) are also identified within the Core Strategy.
- 4.20 Open Spaces designated as MOL, Borough Open Land or Other Open Spaces are protected by Strategic Policy 11 – Open Spaces and wildlife, as well as saved UDP policies 3.25, 3.26 and 3.27. The Core Strategy does not differentiate between types of open space (e.g parks, allotments, playing fields), but instead affords the highest level of protection to Metropolitan Open Land, and

the lowest to Other Open Spaces. However, some analysis of open space typologies is provided in the schedules of open space types in the UDP. These typologies were largely taken from the 2003 Open Space Study, but it is evident that these do not match up to the typologies set out in PPG17 (See Table 4.2) and the London Plan Public Park Hierarchy (see Table 4.1)

Open Space Typology

- 4.21 During the site assessments each open space was classified according to the open space typology, the typology of open space is based on the typology included within the Annex to PPG17, as illustrated in Table 4.2. It should be noted that the PPG17 typology includes parks and gardens but this is broken down further using the GLA hierarchy.
- 4.22 The identification of the open space type was based upon consideration of the size, its primary role and function, recreational value, access arrangements and physical character. Secondary roles were also recorded where appropriate. Public parks were classified according to the GLA hierarchy, as illustrated in Table 4.1.
- 4.23 Further analysis of the categorisation of open space is provided in Chapter 5.

Approach to Public Park Provision

- 4.24 As discussed above, there is no comprehensive approach to classifying open space within the borough at present. The GLA's best practice guidance (2009), suggests that a hierarchy suggested by the guide should be used by London boroughs' when preparing open space strategies.
- 4.25 For the purposes of consistency and cross-boundary thinking the GLA hierarchy provided the basis for public park classification during the survey. The term 'Public Parks' used within this assessment therefore refers to the types of public park identified within Table 4.1. All open spaces classified as parks within the parks hierarchy are publicly owned by the London borough of Southwark.

Table 4.1 - London Plan public park hierarchy

Open Space Categorisation	Approx size of Open Space and Distance from Home	Characteristics
Regional Parks and Open Spaces (Linked Metropolitan Open Land and Green Belt Corridors) Weekend and occasional visits by car or public transport	400 hectares 3.2 - 8km	Large areas and corridors of natural heathland, downland, commons, woodland and parkland also including areas not publicly accessible but which contribute to the overall environmental amenity. Primarily providing for informal recreation with some non-intensive active recreation uses. Car parking at key locations
Metropolitan Parks Weekend and occasional visits by car and public transport	60 ha 3.2 km or more where the park is appreciably larger	Either i) natural heathland, downland, commons, woodland etc, or ii) formal parks providing for both active and passive recreation. Many contain playing fields, but at least 40 hectares for other pursuits. Adequate car parking.
District Park Weekend and occasional visits by foot cycle, car and short bus trips	20ha 1.2km	Landscape setting with a variety of natural feature 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. Should provide some car parking
Local Parks Pedestrian visits	2ha 0.4km	Providing for court games, children's play spaces or other areas of a specialist nature, including nature and conservation areas.
Small Open Spaces Pedestrian visits especially by children, particularly valuable in high density areas	0.4 - 2ha Less than 0.4km	Gardens, sitting out areas, children's play spaces or other areas of a specialist nature, including nature and conservation areas.
Pocket Parks Pedestrian visits especially by children.	Under 0.4 ha Less than 0.4km	Gardens, sitting out areas, children's play spaces or other areas of a specialised nature, including nature and conservation areas.
Linear Open Spaces Pedestrian visits	Variable Where feasible	The Thames, canals, other waterways and associated open spaces and towpaths; paths; disused railways; nature conservation areas; and other routes which 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.

Source GLA Guide to Preparing Open Space Strategies

- 4.26 The classification of parks within the different levels of the hierarchy was determined by considering;
- the size of the space
 - the degree of public access
 - usage patterns and catchment area derived from the residents' survey
 - the range of facilities provided
 - the physical character of the park
 - the recreational value of the space.
- 4.27 Where a park does not fulfil the size thresholds defined for a particular park type but performs the range of functions associated with that park type the park has been classified on the basis of its range of functions. For example a park may be under 20 hectares in size but may well provide natural features a range of informal recreational pursuits, outdoor sports and children's play, and should therefore be considered a District Park despite perhaps being only 15ha in size.
- 4.28 Where the spaces were assessed as not having the appropriate facilities, such as children's play and other recreation, associated with the park type, the space was then classified according to the facilities it did provide. Those spaces that don't provide the required facilities could be reclassified with the introduction of facilities to meet the GLA hierarchy criteria.

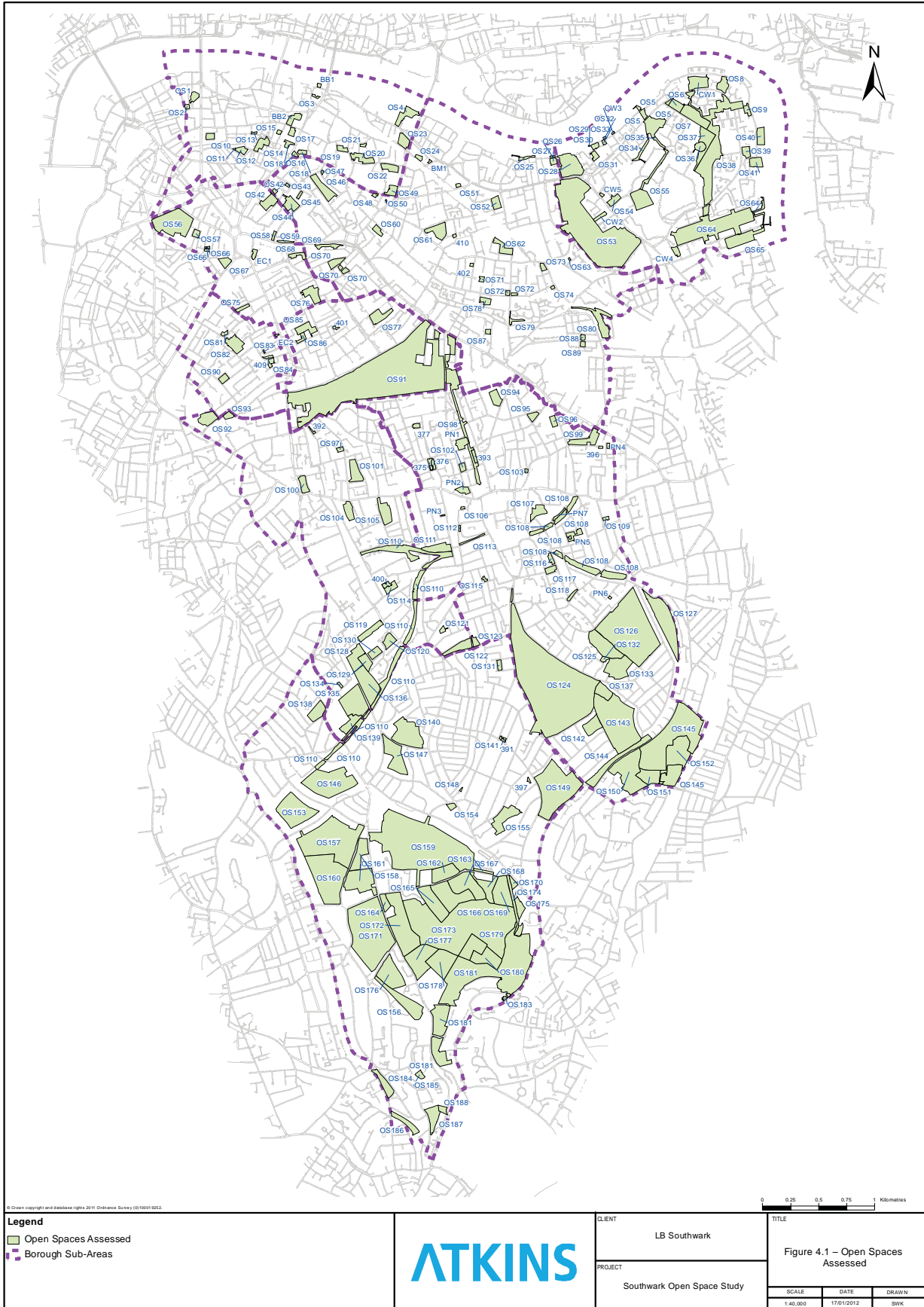
Other Types of Open Space

- 4.29 In addition to public parks there are a number of other forms of open space provision within the borough. These have been categorised according to nine different types of open space as defined within Table 4.2 (taken from the annex to PPG17).
- 4.30 It should be noted that the assessment of amenity space has not been a focus for this study. Details of the supply of amenity space can be found in Section 6 of the 2010 open space study.

Table 4.2 – Other open space provision

Type of Open Space	Definition
Amenity Space	Includes informal recreational spaces and housing green spaces. This category would include green spaces in and around housing areas, large landscaped areas, and domestic gardens as well as informal 'kick-about' play areas for children.
Outdoor Sports Facilities/Playing Fields	Sites which are not located within a public park where the primary role is for formal recreation. Sites include tennis courts, bowling greens, sports pitches, golf courses, athletics tracks, school playing field, other institutional playing fields and outdoor sports areas. Categorise by ownership i.e. public / private / education.
Allotments/Community Gardens/Urban Farms	Open spaces where the primary use is allotment gardening of community farming
Cemeteries and Churchyards	Open spaces that are currently or have previously been used as burial spaces.
Natural or Semi-Natural Urban Greenspaces	Woodland (coniferous, deciduous, mixed) and scrub, grassland (e.g. downland, meadow), heath or moor, wetlands (e.g. marsh, fen), open and running water, wastelands (including disturbed ground).
Civic spaces/pedestrianised areas	More formally laid out hard surfaced public spaces including squares, pedestrian streets. These spaces would not normally have a formal recreational function.
Green Spaces within the Grounds of Institution	Open space located within the grounds of hospitals, universities and other institutions which are accessible to the general public or some sections of the public. This definition also includes education sites where there is only hard surface and or amenity open space (no pitch sports provision).
Provision for children and teenagers	Play areas (including LAPs, LEAPs and NEAPs, skateboard parks, outdoor basketball goals and 'hanging out' areas (including teenage shelters).
Other	Other areas of Space which may not perform an open space function that is identified in one of the above types but which perform a structural or amenity role.

Source: PPG17



5. Supply of Open Space

Introduction

- 5.1 This chapter examines the current supply of open space as well as any deficiencies in open space provision within the sub-area through the application of the GLA hierarchy defined in Chapter 4. The following is included:
- An analysis of the current provision in terms of its quantity and accessibility.
 - Benchmarking of existing provision against levels of provision in other boroughs.
 - A recommended access standard for each level of the public park hierarchy, as well as other open space types, based upon analysis of existing and future open space need, existing usage and travel patterns.
 - Application of the proposed access standard to identify deficiencies in terms of access to public parks and other open space.

Summary of Supply

- 5.2 Within Southwark a total of 215 spaces were identified using the methodology described in Chapter 4. Figure 4.1 illustrates the sites which were assessed as part of this study, with Figure 5.1 providing further details on the categorisation of each open space. Appendix E provides a schedule of all sites assessed along with their type, as classified according to the approach set out in Chapter 4. Together these spaces comprise some 605.5 ha of land within the borough (Table 5.1). This figure represents 21% of the total land area in the borough (2886 ha). This figure can be compared with the following sample of other London borough's the consultants have information for:
- Wandsworth – 18% of total land area is open space;
 - Westminster – 21% of total land area is open space;
 - Tower Hamlets – 19% of the total land area (including housing amenity space)
 - Haringey – 13% of total land area is open space; and
 - Lewisham – 12% of total land area is public open space (figure not broken down by type).
- 5.3 Table 5.1 indicates that public parks are the most abundant form of open space provision in the borough representing 40.5% of the total open space area surveyed. These spaces include the large Metropolitan Parks of Southwark Park, Dulwich Park and Peckham Rye Park and Peckham Rye Common as well as the District Parks of Russia Dock Woodland and Burgess Park, and a large number of smaller parks distributed throughout the borough. Outdoor sports facilities, including a large number of school playing fields, the Aquarius Golf Course in Peckham Rye Park and Peckham Rye Common and a large number of sports grounds in Dulwich, have the second largest land take representing 29.1% of the total open space area assessed.
- 5.4 Again, it should be noted that some smaller open spaces which have not been subject to a site assessment as part of this work are not included in the analysis within Chapters 5-7. These smaller open spaces typically consist of housing amenity spaces and have been picked up as part of the open space evidence base work undertaken in 2010.
- 5.5 In terms of the number of spaces, small open spaces (part of the GLA parks hierarchy) represent the most common form of open space provision in Southwark with 46 sites, followed by outdoor

sports facilities/playing fields, with 33 sites. The eight sites categorised as 'other' are OS132 – Water Works at Nunhead, OS125 – Nunhead Reservoir, OS79 – The Stables, OS27 – King Edward III Manor House, OS41 – Surrey Docks Farm , OS12 – Grotto Open Space, OS148 – Plough Lane Pond, EC1 – Carter Place and BB2 – Crossbones Graveyard.

Table 5.1 - Total open space by type

Open space type	Sites	Area (ha)	%
Regional Park	0	-	0.0%
Metropolitan Park	3	100.2	16.5%
District Park	2	58.4	9.6%
Local Park	6	26.1	4.3%
Small Local Park	46	48.3	7.9%
Pocket Park	27	6.1	1.0%
Linear Open Space	6	6.3	10.4%
Public Park Total	90	245.4	40.5%
Outdoor Sports Facilities / Playing Fields	33	176.1	29.1%
Allotments and Community Gardens	22	16.4	2.7%
Cemeteries and Churchyards	15	54.7	9.0%
Natural or Semi Natural Greenspaces	26	94.5	15.6%
Civic Spaces	5	1.4	0.2%
Greenspaces within Grounds of Institution	3	2.2	0.4%
Amenity space	8	3.6	0.6%
Provision for Young People and Teenagers	5	4.3	0.7%
Other	8	6.9	1.1%
Other Open Space Total	125	360.1	59.5%
Total Open Space	215	605.5	100.0%

Source: Atkins

- 5.6 Table 5.2 summarises the access arrangements to open space in the borough, whilst Figure 5.2 provides details of the access arrangements to each space. Table 5.2 shows that less than 60% of the total land area assessed is accessible to the general public, with 35% subject to restricted access. Figure 5.2 illustrates that the majority of spaces with restricted access are located in Dulwich (which largely consist of private sports clubs), although a number of water spaces are also restricted in Canada Water. Railway lines, which form an important biodiversity corridor in the borough, are clearly subject to no public access.

Table 5.2 - Access arrangements to open space

	Sites	Area (ha)	%
General public access	132	353.8	58.4%
De facto public access	6	5.3	0.9%
Shared/Dual Use	1	0.2	0.0%
Restricted Access (e.g to clubs)	62	211.5	35%
No Public Access	14	34.7	5.7%
Total	215	605.5	100.0%

Source: Atkins

- 5.7 Table 5.3 demonstrates that there are clear variations between the amount of open space available within each sub-area, as well as the amount of open space which is publicly accessible. Bankside has the lowest amount of open space, with just 10.3ha, 8.7ha of which is publicly accessible, whilst Dulwich has the most with 252.4ha of open space. However, this is reduced considerably when access is taken into account, with just 95.6ha of open space which is publicly accessible.

Table 5.3 - Open space by sub-area

	Total Spaces	Area (ha)	%	Amount accessible (ha)
Aylesbury & Walworth	12	53.9	8.9%	53.4
Bankside, Borough and London Bridge	22	10.3	1.7%	8.7
Bermondsey & Old Kent Road	30	14.7	2.4%	11.6
Camberwell	22	37.0	6.1%	10.8
Canada Water	29	76.2	12.6%	49.0
Dulwich	46	252.4	41.7%	95.6
Elephant and Castle	12	11.2	1.8%	11.0
Peckham & Nunhead	42	149.8	24.8%	113.7
Total	215	605.5	100.0%	358.8

Source: Atkins

- 5.8 Table 5.4 demonstrates the provision of total open space and total publicly accessible open space per 1,000 population within each sub-area. The table shows that, again, Dulwich has the largest amount of open space per population (over 7ha of total open space and 2.7ha of publicly accessible open space per 1,000 population) whilst Bermondsey has the lowest amount (0.23ha of total open space and 0.18ha of publicly accessible open space per 1,000 population).
- 5.9 It should be noted that the amount of open space per sub-area shown in Tables 5.3 and 5.4 are to some extent dependent on the spatial definition of sub-areas which makes an analysis of accessibility catchments to open space important. This is considered later in this chapter.

Table 5.4 – Open space per population

	Estimated Population (2011)	Total open space per 1,000 population	Total publicly accessible open space per 1,000 population
Aylesbury & Walworth	22,695	2.37	2.35
Bankside, Borough and London Bridge	24,030	0.43	0.36
Bermondsey & Old Kent Road	63,020	0.23	0.18
Camberwell	40,499	0.91	0.27
Canada Water	28,917	2.63	1.69
Dulwich	35,029	7.2	2.73
Elephant and Castle	15,585	0.72	0.70
Peckham & Nunhead	59,044	2.54	1.93
Total	288,819	2.09	1.22

Source: Atkins/GLA Population Projections

Public Parks

- 5.10 Table 5.1 shows that there is currently a total of 245.4ha of public park provision within Southwark. In order to derive an appropriate quantitative standard for public park provision there is a need to consider:
- Levels of existing open space provision by ward and the borough as a whole.
 - Indicative population thresholds required to support each type of park provision.
 - Analysis of the size of parks within each level of the hierarchy to test the appropriateness of size ranges identified within the GLA Parks within the Southwark context.
 - Comparative benchmarking of existing open space standards and levels of public park provision in other London boroughs.
 - Access deficiencies.

Existing Level of Provision by Population

- 5.11 Table 5.5 shows that there is currently 0.85ha of park provision per 1,000 population in the borough. If the current quantity of park provision was maintained, this would mean the borough would have 0.72ha of public parks per 1,000 population by 2026 due to the projected increase in population.

Table 5.5 –Parks provision per population

	Park provision (ha)	Provision per 1,000 pop (2011)	Provision per 1,000 pop (2026)
Aylesbury & Walworth	53.1	2.34	2.10
Bankside, Borough and London Bridge	5.9	0.25	0.20
Bermondsey & Old Kent Road	10.5	0.17	0.13
Camberwell	10.83	0.27	0.23
Canada Water	44.6	1.54	1.23
Dulwich	44.5	1.27	1.15
Elephant and Castle	11.0	0.70	0.56
Peckham & Nunhead	64.99	1.1	0.96
Total	245.4	0.85	0.72

Source: GLA Population Projections 2010 and Atkins

Benchmarking

5.12 The current level of public park provision of 0.85ha per 1,000 population can be compared against levels of public park provision in other London boroughs. However, care should be taken with direct comparisons as analysis at a sub-area level can yield different results to analysis at a borough level. The amount of open space per person at a borough level is to some extent dependent on the location of boundaries which makes an analysis of accessibility to open space important. Levels of public park provision in other London boroughs include:

- Wandsworth – 2.45ha/1,000;
- Haringey – 1.73ha/1,000;
- Islington – 0.28ha/1,000;
- Westminster – 1.86ha/1,000 (all open space);
- Lambeth – 1.54ha/1,000 (all open space); and
- Tower Hamlets – 1.91ha/1,000 (all open space).

5.13 This exercise shows that Southwark has a lower level of public park provision than Wandsworth or Haringey, but has a higher amount than Islington. Southwark also has a higher amount of open space than other Inner London boroughs of Westminster, Lambeth and Tower Hamlets in terms of total open space per population.

Accessibility of Public Park Provision

5.14 To identify a locally based access standard for public park provision we have reviewed the appropriateness of using the catchment distances recommended at the regional level in the GLA Parks hierarchy, which are not evidence-based. To establish a locally based access standard it is necessary to consider a range of indicators to identify how well the existing distribution of provision meets the needs of the community:

- Consideration of the distribution of parks.
- Examination of existing patterns of open space access by park type considering the mode of transport and travel times.

- Identification of community perceptions of existing levels of open space provision, and analysis of the perceptions of open space non users to identify if it is community priority to improve accessibility to open space provision.
- Application of proposed park catchments to the current distribution of public parks with the borough to identify existing deficiencies in access.
- Consideration of the potential to address access deficiencies through identifying potential opportunities to increase park provision.

Defining Effective Catchment Areas

- 5.15 Existing patterns of use provide the most robust basis upon which to base a future access standard. The telephone survey undertaken as part of the study identified usage levels, travel modes and travel times for different types of open space provision in the borough.
- 5.16 However, existing usage and travel patterns cannot be used directly as a basis for deriving an access standard to address future needs without considering whether a standard reflecting existing usage patterns addresses the needs of the community.

Effective Catchment Distances

- 5.17 The catchment distances defined below relate to the typical effective catchment area for each park type. The effective catchment area represents the area from which 70-80% of park users are likely to be drawn from. The residents' survey has identified that respondents usually travelled for up to 15 minutes to reach larger open spaces (such as Metropolitan or District Parks) and between 5 and 10 minutes to reach smaller parks. This is in line with the GLA Hierarchy which suggests a 1.2km (15 minute walk) catchment for District Parks and a 400m (5 minute walk) for smaller parks.
- 5.18 An assumption is made that the catchment area and threshold population should reflect the average for each park category. Catchment area size and the number and frequency of visits may vary due to:
- The range of facilities and environments within the park and their quality and condition affect the attractiveness of the space to potential users. Parks with a wider range of facilities than may be expected will have extended catchments perhaps beyond the distance parameters identified in Table 4.1. The number and frequency of visits is also likely to be higher.
 - The demographic and socio-economic structure of the population residing within the park catchment and the extent to which park facilities meet their needs.
 - The pattern of land use within the park catchment particularly patterns of residential development and population density.
 - The range of park and open space opportunities within the locality will influence levels of usage at individual spaces.
- 5.19 However, it is important to consider variations in catchment area size for spaces within the same level of the hierarchy when identifying priorities for enhancing the quality and access of spaces.

Application of Park Catchment Areas

- 5.20 Figures 5.3 to 5.5 demonstrate how the different types of public park are distributed throughout the sub-area and identifies their assumed catchment areas in accordance with the criteria in the Parks Hierarchy (Table 4.1) and consistent with the results of the residents' survey. This provides a basis for identifying the parts of the borough which are not adequately served (in terms of access) by public parks.
- 5.21 The identification of areas of open space deficiency is very sensitive both to the actual catchments adopted for different types of parks and the manner in which they are applied. It should be recognised that the process of identifying deficiencies is a desk-top application of the hierarchy catchments and does not take into account other criteria, e.g. quality and function, which also inform the catchment of a park.
- 5.22 It should be noted that the straight line distance of all park accessibility catchments has been reduced by 70% to allow for indirect routes to spaces caused by the street pattern and other severance barriers.

Pocket Parks, Small Open Spaces and Local Parks

- 5.23 Within the borough there are 29 open spaces which fulfil the criteria of a pocket park, 45 which meet the criteria for a small open space and six which meet the criteria for a local park. Although some spaces meet the correct size criteria for a local park, some have been classified as a small local park where the range of provision and facilities do not meet the required standard for a local park.
- 5.24 Figure 5.3 identifies the distribution of pocket parks, small open spaces and pocket parks and areas which are outside of the catchment area for this form of provision. Spaces which meet the criteria for these spaces types outside of the borough boundary are also included.
- 5.25 The figure illustrates that there is a relatively good distribution of these types of smaller parks throughout the borough. The only considerable section of the borough outside of the catchment area for this form of provision is in Dulwich and Peckham Rye Park and Peckham Rye Common. However, District and Metropolitan parks can fulfil the role of smaller park types. When these spaces are considered, there is almost full coverage of these smaller park types (see section below).

District Parks

- 5.26 The open space assessment identified two open spaces which fulfill the criteria of a District park – Russia Dock Woodlands and Burgess Park.
- 5.27 Figure 5.4 identifies the distribution of District Parks within the borough illustrating areas that are outside the 1.2km catchment area. The figure shows that large sections of Bankside, Peckham Rye Park and Peckham Rye Common and Dulwich are outside of the catchment area for this type of park. However, again, Metropolitan parks can fulfil the role of smaller park types, as considered below. When these spaces (Peckham Rye Park and Peckham Rye Common, Southwark Park and Dulwich Park) are considered there is almost full coverage within the borough. The one exception is the area towards the north of the borough which covers all of Bankside and the northern parts of Elephant and Castle and Bermondsey sub-areas.

Metropolitan & Regional Parks

- 5.28 Figure 5.5 identifies the distribution of Metropolitan Parks within the sub-area. The figure again shows that the majority of the borough is within the 3.2km catchment area for this park type, although parts of Bankside, Elephant and Castle and Aylesbury and Walworth are outside the catchment area when adjusted for indirect routes to these spaces.

Park Deficiency Areas

- 5.29 Figure 5.6 identifies areas deficient in access to all public parks as defined in the parks hierarchy. Park deficiency areas have been derived by considering pedestrian access to any form of public park (Metropolitan parks, District parks, Small open spaces and Pocket Parks). Other open space provision, including all types of open space not included within the Parks Hierarchy, are excluded from this figure. A catchment of 400m is shown around all parks including metropolitan parks, as this is the overall standard recommended for access to all parks by the GLA.
- 5.30 Those areas of the borough which are deficient in public parks are defined as those which are further than 400m from any form of public park. A 280m catchment has also been applied to take account of severance issues created by roads and indirect routes to spaces caused by the street pattern. The figure shows that the vast majority of the borough is within the recommended catchment area for public parks, although some parts of North Dulwich, as well as parts of Sydenham Hill are outside of the recommended catchment area.

Significance of Deficiency Areas

- 5.31 It is important for the assessment to relate accessibility deficiencies (as illustrated in Figure 5.6) to the character, density and other needs of areas within the borough. Deficiency areas within areas with a high proportion of dwellings that are terraced flats or apartments, such as areas identified in Figure 3.5, are likely to be more significant than other deficiency areas as residents are less likely to have access to private gardens. Areas within wards with a more suburban character may also have significant concentrations of private open space which, although may not be accessible to the general public, provides relief from built up area and contributes towards visual amenity.
- 5.32 The deficiency area in North Dulwich does consist largely of houses which do have access to private gardens and open space. However, Dawson Heights housing estate, whose residents do not have access to private open space, is within this deficiency area.
- 5.33 The pattern of land use also influences the significance of open space for some of the deficiency areas. For example, the deficiency in access to public parks in the south of the borough is not as significant it seems, as the majority the land in this area is made up of (non-park) open space, rather than residential uses. However, the western section of the Dulwich sub-area is made up of residential uses and is deficient in access to parks.
- 5.34 The residents' survey reinforced the technical assessment of deficiency areas. Just 1.5% of residents stated that they do not use open space because they are too difficult to get to and over 80% were satisfied with existing levels of open space provision suggesting access to open space is not a major issue in Southwark as a whole

Children's Play

5.35 Open space provides an important role in serving children's play needs. It is widely acknowledged that the importance of children's play extends far beyond the activity itself. Play contributes towards child development through the development of a wide range of physical, social and emotional skills and abilities as well as having a positive impact on children's health. The key issues relating to children's play are the nature and location of play, the influence of age and gender, safety and risk issues and consideration of the types of play environments needed to meet play needs.

Approaches to Children's Play Provision

NPFA – Original 2001 Approach

5.36 There are currently no adopted national standards relating to children's play provision. However, a structured approach to the planning and provision of children's play areas has been developed by the National Playing Fields Association (NPFA). The standards of provision recommended by the NPFA were revised in 2001 and reflect changing views towards children's play provision. In particular the guidelines emphasise the need to provide both designated areas and casual play opportunities which respond to the needs of different age groups and which are of value to the development of children and young people.

5.37 The NPFA recommended a minimum standard of outdoor space for children's play of 0.8 hectares per 1,000 people, achievable by:

- Providing Local Areas for Play (LAPs), Local Equipped Areas for Play (LEAPs) and Neighbourhood Equipped Areas for Play (NEAPs) in locations based upon walking time.
- Providing the balance as casual playing space within areas of amenity open space.

Fields in Trust

5.38 Fields in Trust is the new operating name of the National Playing Fields Association. Planning and design for outdoor sport and play updates and modernises previous recommendations made in 2001. Since the 2001 approach was published, a range of more clearly defined and adopted policies for planning standards for open space, sport and recreation including outdoor facilities for sport and play have been published. In response to the changing policy context, and to reflect the need for local determination and adoption of standards relating to quantity, quality and accessibility, in 2006 Fields in Trust commissioned independent research to undertake a survey of local planning authorities and consult with key stakeholders around the United Kingdom.

5.39 The updated recommendations, in terms of standards for children's play, are identified in Table 5.3 and Table 5.4.

Table 5.6 - Quantity: all playing space

Quantity - All Playing Space	Benchmark Standard (ha per 1,000)
Designated Equipped Playing Space	0.25
Informal Playing Space	0.55
Children's Playing Space	0.8

Table 5.7 - Accessibility benchmark standards for children's playing space

Type of Space	Walking Distance	Straight Line Distance
Local areas for play or 'door-step' spaces - for play and informal recreation (LAPs)	100	60
Local equipped or local landscaped, areas for play - for play and informal recreation (LEAPs)	400	240
Neighbourhood equipped areas for play - for play and informal recreation, and provision for children and young people (NEAPs)	1,000	600

The Mayor's approach to play standards

- 5.40 The GLA encourages boroughs to produce play strategies, developing local standards and indicators are an identified part of developing a play strategy. The Guide to Preparing Play Strategies states that standards for play should be developed locally with an emphasis on quality and accessibility as opposed to overly prescriptive measures of quantity.
- 5.41 Providing for Children and Young People's Play and Informal Recreation, Mayoral SPG (2008) identified regional benchmarks for play provision to provide additional guidance for London boroughs and enable benchmarking of provision. The benchmark standard of 10sqm per child is recommended as the basis for assessing existing provision and assessing future requirements arising from an increase in the child population of the area and through new developments. The GLA benchmark includes both formal and informal children's play space.
- 5.42 Along with the benchmarks the SPG identifies a Playable Space Typology. This is shown in Table 5.5 (adapted for use) and can be used to classify play areas within Southwark.

Table 5.8 – Playable space typology

Typology	Minimum Size	Description	Example Facilities
Doorstep Playable Space	100 sqm	A landscaped space including engaging play features for young children, and places for carers to sit and talk. No formal supervision	Facilities can include landscaping, climbable objects, fixed equipment, seating for carers, sand and water feature
Local Playable Space	300 sqm	A landscaped space with landscaping and equipment so that children aged from birth to 11 can play and be physically active and their carers can sit and talk. Flexible use; No formal supervision.	Facilities can include landscaping, equipment for swinging, sliding and climbing integrated into landscape, balls walls, kick about areas, basketball area, seating, and sand
Neighbourhood Playable Space	1000 sqm	A varied natural space with secluded and open areas, landscaping and equipment so that children aged from birth to 11 can and be physically active and they and their carers can sit and talk, with some youth facilities. Flexible use; May include youth space; May be supervised	Facilities can include landscaping, equipment for swinging, sliding and climbing integrated into landscape, bike, skate and skate board facilities, hard surface area, balls walls, kick about areas, basketball area, seating, and sand, shelter
Youth Space	200 sqm	A social space for young people aged 12 and over to meet, hang out and take part in informal sport or physical recreational activities. No formal supervision.	Space and facilities for informal sport or recreation, multi ball court, basketball court, climbing wall, multi-use games area (MUGA), skate park or BMX track, seating areas, youth shelter, and landscaping.
Multi-use Games	350 sqm	Do not have an identified typology therefore an indicative minimum size has been applied, averaging minimum size of: Doorstep Playable Space; Local Playable Space; Neighbourhood Playable Space and Youth Space.	
Other	400 sqm	Open Games Area suited to a wide range of sports. All Weather and Hard-Surface.	
Full size basketball	437 sqm	Full size basketball court (standard size). All Weather and Hard-Surface.	

Source: Mayor of London - Supplementary Planning Guidance. N.B size of Neighbourhood space amended to reflect the need for space large enough to meet NEAP.

Existing Children's Play Provision

- 5.43 Dedicated children's play provision within parks and private spaces has been assessed against both NPFA criteria for classification of a LEAP or NEAP through site assessments and the GLA Playable Space Typology. Additionally, the assessment considered the number of and range of types of activities/opportunities available, provision of informal and hard surface play areas and provision of other amenities (seating, bins etc).

- 5.44 Out of a total of 78 assessed open spaces in the borough, five contain some form of children’s play provision, as shown in Table 5.9.

Table 5.9 - Dedicated children’s play provision (assessed sites)

	Doorstep	LEAP	NEAP	Adventure	Total
Aylesbury & Walworth	3	1	0	0	4
Bankside, Borough and London Bridge	9	4	0	0	13
Bermondsey & Old Kent Road	4	7	2	0	13
Camberwell	3	2	1	1	7
Canada Water	2	2	1	1	6
Dulwich	2	6	1	1	10
Elephant and Castle	3	2	3	0	8
Peckham & Nunhead	7	5	4	1	17
Total	33	29	12	4	78

Source: Atkins

- 5.45 It is recognised that there may be other children’s play space available in the borough outside of the open spaces assessed as part of this study.

Access to Children’s Play Provision and Deficiencies

- 5.46 The current distribution of children’s play provision within the borough is shown in Figure 5.7. The figure identifies the location of formal (dedicated) play provision within those open spaces assessed by this study. Again, it is recognised that there may be other children’s play provision outside of the open spaces assessed which is not included within this analysis. As a result, this report has not undertaken a full analysis of accessibility to children’s play spaces.

Natural and Semi Natural Greenspace

- 5.47 This section considers the extent to which open spaces represent accessible natural or semi-natural greenspace consistent with the English Nature definition and also analyses greenspace provision within the framework used by the GLA as part of the Mayor’s Biodiversity Strategy.

Approach to Natural Greenspace Provision

English Nature ANGSt Standards – The National Recommendation

- 5.48 English Nature has recommended that local authorities set standards relating to natural greenspace provision known as the Accessible Natural Greenspace Standard (ANGSt). This guidance was formally issued in 1996 within ‘A Space for Nature’ and recommended the following standards:
- Provision of at least 1ha of Local Nature Reserve per 1,000 population.
 - That no person should be located more than 300m from their nearest area of natural greenspace of at least 2ha in size.
 - That there should be at least one accessible 100ha site within 5km.
 - That there should be one accessible 500ha site within 10km.

- 5.49 These standards are used by a wide range of local authorities throughout the country to inform natural greenspace provision. However, relatively few authorities outside London have adopted formal standards of natural greenspace provision within their development plans.
- 5.50 The ANGSt model was reviewed by English Nature in 2003 (Accessible Natural Greenspace standards in Towns and Cities: A Review and Toolkit). The review did not alter the standards listed above but did identify a number of problems with the model.
- 5.51 The definition of a natural greenspace used within the model “Areas naturally colonised by plants and animals” was considered to be unclear and impractical. This definition also excludes man made types of vegetation which predominate within urban areas and which have high biodiversity value. A complete knowledge of the history of each site would be required to determine whether a site has been naturally colonised or had resulted from planting and management.
- 5.52 This review also identified the need for more flexibility regarding the distance and size criteria and role within the hierarchy to reflect local circumstances. PPG17 also recommends that local authorities derive locally based standards of provision rather than adopt nationally derived standards wholesale.

English Nature Quality Standard

- 5.53 Section 21 of the National Parks and Access to the Countryside Act 1994, gave local authorities the power to acquire, declare and manage Local Nature Reserves (LNR’s). The LNR designation is not a lower level of designation within the hierarchy but represents sites that provide public access to wildlife and natural habitats. There are six sites in the borough which are fully or partly covered by the Local Nature Reserve designation in the borough:
- OS8 – Lavender Pond;
 - OS174 – Cox’s Walk;
 - OS181 – Sydenham Hill and Dulwich Woods;
 - OS187 – Dulwich Upper Wood;
 - OS126 – Nunhead Cemetery; and
 - OS150 – One Tree Hill.
- 5.54 Together these sites cover an area of 59.6ha. This means that the borough has 0.21ha of Local Nature Reserve per 1,000 population, compared to the 1ha of LNR per 1,000 population recommended within the ANGSt standards. The Council may consider designating other areas of open space as LNR (such as Stave Hill Ecological Park), although they are afforded sufficient protection under the GLA’s approach, considered below.

GLA Sites of Nature Conservation

- 5.55 The GLA have taken the approach whereby four different types of ecological designation have been identified under the procedures detailed in ‘Policy, Criteria and Procedures for Identifying nature conservation sites in London’ recommended by the Mayor of London in his Biodiversity Strategy (July 2002) as the basis for such work. The English Nature guidance notes that ‘The GLA approach identifies the habitat types of nature conservation interest and eventually evaluates sites to a range

of criteria which include those of social benefit' and that 'this approach offers a pragmatic solution to the challenge of defining natural greenspace.

- 5.56 It is considered appropriate to assess the amount of natural greenspace in the borough by using those GLA ecological designations (also known as Sites of Importance for Nature Conservation) illustrated in Figure 5.8, as these designations offer a robust definition of one ecological value of natural greenspace. These designations are identified in the Core Strategy, and shown on the proposals map.
- 5.57 Sites of Metropolitan Importance are those sites which contain the best examples of London's habitats and sites which contain particularly rare species. They are of the highest priority for protection.
- 5.58 Sites of borough Importance are important on a borough perspective in the same way as the Metropolitan Sites are important for the whole of London. Whilst protection of these sites is important, management of these sites should usually allow and encourage their enjoyment by people and their use for education.
- 5.59 Sites of Local Importance are, or may be, of particular value to nearby residents or schools. These sites also deserve protection in planning terms. Local sites are particularly important in areas otherwise deficient in sites of Metropolitan and Borough Importance. Where areas of deficiency are identified, Sites of Local Importance are the best available to alleviate this deficiency (Mayor's Biodiversity Strategy 2003).
- 5.60 A total of 416ha of open space assessed as part of this study is designated as a Site of Importance for Nature Conservation (SINC). When the Thames is also considered, this rises to 518ha. Table 5.10 shows the total amount of open space designated under the four types of SINC within each of the borough's sub-areas. Dulwich has the largest amount of open space designated as a SINC, with a total of 148ha, whilst just 6.4ha of open space is designated as a SINC in Elephant and Castle.

Table 5.10 - Sites of Importance for Nature Conservation

	Site of Metropolitan Importance	Borough Importance - Grade 1	Borough Importance - Grade 2	Sites of Local Importance	Local Nature Reserve
Aylesbury & Walworth	-	0.2	47.6	3.0	-
Bankside, Borough and London Bridge	27.2	-	-	2.0	-
Bermondsey & Old Kent Road	17.3	-	2.3	3.3	-
Camberwell	-	0.2	15.7	3.3	-
Canada Water & Rotherhithe	61.0	23.7	38.6	5.4	1.0
Dulwich	29.5	78.1	32.0	8.4	12.1
Elephant and Castle	-	-	-	6.4	-
Peckham & Nunhead	20.4	49.7	41.7	1.2	27.3
Total	155.4	151.9	178.0	33.0	40.44

Source: Atkins

5.61 Table 5.11 shows the total amount of natural greenspace per population. The table shows that the total amount of SINC designated open space in the borough is equal to 1.79ha per 1,000 population. If the current level of provision was maintained to 2026, this would fall to 1.51ha per 1,000 population due to the projected increased in the borough's population. This compares favourably with the 1ha of Local Nature Reserve per 1,000 population recommended by English Nature. However, the definition of English Nature's Local Nature Reserve is different to the definition used for Sites of Importance for Nature Conservation.

5.62 Table 5.11 also shows that there are wide variations in natural greenspace provision between sub-areas, with just 0.36ha per 1,000 population in Bermondsey and 4.44ha per 1,000 in Canada Water & Rotherhithe.

Table 5.11 – Total nature greenspace per population

	Total SINC (ha)	Provision per 1,000 population (2011)	Provision per 1,000 population (2026)
Aylesbury & Walworth	50.8	2.24	2.01
Bankside, Borough and London Bridge	29.2	1.22	0.97
Bermondsey & Old Kent Road	22.9	0.36	0.29
Camberwell	19.2	0.47	0.42
Canada Water & Rotherhithe	128.3	4.44	3.55
Dulwich	148	4.23	3.84
Elephant and Castle	6	0.38	0.31
Peckham & Nunhead	113.1	1.92	1.67
Total	517.5	1.79	1.51

Source: Atkins/2010 GLA Population Projections

5.63 Local Nature Reserves are normally greater than 2ha in size, whereas there are no size thresholds when identifying Sites of Importance for Nature Conservation. In addition, Local Nature Reserves should be capable of being managed primarily for nature conservation and so that the special opportunities for study, research or enjoyment of nature are maintained (English Nature – Local Nature Reserves: Places for People and Wildlife, 2000). This means that they are often publicly accessible and include some facilities for observing nature. It is important that the potential conflicts between allowing public access to nature and protecting biodiversity are recognised. Sites of Importance for Nature Conservation are identified by habitat and species richness but do not necessarily have to provide public access or nature conservation facilities.

Access Deficiencies

5.64 When considering accessibility deficiencies, the Mayor's Biodiversity Strategy defines an area of ecological access deficiency as an area beyond 500m walking distance to a publicly accessible open space of Metropolitan, Borough Grade I or Borough Grade II Importance (Mayor's Biodiversity Strategy, 2003). The research has shown few people are prepared to travel more than five or ten minutes to a natural greenspace which translates to a distance of around 500m.

- 5.65 Figure 5.8 illustrates the 500m catchment area, when applied to these designations within sub-area. The figure shows that almost all of the borough is within the 500m catchment area to a site designated as a SINC, although parts of Bermondsey and Bankside are outside of the catchment.

Allotments

- 5.66 This section considers the extent of allotment provision in Southwark. It includes an analysis of existing provision, as well as a consideration of existing levels of unmet demand.
- 5.67 Recently interest in allotments has increased due to public awareness of 'green' issues and concerns over links between food and health. Modern housing developments also have smaller garden sizes, or no private outdoor space. These factors are relevant both to the over 50 demographic, which represent the main group of allotment gardeners, and the increasingly younger participant profile.

Policy

- 5.68 Within the policy arena, the importance of allotments is increasingly recognised as having an important role in contributing towards urban regeneration, sustainable development and quality of life. The benefits of allotments include:
- The practical value of allotments in providing access to affordable fresh vegetables, physical exercise and social activity.
 - Localised food production brings environmental benefits of reducing the use of energy and materials for processing, packaging and distributing food. Allotments also perform a role in the recycling of green waste.
 - The therapeutic value of allotments in promoting good physical and mental health. Gardening is identified as one of the Health Education Council's recommended forms of exercise for the over 50s.
 - Allotments are an important component of urban green space and provide a green lung within the urban environments.
 - Cultivated and untended plots contribute towards maintaining biodiversity particularly where plots are maintained using organic methods.
 - Allotments have an important role to play in the implementation of plans for encouraging local sustainable and community development, potential links exist with local schools, and with the mentally and physically ill and the disabled.
 - Allotments have an important historical and cultural role in community heritage, values and identity.

National Context

The Allotment Acts

- 5.69 The legal framework for Allotments has developed in a piecemeal fashion and is encapsulated within a number of Acts identified below.

Table 5.12 - Principal allotment legislation

Act and Date	Relevance
Small holdings and Allotments Act 1908	Consolidated all previous legislation and laid down the basis for subsequent Acts.
	Placed duty on local authorities to provide sufficient allotments according to demand. Makes provision for local authorities to compulsorily purchase land to provide allotments.
Allotments Act 1922	Limited the size of an individual allotment to one quarter of an acre and specified that they should mostly be used for growing fruit and vegetables.
Allotments Act 1925	Required local authorities to recognise the need for allotments in any town planning development.
	Established 'statutory' allotments which a local authority could not sell or convert to other purposes without Ministerial consent.
Allotments Act 1950	Made improved provisions for compensatory and tenants' rights. Confined local authority's obligation to 'allotment gardens' only.

Planning Policy Guidance Note 17 – Sport Open Space and Recreation

5.70 The national planning framework relating to allotments is set out in PPG17 published in July 2002. This guidance identifies the role of informal open space including allotments as performing:

- The strategic function of defining and separating urban areas.
- Contributing towards urban quality and assisting urban regeneration.
- Promoting health and well being.
- Acting as havens and habitats for flora and fauna.
- Being a community resource for social interaction.
- A visual function.

5.71 PPG17 also identifies the issues which Local Planning Authorities should take into account in considering allotment provision and circumstances when disposal may be appropriate.

Assessing Allotment Needs

5.72 The revised PPG17 states that in preparing development plans, Local Authorities should undertake an assessment of the likely demand for allotments and their existing allotment provision, and prepare policies which aim to meet the needs in their area.

5.73 There is no formal guidance on how allotment needs should be assessed, however the Local Government Association good practice guide 'Growing in the Community' (2001) identifies issues which should be considered. Local Authorities are required to provide allotments for their residents if they consider there is demand, under section 23 of the 1908 Allotments Acts (as amended). The 1969 Thorpe Report recommended a minimum standard of allotment provision of 0.2 hectares (0.5 acres) per 1,000 population. With a population of 28,917 this would equate to a provision in the borough of 58 hectares.

- 5.74 In 1996 the National Allotment survey identified an average provision in England of 15 plots per 1,000 households. Table 5.13 shows that the borough currently has approximately 944 plots, which equates to approximately 9 plots per 1,000 households.
- 5.75 Table 5.13 also shows that there are at least 797 people currently on the waiting list for allotment space in the borough (where data on the number of people on the waiting list is available). At most sites, the waiting list is up to 10 years, although there are a limited number of sites where waiting lists are around 1-2 years.

Table 5.13 – Provision of allotment plots

Site ID	Site Name	Site Owner	No. of plots	No Waiting	Time	Vacant
393	Grove Park Allotments	LBS housing	32	52	8 yrs	0
OS151	One Tree Allotments	LBS Leisure	79	31	3 yrs	0
392	Caspian Street Allotments	LBS housing	16 + Community Garden	20	Unknown	0
400	Bonar Road Allotments	LBS Leisure	13	15	4.5yrs	0
400	Bonar Road Allotments	LBS Leisure	17 and 3half plots	20	1yr	0
OS74	Galleywall Road Allotments	LBS housing	none - now community wildlife garden	NA	NA	0
409	Fielding Street Allotments	LBS housing	16	60-70	4-10years	0
OS72	Lynton Rd/St James Road Allotments East	LBS housing	18	65	6-10 yrs	0
OS72	Lynton Rd/St James Rd Allotments west	LBS housing	24	65	6-10 yrs	0
OS141	Friern Road Allotments	LBS housing	13	34	2yrs	0
OS170	Grange Lane Allotments	Dulwich Estates	235	85	2yrs	0
OS180	Gunsite Allotments	Dulwich Estates	170	172	3 years	0
OS66	Lamlash Street Allotments	Unknown	Unknown	Unknown	Unknown	Unknown
OS133	Stuart Road/Nunhead Reservoir Allotments	Thames Water	213	118	5 yrs	0
410	Alscot Road Allotments	LBS housing	19 & 2 disabled beds	Unknown	6-10 years	0
OS78	Paterson Park	LBS Leisure	15	Unknown	6-10 years	0
OS175	Grove Allotments	Dulwich Estates	49	50	1.5 Yrs	0
401	Brettell Street Allotment Association	Private landlord	15	Unknown	Unknown	0
Total			944	797		0

Source: LB Southwark

5.76 There is a clear need for additional allotment space to meet unmet demand. However, allotments in their traditional sense represent space for food growing which are essentially restricted for single ownership. To meet the significant levels of unmet demand in the borough there will be a need to identify alternative methods to allotment provision, including shared community gardens. This is considered in more detail in Chapter 8.

Allotment supply

5.77 Table 5.14 shows that a total of 15.3ha of allotment land was identified as part of the site assessment process. A further 2.9ha of land used as community gardens was also identified, with one further site identified as an urban farm (OS41 - Surrey Docks Farm).

5.78 The vast majority of allotment provision is located in the south of the borough, with 8.5ha located in Dulwich and 5.9ha located in Peckham and Nunhead. By contrast, the majority of community gardens are located in the north of the borough.

5.79 Table 5.15 shows the provision of allotment and community garden provision per population within each of the sub-areas. The table shows that Dulwich has by far the highest amount of provision with 0.24ha per 1,000 population. No allotments or community gardens were recorded in Canada Water & Rotherhithe.

Table 5.14 – Allotments, community fardens and urban farms per sub-area

	Allotments		Community Gardens		Urban Farms	
	No. of sites	Area	No. of sites	Area	No. of sites	Area
Aylesbury & Walworth	2	0.3	2	0.4	0	-
Bankside, Borough and London Bridge	0	-	1	0.1	0	-
Bermondsey & Old Kent Road	3	0.5	2	1.8	0	-
Camberwell	0	-	1	0.2	0	-
Canada Water & Rotherhithe	0	-	0	-	1	0.9
Dulwich	5	8.5	0	-	0	-
Elephant and Castle	1	0.2	0	-	0	-
Peckham & Nunhead	3	5.9	3	0.3	0	-
Total	14	15.3	9	2.9	1	0.9

Source: Atkins

Table 5.15 – Allotments and community gardens per population

	Allotment Provision per 1,000 population	Community Garden provision per 1,000 population	Total per 1,000 population (2011)	Total per 1,000 population (2026)
Aylesbury & Walworth	0.01	0.02	0.03	0.03
Bankside, Borough and London Bridge	-	0.01	0.01	0.00
Bermondsey & Old Kent Road	0.01	0.03	0.03	0.03
Camberwell	-	0.01	0.01	0.00
Canada Water & Rotherhithe	-	-	-	-
Dulwich	0.24	-	0.24	0.22
Elephant and Castle	0.01	-	0.01	0.01
Peckham & Nunhead	0.10	0.00	0.11	0.09
Total	0.05	0.01	0.06	0.05

Accessibility

5.80 The residents' survey identified that 71% of journeys to allotments took up to 15 minutes, with the vast majority of these by foot. 15 minutes equates to a 1.2km accessibility standard. Figure 5.9 shows the catchment area applied to both allotments and community gardens. The figure shows that all of the Canada Water & Rotherhithe sub-area, and a small part of Dulwich, close to Herne Hill, are outside of this recommended catchment. New provision of opportunities for food growing should be identified to alleviate these deficiencies.

Quality and Management

5.81 The quality, condition and management of allotments also influence potential demand. Allotments that are well maintained and have vacant plots which are available for use with little clearance of scrub and rubbish are likely to prove more attractive than overgrown plots.

5.82 The condition and maintenance of facilities including fences, the water supply, toilets, communal huts, sheds and greenhouses, paths and waste areas will also influence the attractiveness of allotment sites to potential plot holders, particularly if it is sought to broaden demand and attract new users.

Other Types of Open Space

Amenity Space

5.83 Amenity green space provides a less formal green space experience than the parks and gardens. Amenity open space sites provide important spaces for informal recreation, including informal play and dog walking, close to where people live or work, and where access to a park may not be available.

5.84 It was not within the scope of this study to assess the quality and function of small amenity space not already designated for protection within the Core Strategy. The 2010 open space evidence base work provides details of the total quantity of amenity space within the borough. Table 5.16 below shows the nine spaces identified as amenity space as part of this study.

- 5.85 The role of amenity space as part of a wider network of open space in the borough is discussed in more detail in Chapter 8.

Table 5.16 – Amenity space assessed

Space ID	Space Name	Sub-Area	Size (ha)
OS131	The Gardens Square	Dulwich	0.33
OS163	Barclay Way	Dulwich	0.39
OS183	Countisbury House Lawns (Dulwich)	Dulwich	0.18
OS184	Long Meadow	Dulwich	1.46
OS50	Bermondsey Square	Bermondsey & Old Kent Road	0.02
OS96	Caroline Gardens	Peckham & Nunhead	0.47
PN3	Lyndhurst Square	Peckham & Nunhead	0.03
PN5	Brayards Green	Peckham & Nunhead	0.71
Total			3.59

Churchyards and Cemeteries

- 5.86 Cemeteries and churchyards are defined in PPG17 as open spaces that are currently, or have previously been, used as burial spaces. Cemeteries and churchyards can also provide facilities for sitting out, biodiversity and even children's play in some spaces. Where churchyards meet the criteria as a park (see Table 4.1), or any other type of open space, they have been classified as such. Other cemetery sites which do not have a wider range of functions have been classified as cemeteries and churchyards, and are shown in Table 5.17 below.

Table 5.17 – Churchyards and cemeteries assessed

Space ID	Space Name	Sub-Area	Size (ha)
OS86	St Peter's Churchyard	Aylesbury & Walworth	0.36
OS1	Christchurch Gardens	Bankside, Borough and London Bridge	0.51
OS13	All Hallows Churchyard	Bankside, Borough and London Bridge	0.08
OS18	St George's Churchyard and Gardens	Bankside, Borough and London Bridge	0.42
OS23	St John's Churchyard	Bankside, Borough and London Bridge	0.95
OS3	Cathedral Precinct	Bankside, Borough and London Bridge	0.12
OS49	St Mary Magdalen Churchyard	Bankside, Borough and London Bridge	0.70
OS43	Trinity Church Square	Bermondsey & Old Kent Road	0.10
OS71	St Anne's Churchyard	Bermondsey & Old Kent Road	0.19
OS30	St Mary's Churchyard, Rotherhithe	Canada Water & Rotherhithe	0.27
OS39	Holy Trinity Churchyard	Canada Water & Rotherhithe	0.61
OS149	Camberwell Old Cemetery	Dulwich	11.85
OS170	St Peter's Churchyard (Lordship Lane)	Dulwich	0.45
OS126	Nunhead Cemetery	Peckham & Nunhead	20.37
OS145	Camberwell New Cemetery and Grounds	Peckham & Nunhead	17.72
Total			54.70

Playing Pitches and Other Outdoor Sports Facilities

5.87 Playing pitches and other outdoor sports facilities relates to any open space where formal outdoor recreation is the dominant use. This can include grass pitches, synthetic turf pitches, golf courses and a range of other sports facilities, managed by the private sector, educational institutions or by the Council. This study has assessed the quality and role of each site categorised as an outdoor sports facility as part of the site assessment process. Further analysis of the quality, provision and demand for outdoor sports facilities is provided in the draft Southwark Playing Pitch Strategy (2010).

5.88 Table 5.18 shows the total amount of open space classified as outdoor sports facilities by sub-area, whilst Table 5.19 shows the total provision per population. The tables show that Dulwich has by the far the largest amount of pitch provision in the borough, with 3.9ha per 1,000 population compared to the borough average of 0.6ha per 1,000 population. It should be noted that pitch provision can also exist within spaces classified as a park.

Table 5.18 – Outdoor sports facilities assessed

	Private		Public		Education	
	No. of sites	Area	No. of sites	Area	No. of sites	Area
Aylesbury & Walworth	0	-	0	-	0	-
Bankside, Borough and London Bridge	2	0.6	0	-	0	-
Bermondsey & Old Kent Road	0	-	0	-	0	-
Camberwell	2	10.3	0	-	3	10.3
Canada Water & Rothehithe	1	2.5	0	-	2	2.7
Dulwich	9	67.0	0	-	9	68.5
Elephant and Castle	0	-	0	-	0	-
Peckham & Nunhead	3	15.1	0	-	2	7.7
Total	17	95.5	0	-	16	89.1

Table 5.19 – Outdoor sports facilities per population

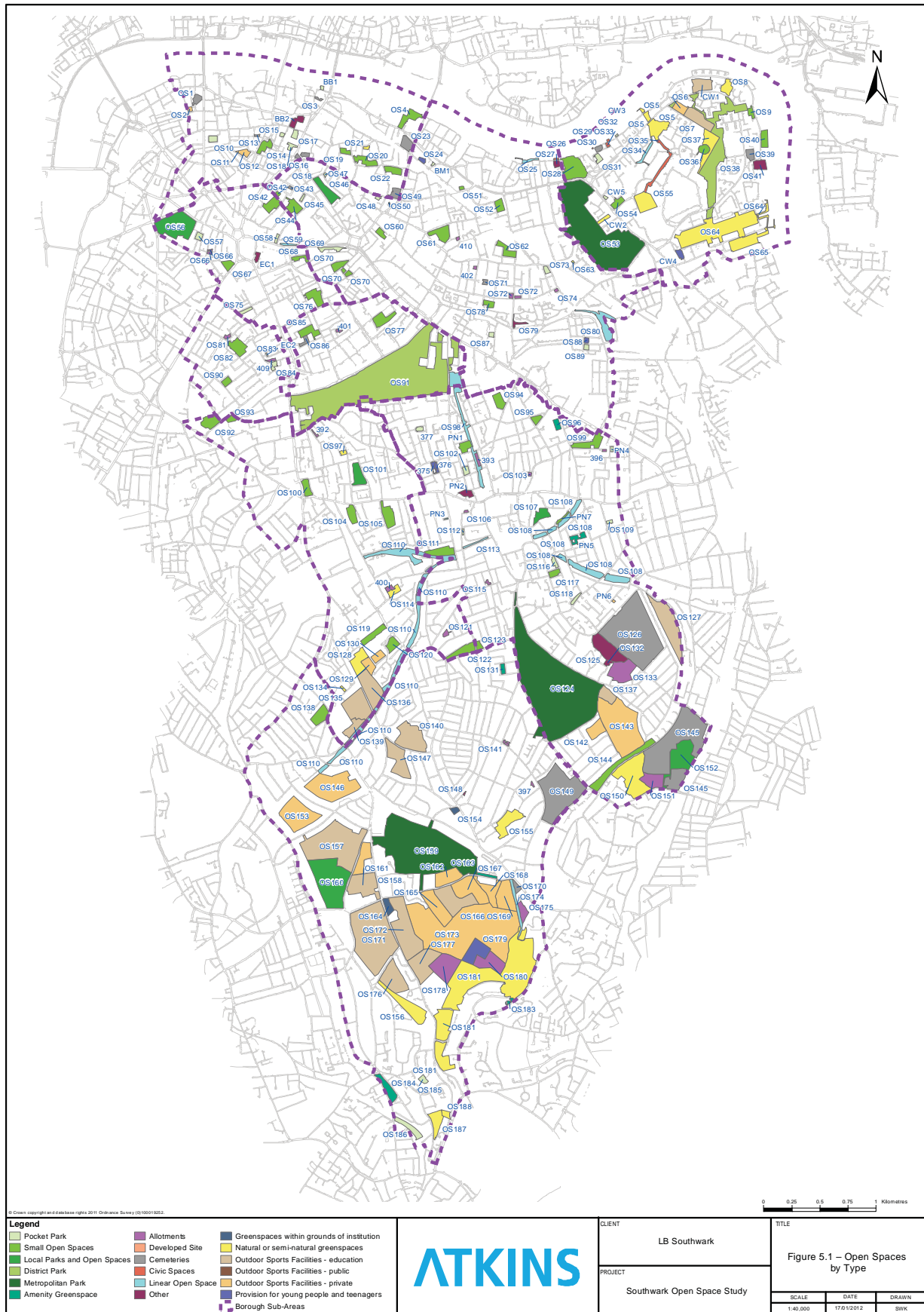
	Total SINC (ha)	Provision per 1,000 population (2011)	Provision per 1,000 population (2026)
Aylesbury & Walworth	-	-	-
Bankside, Borough and London Bridge	0.6	0.0	0.0
Bermondsey & Old Kent Road	-	-	-
Camberwell	20.6	0.5	0.4
Canada Water & Rothehithe	5.2	0.2	0.1
Dulwich	135.4	3.9	3.5
Elephant and Castle	-	-	-
Peckham & Nunhead	22.8	0.4	0.3
Total	184.6	0.6	0.5

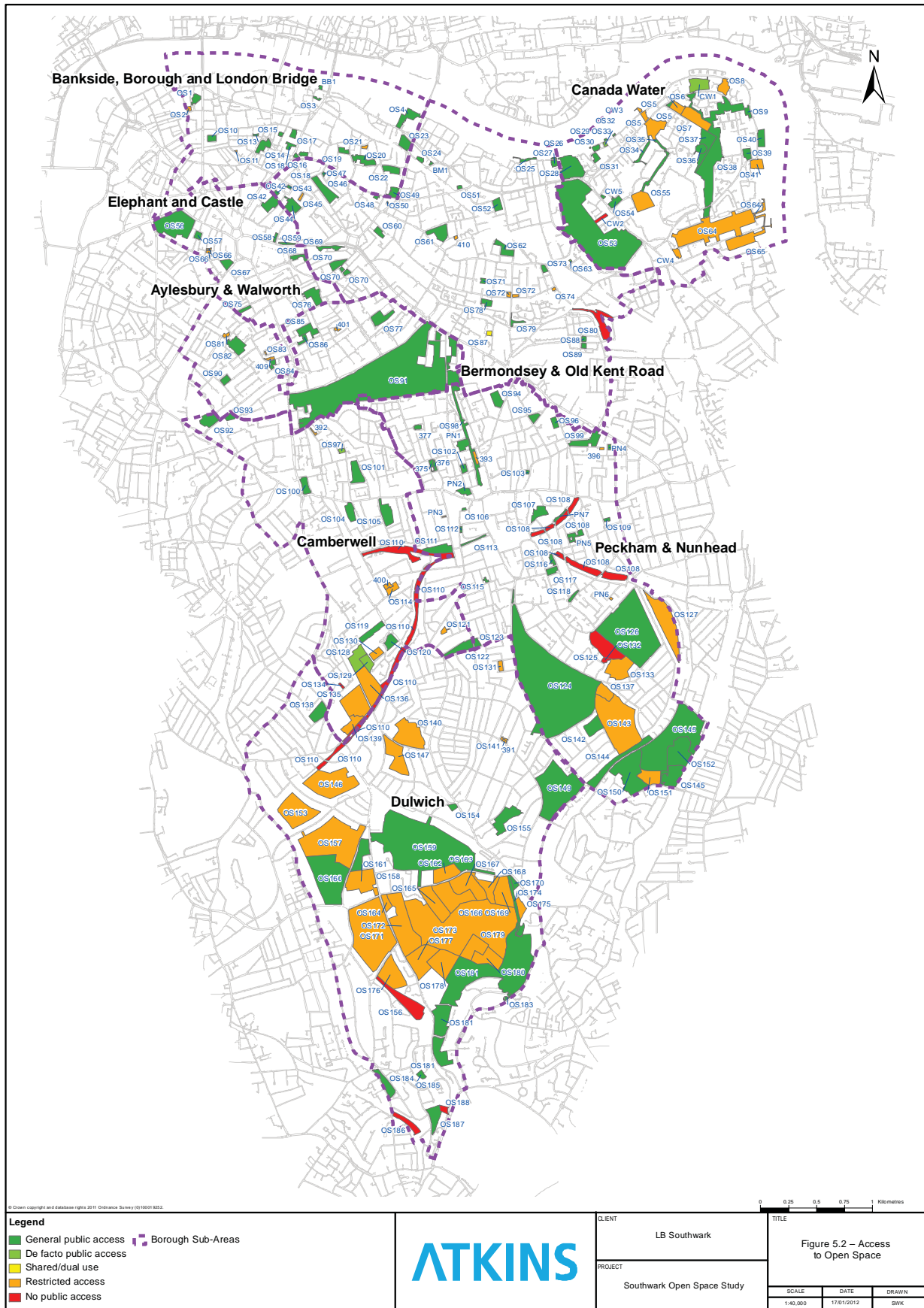
Civic Spaces

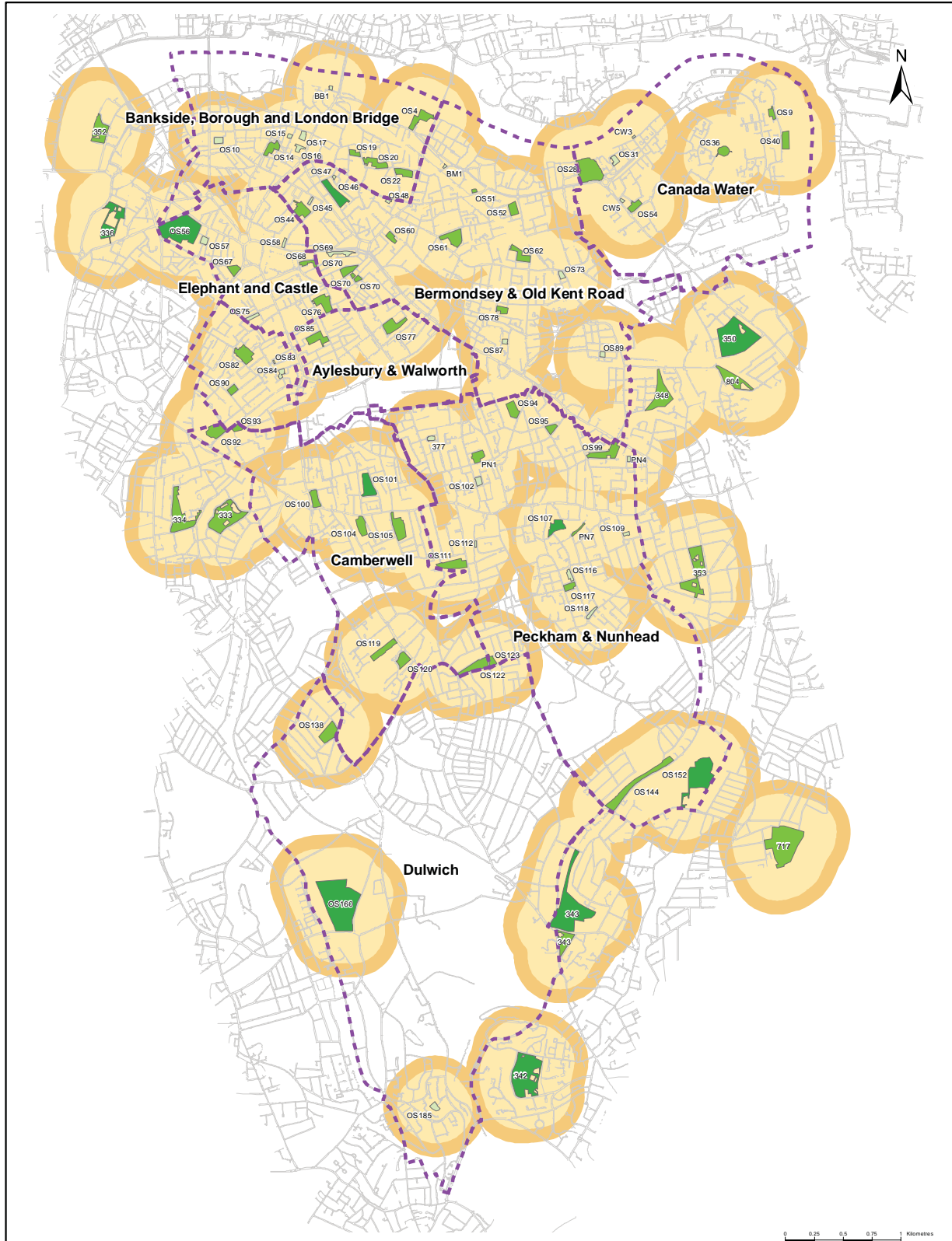
5.89 Civic spaces relate to more formally laid out hard surfaced public spaces including squares, pedestrian streets. These spaces do not normally have a formal recreational function but do help to define the character of local urban environments. Only civic spaces currently identified as Borough Open Land or Other Open Space within the Core Strategy have been assessed as part of this study. The Council's 2010 evidence base work provides further details of the supply of civic spaces in the borough. Table 5.20 shows the total number of civic spaces subject to a site assessment, the majority of which are located in Canada Water & Rothehithe.

Table 5.20 – Civic spaces assessed

Space ID	Space Name	Sub-Area	Size (ha)
OS26	Angel Public House	Bermondsey & Old Kent Road	0.06
OS29	Hope Sufferance Wharf	Canada Water & Rothehithe	0.01
OS32	Knot Garden	Canada Water & Rothehithe	0.06
OS33	Brunel Pump House	Canada Water & Rothehithe	0.12
OS35	Albion Channel	Canada Water & Rothehithe	1.16
Total			1.41







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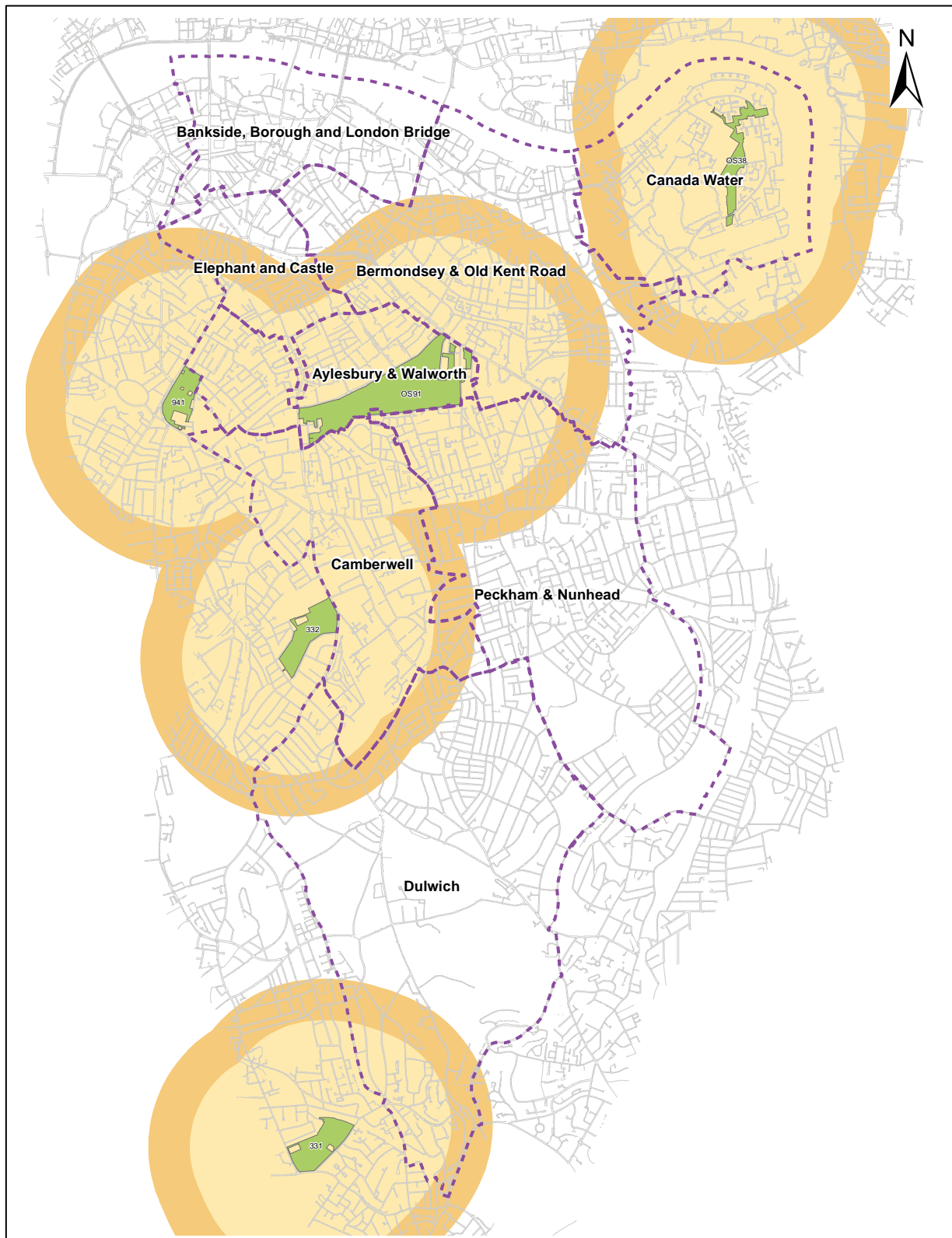
Legend	
	Pocket Park
	Small Open Space
	Local Park
	280m Catchment Area
	400m Catchment Area
	Borough Sub-Areas



CLIENT	LB Southwark
PROJECT	Southwark Open Space Study

TITLE	Figure 5.3 – Accessibility to Local Parks, Small Open Spaces and Pocket Parks		
SCALE	DATE	DRAWN	
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Legend	
	Borough Sub-Areas
	District Park
	840m Catchment Area
	1200m Catchment Area

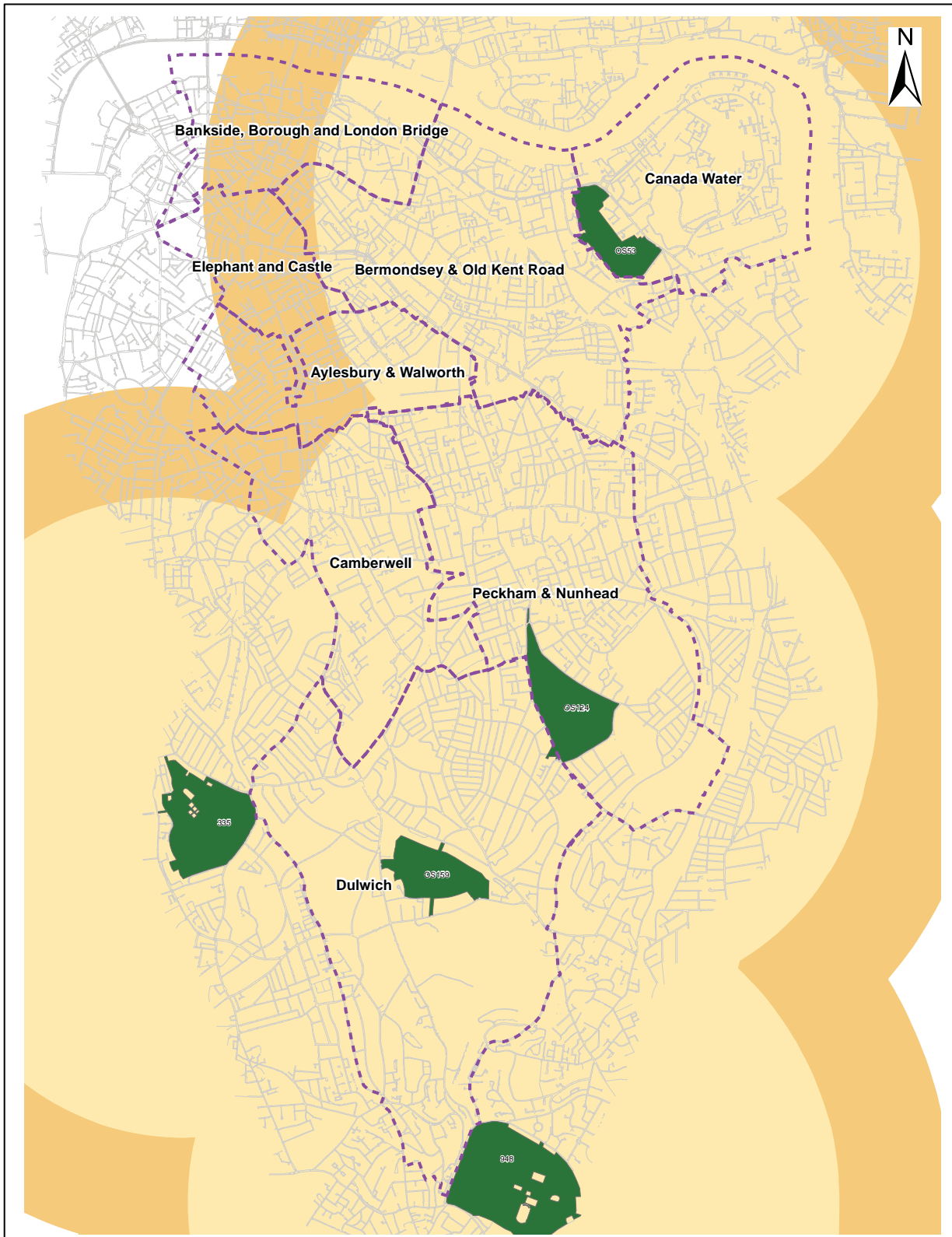


CLIENT	LB Southwark	
PROJECT	Southwark Open Space Study	



TITLE		
Figure 5.4 – Accessibility to District Parks		
SCALE	DATE	DRAWN
1:40,000	04/10/2011	SWK

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Legend

- Borough Sub-Areas
- Metropolitan Park
- 2240m Catchment Area
- 3200m Catchment Area

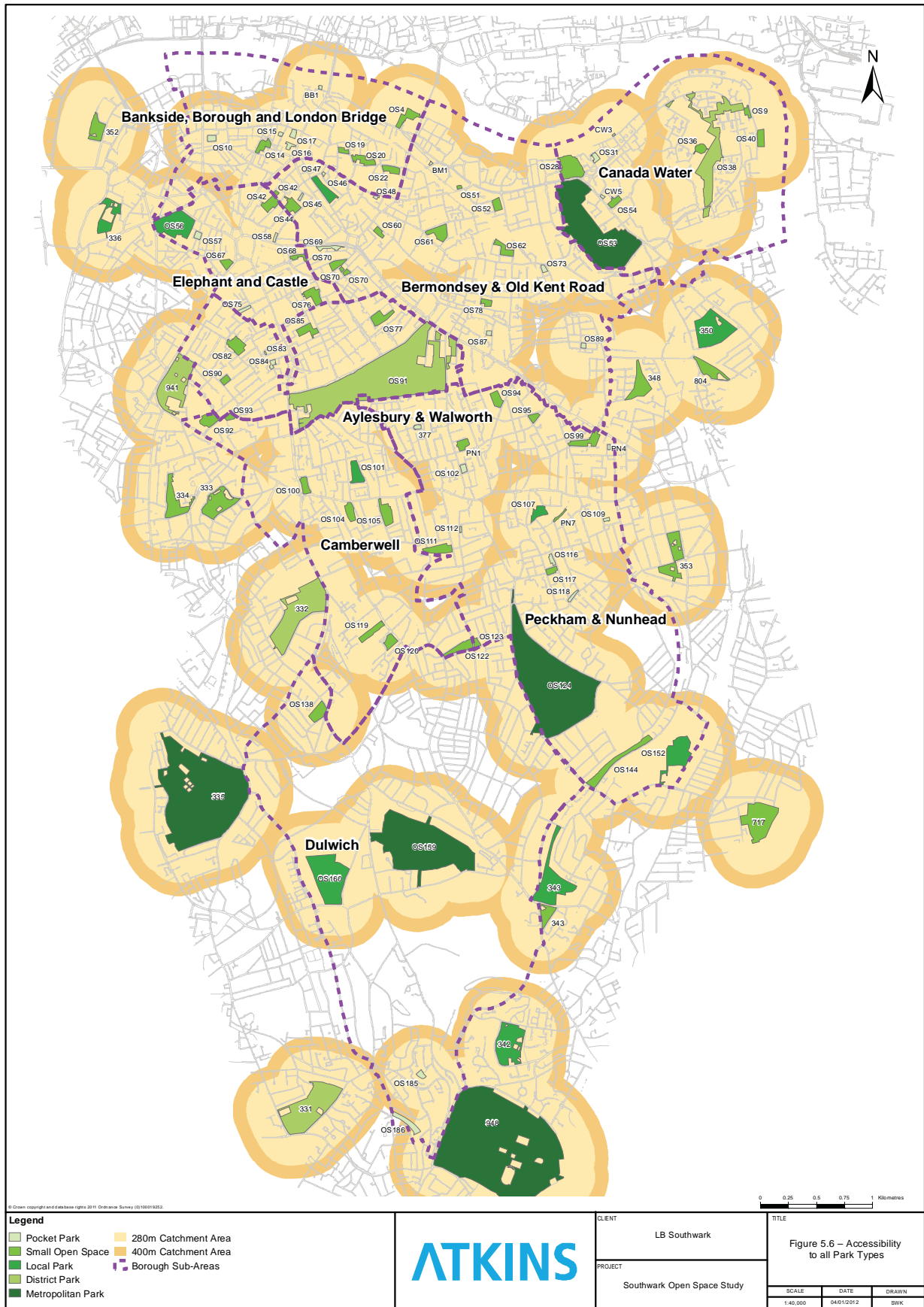


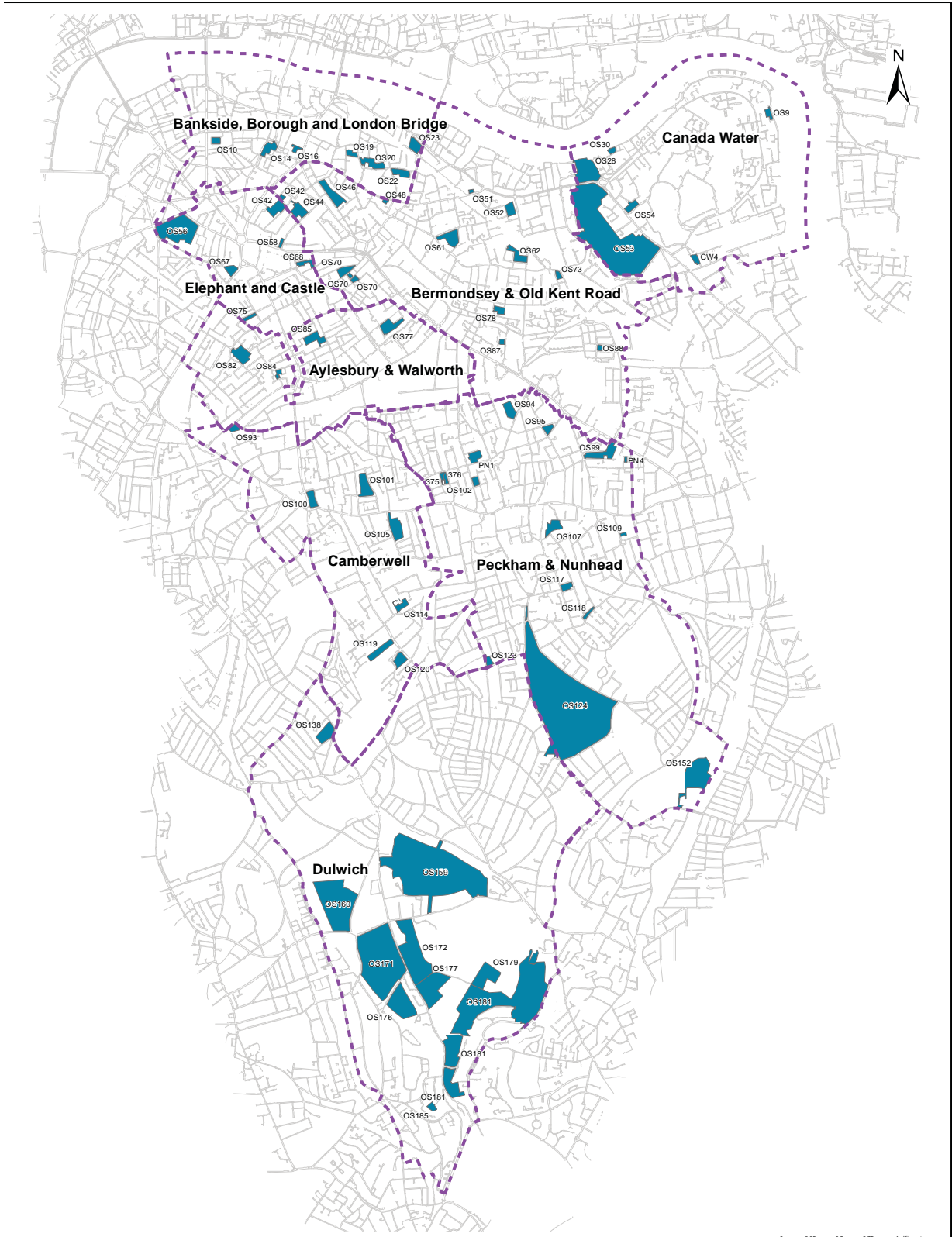
CLIENT	LB Southwark
PROJECT	Southwark Open Space Study

TITLE
Figure 5.5 – Accessibility to Metropolitan Parks

SCALE	DATE	DRAWN
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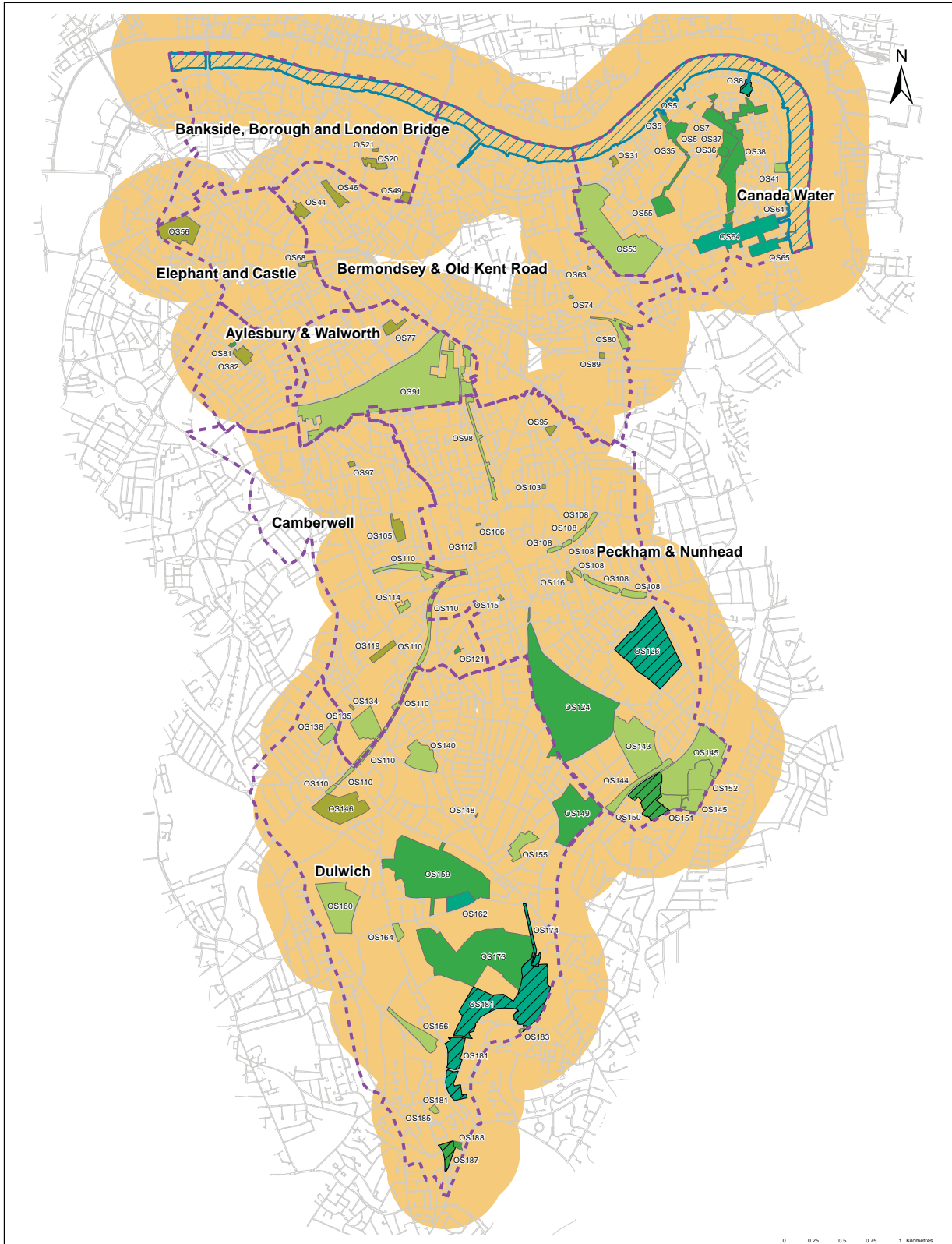
- Legend**
- Borough Sub-Areas
 - Site with Facilities for Children's Play

ATKINS

CLIENT	LB Southwark
PROJECT	Southwark Open Space Study

TITLE		
Figure 5.7 – Sites with facilities for Children's Play		
SCALE	DATE	DRAWN
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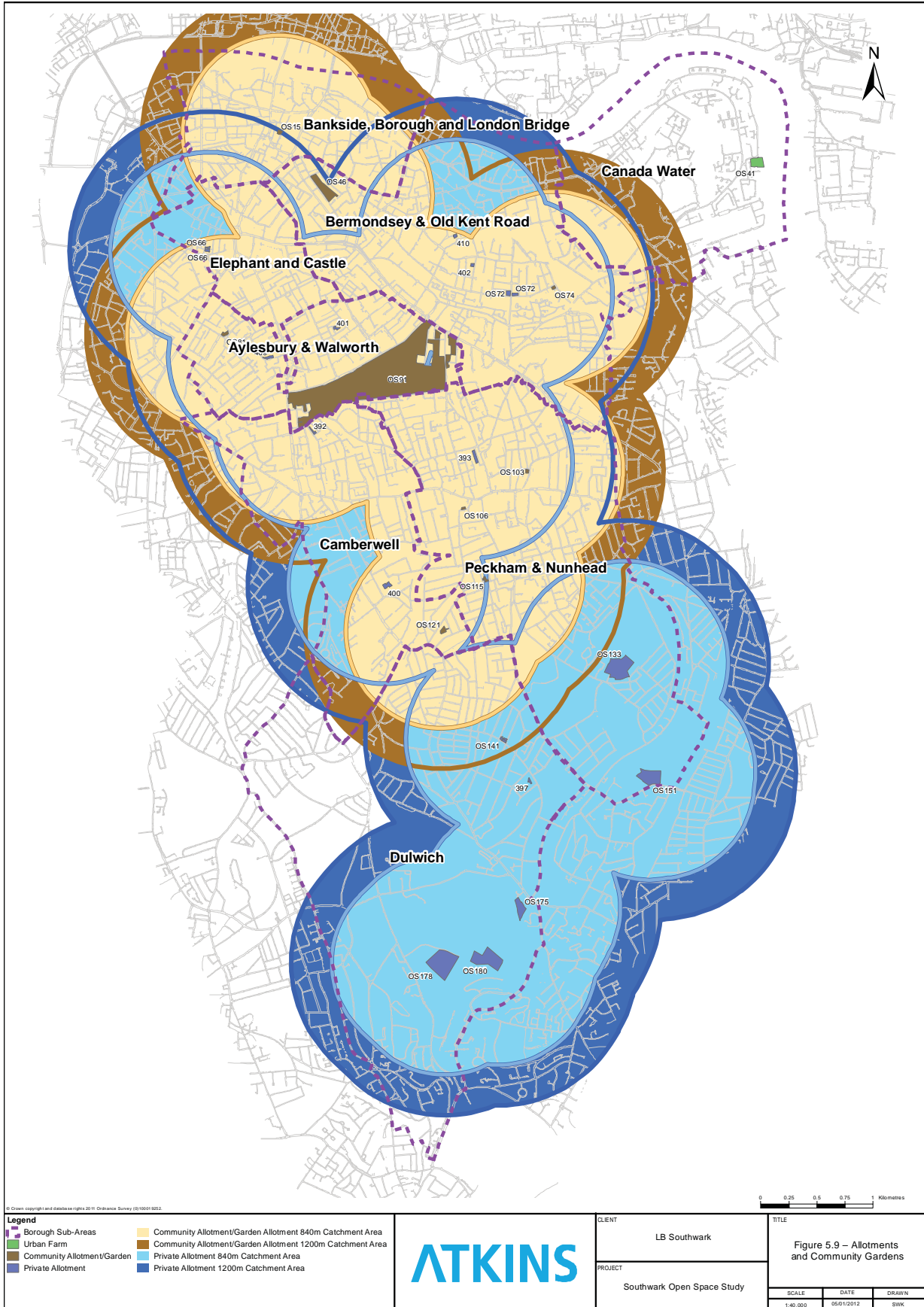
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Legend	
	Thames Site of Importance for Nature Conservation
	Local Nature Reserve
	Site of Metropolitan Importance
	Site of Local Importance
	Borough Importance - Grade 1
	Borough Importance - Grade 2
	500m Catchment Area
	Borough Sub-Areas



CLIENT	LB Southwark	TITLE	Figure 5.8 – Natural Greenspace	
PROJECT	Southwark Open Space Study	SCALE	DATE	DRAWN
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6. Quality of supply

Introduction

- 6.1 Research focused on 'open space' highlights the importance placed on the quality of facilities by users.
- 6.2 As qualitative factors are often difficult to assess objectively, it is important to establish a methodology to enable the consistent scoring and ranking of the condition and quality of spaces. Many aspects of open space quality raise detailed issues of park management and maintenance which are beyond the scope of this study.

Quality Assessment

- 6.3 The range and condition of facilities within each open space were assessed using a scoring criterion method derived from the Civic Trust Green Flag standard assessment which is also consistent with the GLA guidance. The standard is based partly on a physical site appraisal of 27 criteria relating to the range, quality and condition of park facilities which accounts for 70% of the overall score and a desk research element relating to management arrangements and sustainability which comprises of the remaining 30% of the score.
- 6.4 In some circumstances Green Flag assessment criteria have not been used i.e. for those spaces that have been identified as railway embankments not all of the criteria are appropriate for example; "a welcoming place for all". Open space has not been assessed by those criteria that are not appropriate for a given type of space.
- 6.5 The open space assessment included consideration of 18 Green Flag criteria which could be assessed through a visual appraisal of the site. The dimensions of quality considered were:
- The conservation of natural features.
 - The conservation of landscape features.
 - The conservation of buildings and structures.
 - The provision of educational interpretation facilities.
 - Standards of arboriculture and woodland management.
 - Whether the space was welcoming.
 - The accessibility of a site and the safety of site access.
 - How well signposted the space is.
 - Whether there is equality of access to and within the space.
 - The safety of equipment and facilities.
 - Levels of personal security within the space.
 - Evidence of dog fouling and availability of appropriate provision (designated bins, dog walks).
 - The appropriate provision of facilities for the type of space.
 - The quality of facilities.
 - The cleanliness of a site including litter and waste management arrangements.
 - Standards of grounds maintenance and horticulture.

- Standards of building and infrastructure maintenance.
 - Standards of equipment maintenance.
- 6.6 The criteria which were not assessed related to the sustainability of management and maintenance practices (4 criteria), the level of community involvement (2 criteria), marketing and promotion (2 criteria) and implementation of the park management plan (1 criterion).
- 6.7 Each of the 18 criteria were attributed a score between 0 and 10, where 0 is considered to be very poor and 10 is considered to be exceptional. The score for each of the criterion was evaluated against a range of issues relating to each factor these are described fully within the guide to the site survey pro-forma (refer to Appendix B). The green flag scoring system used to assess criteria within the standard is as follows:
- 0-1 Very Poor;
 - 2-4 Poor;
 - 5-6 Fair;
 - 7 Good;
 - 8 Very Good;
 - 9 Excellent; and
 - 10 Exceptional.
- 6.8 Not all of the criteria were applicable to each type of open space (e.g. conservation of buildings, equipment maintenance). Therefore an average score was derived for each open space based upon those aspects of quality considered. However a percentage score was also calculated which assumed all 18 quality variables.
- 6.9 For an open space to achieve the Green Flag standard the minimum quality standard required of a site is 66% (taking account of the desk top and site based aspects of the assessment).
- 6.10 Figure 6.1 categorises each open space according to its overall quality score. Sites of a higher quality are concentrated in the north of the borough, including Bankside, Bermondsey and Canada Water & Rothehithe sub-areas, as well as the far south of the borough within the Dulwich sub-area. Sites within the more central parts of the borough, including northern Peckham, Camberwell and the Aylesbury and Walworth sub-area were assessed to be of slightly lower quality.
- 6.11 Table 6.1 provides an indication of how each type of open space performs against the 18 Green Flag criteria assessed on site. The average assessed score shows the average of those variables scored at each site.
- 6.12 The table shows that the average quality score for all spaces assessed in the borough is 71.3%, which is the equivalent of 'good' under the green flag scoring system. The table also shows that there are some significant differences in average quality between different types of open space. The borough's three Metropolitan Parks (Southwark Park, Peckham Rye Park and Peckham Rye Common and Dulwich Park) were assessed to be the best type of open space in terms of quality, scoring an average of 83.6%. Local Parks also scored well, with an average of 75.9%. In general,

larger parks scored higher in terms of quality than smaller parks. The exception to this is the District Park typology, the average of which is brought down by the relatively poor quality of the space recorded at Burgess Park.

- 6.13 There was also some significant variation between the different types of outdoor sports facilities. Outdoor sports facilities maintained by educational institutions (including those from the public and private sector) recorded an average quality score of 75.6% whilst outdoor sports facilities managed by the other private clubs and institutions scored lower at just 69.8%.
- 6.14 Natural or semi-natural greenspaces also scored relatively poorly at 64.2%. Although there are some very good quality natural greenspaces in the borough (such as OS181 - Sydenham Hill and Dulwich Woods), there are also a number of spaces which fall into this category which are not subject to the same degree of management and maintenance. Appendix E provides the overall quality score for each individual open space, along with the value scores which are discussed in the next chapter.

Table 6.1 - Quality assessment by space type (overall average scores)

Space Type	Average quality score
Parks	72.8%
Metropolitan Park	83.6%
District Park	67.7%
Local Park	75.9%
Small Local Park	73.0%
Pocket Park	72.2%
Linear Open Space	69.2%
Other Types	69.8%
Allotments	67.8%
Amenity space	66.6%
Cemeteries	73.3%
Civic Spaces	71.6%
Greenspaces within grounds of institution	73.7%
Natural or semi-natural greenspaces	64.2%
Other	68.8%
Outdoor Sports Facilities - education	75.6%
Outdoor Sports Facilities - private	69.8%
Outdoor Sports Facilities - public	N/A
Provision for young people and teenagers	74.2%
Total	71.1%

- 6.15 Table 6.2 demonstrates the average score for the borough's eight sub-areas by open space type. Again, the scores used are the average assessed criteria for scores derived from the variables assessed and do not include the variables which did not apply to the space (e.g. if an open space didn't accommodate heritage buildings or structures the open space was not scored on this).

- 6.16 The average quality scores for each sub-area table reinforces the key message from Figure 6.1, namely that the central sub-areas of Aylesbury and Walworth, Camberwell and Peckham and Nunhead have lower quality open spaces than the sub-areas in the far north and south of the borough.
- 6.17 The table also shows that the Elephant and Castle sub-area scores the highest in terms of average quality. This is largely because the sub-area has a relatively small number of spaces assessed as part of this study, the majority of which are parks which generally tend to score higher than other types of open space. The sub-area also has a number of spaces which scored relatively high, including OS57 – West Square Garden, OS56 – Geraldine Mary Harmsworth Park, and OS67 – St Mary’s Churchyard.
- 6.18 There are some significant differences between average quality scores for parks between the eight sub-areas. The highest average quality score for parks was recorded in the Dulwich sub-area, with an average quality score of 76.2%. By contrast the Aylesbury sub-area recorded an average of just 65.5%, largely due to the relatively poor quality of the spaces at OS91 – Burgess Park and OS77 – Surrey Square.

Table 6.2 – Average quality scores by type and sub-area

Space Type	Aylesbury	Bankside	Bermondsey	Camberwell	Canada Water & Rotheithe	Dulwich	Elephant and Castle	Peckham and Nunhead
Metropolitan Park	N/A	N/A	N/A	N/A	81.3%	84.8%	N/A	84.6%
District Park	57.1%	N/A	N/A	N/A	78.3%	N/A	N/A	N/A
Local Park	N/A	N/A	77.3%	79.1%	N/A	74.6%	80.0%	72.2%
Small Local Park	61.4%	75.6%	76.0%	74.7%	73.7%	82.8%	74.4%	69.8%
Pocket Park	77.9%	72.5%	72.2%	N/A	68.2%	65.7%	73.3%	71.9%
Linear Open Space	N/A	N/A	65.5%	75.0%	62.2%	73.2%	79.4%	67.3%
Public Park Total	65.5%	74.4%	73.1%	75.2%	72.3%	76.2%	74.3%	71.0%
Outdoor Sports Facilities / Playing Fields	N/A	75.1%	N/A	71.7%	63.4%	75.9%	N/A	69.7%
Allotments and Community Gardens	66.5%	N/A	74.2%	71.5%	79.7%	70.4%	66.3%	64.4%
Cemeteries and Churchyards	74.6%	73.8%	75.4%	N/A	71.1%	66.3%	N/A	78.7%
Natural or Semi Natural Greenspaces	N/A	69.1%	69.9%	53.1%	70.6%	61.5%	N/A	69.8%
Civic Spaces	N/A	N/A	74.1%	N/A	71.0%	N/A	N/A	N/A
Greenspaces within Grounds of Institution	N/A	N/A	N/A	N/A	N/A	73.7%	N/A	N/A
Amenity Greenspace	N/A	N/A	77.5%	N/A	N/A	68.3%	N/A	62.2%
Provision for Young People and Teenagers	N/A	N/A	68.9%	N/A	67.9%	77.5%	N/A	80.9%
Other	N/A	N/A	66.6%	N/A	N/A	N/A	N/A	65.7%
Other Open Space Total	68.5%	73.6%	72.2%	65.4%	69.9%	71.5%	66.3%	68.4%
Total Open Space	66.6%	74.0%	72.9%	69.9%	70.8%	72.1%	74.3%	69.7%

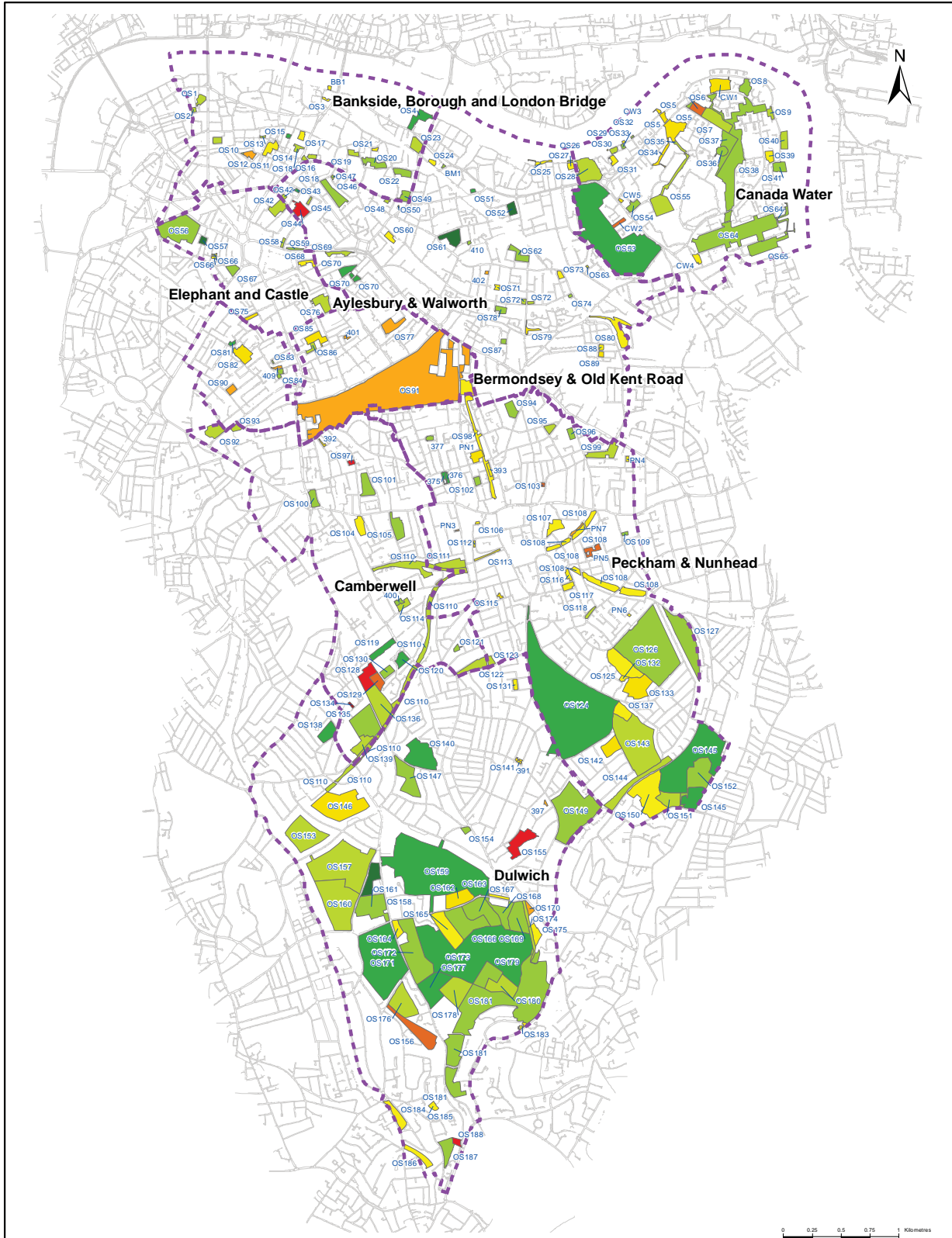
Conclusions and Recommendations

- 6.19 Open space policy has been primarily concerned with the quantity and distribution of open space. This study updates this information but also considers the range and condition of facilities within open spaces and the quality of those facilities.
- 6.20 Open spaces can fulfil many urban needs often in highly sustainable ways. They are generally local facilities accessible to people of all ages and backgrounds. They can be used for exercise, education, meeting people, community events, and to encourage the movement of flora and fauna. They also contribute to the visual amenity of a local area, breaking up the urban fabric and providing an escape from the traffic and built environment.
- 6.21 An important aspect to a qualitative assessment is the need to integrate decision-making on park improvements with the assessment of the quantity and accessibility of provision. In areas deficient in public open space and where there are limited opportunities to increase supply, (whether by the creation of new spaces, or by increasing public access to private spaces), the only way of addressing deficiency will be to ensure that the potential of existing spaces is fully realised.
- 6.22 The companion guide to PPG17 (2002) suggests that an understanding of the borough's characteristics will help to inform the priority given to different parts of the strategy and can identify possible priorities for open space improvements.
- 6.23 The Mayor of London's 'Guide to preparing Open Space Strategies' recommends which stakeholders should be consulted and in particular, how to consult the general public. Consultation with local user groups and other stakeholders help to define the sorts of facilities, amenities and activities that might be required in a certain area. The Residents' Survey identifies the sort of improvements people would like to see happen to existing open spaces (discussed in Chapter 3).

Proposed Quality Standard

Public Parks

- 6.24 Public parks within the borough should be of good quality and provide the range of facilities associated with their respective tier of the parks hierarchy. The Green Flag assessment identifies spaces with a ranking of 6 and above to be considered as good quality. Those public parks which either under perform in terms of their value to the local community or their condition should be improved consistent with the guidelines identified.



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Legend

- Quality Score
- 40-44.9% ■ 55-59.9% ■ 60-64.9% ■ 65-69.9% ■ 70-74.9% ■ 75-79.9% ■ 80-84.9% ■ 85%+ ■
- Borough Sub-Areas - - -

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CLIENT
LB Southwark

PROJECT
Southwark Open Space Study

TITLE
Figure 6.1 – Quality Score

SCALE	DATE	DRAWN
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7. Value of open space

Introduction

- 7.1 Value is a different and separate concept from quality. It relates to three things:
- Context: a space which is inaccessible may be of little value, irrespective of its quality. If there is a high level of open space provision in an area some of it may be of relatively little value, conversely if there is very little provision even a space of mediocre quality may be valuable.
 - Level and type of use: context should also be interpreted in terms of use by people and wildlife.
 - The wider benefits it generates for people, biodiversity and the wider environment.
- 7.2 The benefits and value of open spaces to local communities extends beyond their active recreational role. Both public and private open spaces perform recreational and non-recreational roles contributing to community and quality of life. These roles are examined under the following headings:
- The context of the open space, which largely concentrates on the local open space need within the vicinity of the space and site access.
 - The recreational function performed by the open space.
 - The structural role of open space in separating and defining communities.
 - The amenity value of spaces.
 - The ecological role performed by spaces.
 - The environmental value of spaces.
 - The existing educational value of spaces to the community.
 - The cultural and social value of spaces.
- 7.3 Individual value scores for each of the above headings and for each individual space are included within Appendix F. Appendix G illustrates the scoring system used to derive the overall value scores.
- 7.4 The following section of the chapter examines the roles identified above in more detail, and describes how these have been incorporated into the value analysis for Southwark.

Site Context

- 7.5 The site context of open spaces within Southwark takes into account the degree of public access to an open space as this can impact on the overall value of the space. Open spaces with restricted public access will have a lower value to the local community than those with general public access. Additionally, the site context reflects how often the site is used by local residents, using data gathered as part of the residents' survey (refer to Chapter 3).

Recreational Value

- 7.6 The recreational value of open spaces in the borough has been assessed by considering the recreational roles performed at each site and the indications of informal use. Active recreational roles include pitch sports, other outdoor sports and other active recreational activities such as allotment gardening. Informal recreational activities include walking and dog walking, children's play, teenagers 'hanging out', sitting out, relaxation and other pastimes such as remembrance at memorial gardens and cemeteries.

- 7.7 A recreation score was derived for each open space based upon the number of active and informal recreational roles each space performed. Appendix G provides further details of the scoring system used to assess recreational value. A standardised percentage score for each space was derived.
- 7.8 Table 7.1 identifies the percentage, of open spaces within the borough which performed selected active and informal recreational roles.

Table 7.1 – Recreational role of open spaces

	Pitch sports	Other Outdoor Sports	Children's Play	Sitting Out	Walking/ Dog Walking	Other
Aylesbury & Walworth	9.1%	36.4%	36.4%	81.8%	9.1%	45.5%
Bankside, Borough and London Bridge	10.5%	36.8%	36.8%	89.5%	10.5%	5.3%
Bermondsey & Old Kent Road	3.2%	19.4%	38.7%	83.9%	9.7%	16.1%
Camberwell	13.6%	22.7%	31.8%	54.5%	31.8%	18.2%
Canada Water	13.8%	6.9%	20.7%	79.3%	44.8%	13.8%
Dulwich	35.7%	33.3%	23.8%	35.7%	23.8%	19.0%
Elephant and Castle	10.0%	30.0%	60.0%	90.0%	20.0%	40.0%
Peckham & Nunhead	18.2%	27.3%	34.1%	75.0%	31.8%	11.4%
Total	16.8%	25.5%	32.2%	69.2%	25.0%	17.3%

Source: Atkins

- 7.9 Table 10.1 illustrates that the most common role open spaces perform is for informal recreational activities such as sitting out, followed by 'other outdoor sports' and walking/dog walking. Whilst the majority of open spaces could support some sort of walking/dog walking, this was not recorded as a major recreational use at many of the smaller spaces in the borough.
- 7.10 Using open spaces for 'informal recreational activities' made up a significant proportion of total reasons given for visiting open space by respondents to the residents' survey. It is therefore important that there are sufficient open spaces providing informal recreation. By comparing the existing recreational role of open spaces with what the residents' survey respondents stated they use open space for, it is possible to see to what degree spaces are meeting the needs of users. The most common reasons given for visiting open spaces were walking (47%) and children's play (32%), followed by fresh air (38%) and relaxing/sitting outside (22%). It has already been mentioned that walking/dog walking, children's play and sitting out are the most common informal recreational activity amongst spaces, indicating sufficient open space for these needs.

Structural Role

- 7.11 The structural role of open spaces as identified by the site surveys is shown in Table 7.2. These spaces form significant elements in the borough's overall physical structure and include a combination of green open spaces, such as public parks and gardens, cemeteries, green spaces within the grounds of institutions and natural/semi natural green space. Some spaces also provide a physical and visual break between major residential areas and help to distinguish between different

neighbourhoods and communities. The definitions used to assess each criterion are included in the guide to the proforma in Appendix D.

- 7.12 Table 7.2 shows that many open spaces in Southwark have a structural role, 83 open spaces in the borough fulfil at least one of the structural roles identified accounting for 85.5% of total open space in the borough. The most common structural role is contributing to the sense of place of the local area, a total of 48 open spaces meet this criterion. There are 128 sites that do not have a structural role.

Table 7.2 – Structural role of open space

Structural Role	Total Sites	Area (ha)
Clearly distinguishable from the built up area providing separation between different communities	22	242.5
Contributes to the special identity of Southwark	8	138.4
Creates a positive and significant open space experience when passed or crossed while travelling	15	187.5
Contributes to the sense of place in the local area.	48	384.4
Helps to define neighbourhoods within the urban area.	44	412.7
Accommodates recognised and recognisable features of local importance	31	157.4
Total open spaces with structural role	83	510.8
Total open spaces with no structural role	128	86.4
Total	516.8	1.79

Source: Atkins

Amenity Value

- 7.13 The ways in which open space contributes to the visual amenity of its area are influenced by the amount of open space in the area, the visual envelope of the open space and the contribution it makes to the street scene.
- 7.14 The following criteria were used to assess the amenity value of open spaces in Southwark (see the guide to the proforma in Appendix D for criteria definitions):
- Is it visible from parts of the surrounding area?
 - Is it visually attractive?
 - Does it have a clearly definable townscape value?
 - Does it provide relief from the built up area?
 - Site mitigates visual impact of unsightly land uses (buffer; bunding; screening).
- 7.15 The overall amenity value of open spaces within the borough is summarised within Table 7.3. This illustrates that a high proportion of open space in the borough does have amenity value. A total of 560ha of open space, or 93.8% of the total area of open space, offer amenity value based upon one or more of the criteria listed above.

Table 7.3 – Amenity value of open space

	No. of sites	Area (ha)
Visible from parts of the surrounding area	120	492.9
Visually attractive	110	478.9
Clearly definable townscape value	53	104.4
Provides relief from the built up area	112	505.5
Mitigates visual impact of unsightly land uses	4	8.8
Total open space with amenity value	156	560.6
Open space without amenity value	55	36.6
Total open spaces with no structural role	128	86.4
Total	516.8	1.79

Source: Atkins

Heritage Value

7.16 Open spaces were identified as having heritage value if they are included on the English Heritage Register for Parks and Gardens, form part of a Conservation Area, or accommodate a Scheduled Ancient Monument within their curtilage. The criteria used to assess the heritage value of spaces are identified in Appendix E. Spaces which form part of a Conservation Area form part of the townscape of these areas and are an integral part of the setting of the built development. Those open spaces which are contemporary with the age of neighbouring buildings are of particular value.

7.17 Table 7.4 shows that 41 open spaces in the borough have a significant heritage value, which represents 196.8ha of open space (33% of all open space).

Table 7.4 – Open spaces with heritage value

	Sites	Area (ha)
Site is EH Registered Park/Garden	5	131.2
Site within Conservation Area and Contemporary with its surroundings	36	127.1
Scheduled Ancient Monument within site	5	1.2
All sites with significant heritage value	41	196.8
Sites without significant heritage value	170	400.4

Source: Atkins

Ecological Role

7.18 It is recognised that many open spaces will contribute to the biodiversity of the borough, with many of the larger spaces performing some kind of ecological role. For a more detailed assessment of natural and semi-natural green space provision within Southwark, please refer to the natural and semi-natural greenspace section of Chapter 5. The criteria used to assess the ecological role of spaces are identified in Appendix G.

Environmental Role

7.19 Open spaces can provide environmental value through the inclusion of water or vegetation features. Table 7.5 shows that 67.8% of open spaces include at least one of these measures of environmental value. The site surveys also identified tranquil open spaces and open spaces providing a buffer to sources of noise or air pollution. Nearly a third of all spaces (62%) are more tranquil than the surrounding area and 39.4% of spaces provide a buffer to sources of noise. This is an important measure of value of open space particularly as peace and quiet and a place to sit and relax are often stated as a reason for visiting open space. The criteria used to assess the environmental role of spaces are identified in Appendix G.

Table 7.5 – Environmental value of open space

	No. of open spaces	% of all open space
Floodplain / Flood Attenuation	4	1.9%
Lake / Manmade features	11	5.3%
River / Natural Drainage	4	1.9%
Vegetation forms shelter belt	29	13.9%
Open Space is More Tranquil	129	62.0%
Open Space provides a buffer to noise source	82	39.4%
All open spaces with environmental role	141	67.8%

Source: Atkins

Education Value

7.20 Urban open spaces can represent an educational resource for both children and adults either on an organised basis, such as schools using open spaces for activities linked to the curriculum, or on a more informal basis (nature walks etc). Educational roles should be assessed in terms of the potential benefit to the wider community (not just schools) and include:

- Sport / Organised Games – Sites should be assessed for signs of existing use by schools for active recreation.
- Nature / Environmental Study – Sites should have a range of ecological / environmental features. For the sites to have an existing role there should be some form of interpretation provision (e.g. boards, leaflets, programme of events).
- Historical interpretation / Understanding – Open spaces which form part of the setting for any of the heritage designations including English Heritage Registered Historic Parks and Gardens, conservation areas, listed buildings. For the sites to have an existing role there should be some form of interpretation provision (boards, leaflets, part of trail).

7.21 An assessment of the existing and potential value for spaces informed the education component of the value assessment (refer to Appendix G).

- 7.22 Open Spaces in Southwark were assessed on their existing and potential educational roles. A total of 89 (42.8%) open spaces in Southwark perform at least one existing educational role. The most common existing role is for sport or organised games, with 25.5% of all open spaces providing this role.
- 7.23 29.3% of all sites were assessed to have the potential to introduce one or more educational roles, with 22.6% of all sites assessed having the potential to introduce opportunities for nature/ environmental study. Many of these sites were located at natural / semi natural greenspace sites where existing information was assessed to be poor or unavailable.

Table 7.6 – Educational role of open spaces

	Existing		Potential	
	No. of spaces	%	No. of spaces	%
Sport / Organised Games	53	25.5%	16	7.7%
Nature / Environmental Interpretation Facilities	31	14.9%	47	22.6%
Historical Interpretation / Understanding	23	11.1%	14	6.7%
All Spaces with Education Role	89	42.8%	61	29.3%

Source: Atkins

Cultural / Social Value

- 7.24 Open spaces can also represent a source of wider social benefits and cultural value providing the setting for sport, community meetings, fairs, firework displays, picnics etc. Social benefits are recognised as perhaps the most obvious benefits and opportunities that urban open spaces provide for City living (Urban Open Spaces, 2003). The social and cultural benefits associated within open spaces include:
- Community focus – A sense of community can be provided by open spaces which host small and large events and both organised and informal gatherings. Open spaces also represent a source of local identity and pride.
 - Cultural focus – Parks and open spaces are important for people from different cultures. They provide a venue for religious services, festivals and charity events.
 - Social focus – Open spaces provide opportunities for social interaction and the development of social capital through family and group outings, community events and activities, meetings between friends and chance encounters. Participation in physical recreation has shown to contribute towards a reduction of incivilities and anti-social behaviour among participants.
 - Health benefits – Open spaces provide benefits to health. Exercise and physical activity contribute towards physical well-being. Whilst peace and quiet, social interaction, opportunities for aesthetic appreciation and proximity to nature is beneficial to mental health and well being.
 - Educational focus – Open spaces provide opportunities for children’s play which are beneficial to child development. These benefits are not confined to children’s play areas but other features and experiences on offer within open spaces. Open spaces provide visual stimulation, opportunities to improve cognitive, co-ordination and communication skills through play. Open spaces can provide a safe environment for informal play and adventure which can foster a sense of independence.

- Heritage focus – Open spaces can be of historic value and provide opportunities for people to engage and interpret with the historic environment which can provide a sense of community identity.

7.25 It was not possible to assess each of these dimensions of value for individual sites as part of the site appraisal process. Instead a score for the cultural value of spaces was derived based upon formal provision including cultural venues (amphitheatres, meeting spaces, etc), events, and public art and an assessment of the potential to support these activities or functions.

7.26 Table 7.7 summarises the existing and potential cultural roles performed by open spaces in Southwark. Nearly a third (30.3%) of open spaces already perform a cultural role either through the provision of dedicated facilities to support cultural activities or through events held within the space, whilst 15.4% of open spaces within the borough were identified as having potential to perform culture related functions.

Table 7.7 - Social & cultural roles performed by open spaces

	Existing		Potential	
	No.	%	No.	%
Venue for Large Scale Outdoor Events	4	1.9%	1	0.5%
Dedicated Venue for Small Scale Outdoor Events	25	12.0%	20	9.6%
Events Programme	45	21.6%	17	8.2%
Community Hall	24	11.5%	7	3.4%
Indoor Sports Hall	6	2.9%	2	1.0%
All spaces with Cultural Role	63	30.3%	32	15.4%

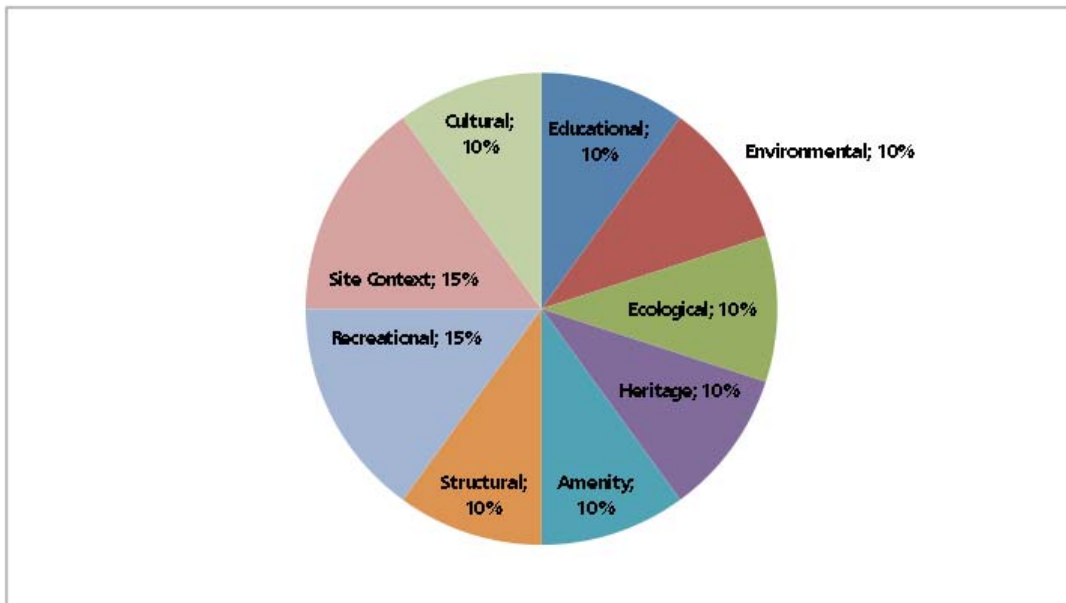
Source: Atkins. Note: A single space can have both an existing and a potential role

Composite Value Analysis

7.27 A composite assessment of the value of open spaces was undertaken which considered the context within which the open space lies, the level and type of use associated with the space and the wider benefits it generates for people, biodiversity and wider environment. The types of value examined have been identified above.

7.28 The criteria used to assess each of these dimensions of value are described fully in Appendix G. Each of the values were weighted and given a percentage score. The value score of each space is also given in Appendix F. The value scores should be viewed as an indicator of the “richness” of individual spaces.

Figure 7.1 - Value weightings



- 7.29 Almost all spaces within the study area have value of some kind along one or more dimensions described above. The open spaces which perform the most roles are likely to be the most valued spaces to the community. However, the reverse is not necessarily true. The result of the value assessment is based on measuring all the different value criteria, so although an open space may be low value, it could have one type of value that is very important for example a space may have a high environmental value, but is not used for recreation, education etc. So although a space scores low overall on value, the fact it has an important environmental value would mean that it should not be treated as surplus.
- 7.30 The value score should not be used to directly compare different types or sizes of open space as for example it is not expected that an amenity space within a housing area should be of the same value as a District or Metropolitan Park.
- 7.31 Table 7.8 shows the distribution of value scores, whilst Figure 7.2 shows the value score of each open space. There is no clear pattern to the distribution of spaces according to value. All sub-areas have spaces which score relatively high and relatively low in terms of value. However, the figure does illustrate that larger spaces, especially the borough's four largest parks (Southwark Park, Burgess Park, Peckham Rye Park and Peckham Rye Common and Dulwich Park) all score relatively well in terms of value.
- 7.32 It should be recognised that scores of less than 15% indicate a given open space may be deficient (in terms of quantity, quality or access). It is important such spaces do not under perform in relation to their potential value and multi-functionality. They should be improved to fulfil any potential.
- 7.33 Table 7.8 shows the distribution of value score. It should be recognised that a score of more than around 15% indicates that an open space is contributing significantly to one or more dimensions of value described above. Only rarely do individual open spaces fulfil all of the dimensions of value identified in the highest category, this is why only eight open spaces score more than 50%. The

majority of sites scored between 10 and 40%. This is likely because many sites in the borough, including small parks, amenity green spaces, natural greenspaces and playing fields often have a limited number of functions. This does not mean that these spaces are not valued, as they will often have a high amenity value score, but it means that such spaces do not offer the 'richness' of other spaces such as public parks.

Table 7.8 – Composite value scores

	No. of Open Spaces	%
0-9.9%	12	5.8%
10-19.9%	48	23.1%
20-29.9%	59	28.4%
30-39.9%	56	26.9%
40-49.9%	28	13.5%
50-59.9%	2	1.0%
60-69.9%	2	1.0%
70-79.9%	3	1.4%
80-89.9%	1	0.5%
90-100%	0	0.0%

Source: Atkins

- 7.34 The lowest scoring sites in terms of value include, OS186 – Gypsy Hill Railway Cutting, CW2 – The Former Nursery and OS132 – Waterworks at Nunhead. All of these spaces are currently inaccessible to the public and have few other functions and therefore score poorly in terms of value.
- 7.35 As mentioned above, the highest scoring spaces are the borough's four largest parks (Southwark Park, Burgess Park, Peckham Rye Park and Peckham Rye Common and Dulwich Park). All of these spaces offer a range of recreational, cultural, environmental, ecological and educational functions and so can be considered to be highly valued by the borough's residents. This is also supported by the residents' survey which identified that these four spaces are by far the most well visited spaces in Southwark. The fact that Burgess Park scores highly in terms of value also illustrates that a space can be relatively poor quality but still be highly valued by local residents.
- 7.36 The value scores should not be viewed as a continuum. A space which has a score of 50% does not necessarily contribute twice as much value to the community as a space which scores 25%. It is important to consider each of the different dimensions of 'value' individually when considering the value of open space sites to the community.
- 7.37 The value scores provide a snapshot of existing open space value. However this is not fixed and can be enhanced over time through improvements to the open space. Some aspects of value are more easily changed than others through enhancement and improvement.

Combining Quality and Value

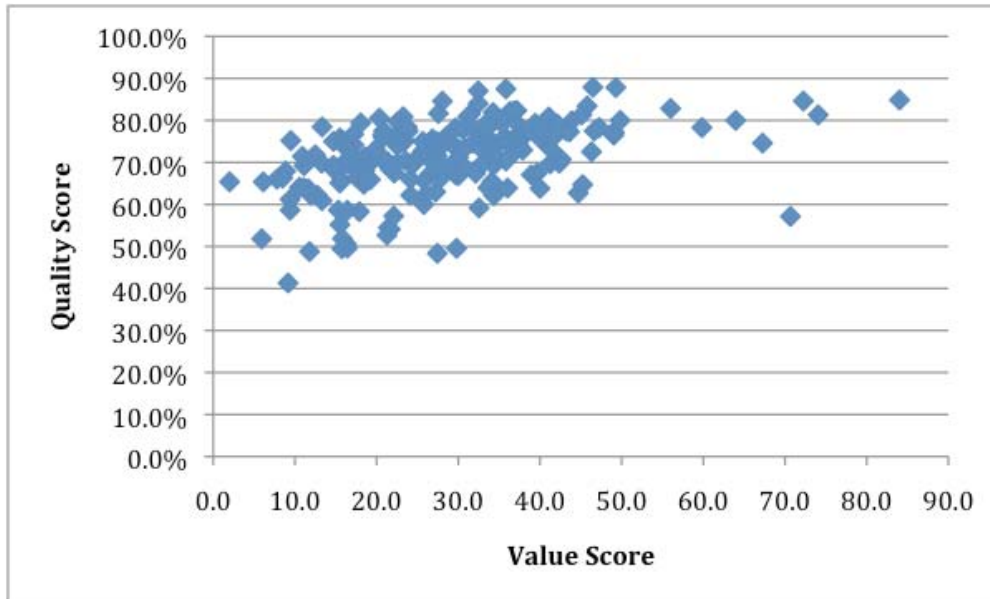
- 7.38 Assessing the quality and value of open spaces is fundamental to identifying those spaces or facilities which should be given the highest level of protection by the planning system, those which require enhancement and those which may no longer be needed for their present purpose.
- 7.39 The Companion Guide to PPG17 recommends using this simple high/low classification to provide a means of determining the most appropriate policy approach to each open space. It also provides a basis for linking planning, design, management and maintenance.
- 7.40 Table 7.9 sets out a management approach for open spaces. The aim should be to move all spaces to the top right hand corner of the table if possible, through better management.

Table 7.9 – Quality/value matrix

High Quality/Low Value	High Quality/High Value
Wherever possible, the preferred policy approach to a space or facility in this category should be to enhance its value in terms of its present primary purpose. If this is not possible, the next best policy approach is to consider whether it might be of high value if converted to some other primary purpose. Only if this is also impossible will it be acceptable to consider a change of use.	Ideally all space and facilities should come into this category and the planning system should then seek to protect them
High Quality/Low Value	High Quality/High Value
Wherever possible, the approach to these spaces or facilities should be to enhance their value. If this is not possible, for whatever reasons, the space or facility may be "surplus to requirements" in terms of its present primary purpose.	The policy approach to these spaces or facilities should always be to enhance their quality and therefore the planning system should seek to protect them.

- 7.41 The relationship between the quality and value of open spaces within Southwark is illustrated by Figure 7.3 below, which plots the quality and value scores for each open space on a graph. Appendix F and Figure 7.4 also illustrate the results of this exercise on a site by site basis
- 7.42 Many of the high quality low value spaces represent mono-functional open spaces which only contribute to the community in a limited way. Within areas of identified deficiency (in terms of quantity, quality or access) it is important that such spaces do not under perform in terms of their potential value and multi-functionality and are improved to fulfil their potential.
- 7.43 200 of the 207 assessed open spaces score more than 15% in the value assessment which indicates that the open space is contributing significantly to one or more of the dimensions of value.

Figure 7.3 - Combining Quality and Value scores



Source: Atkins

- 7.44 By using average scores for value and quality, it is possible to establish how many of Southwark's open spaces are assessed as above and below the average quality and value. Table 7.10 demonstrates that 34.6% of Southwark's open spaces are assessed as being of 'Above Average Quality & Value', and 11.8% are of 'Below Average Quality and Above Average Value'. In terms of below average value spaces, 19.9% were of a high quality, 33.6% of a low quality.
- 7.45 Table 7.10 demonstrates the relationship between quality and value across the borough. It shows that there is little correlation in the spatial distribution of above quality and value sites, or below average quality and value sites. However, it is evident that the larger spaces are more likely to be above average quality and value than the smaller spaces.

Table 7.10 – Relationship between Quality and Value

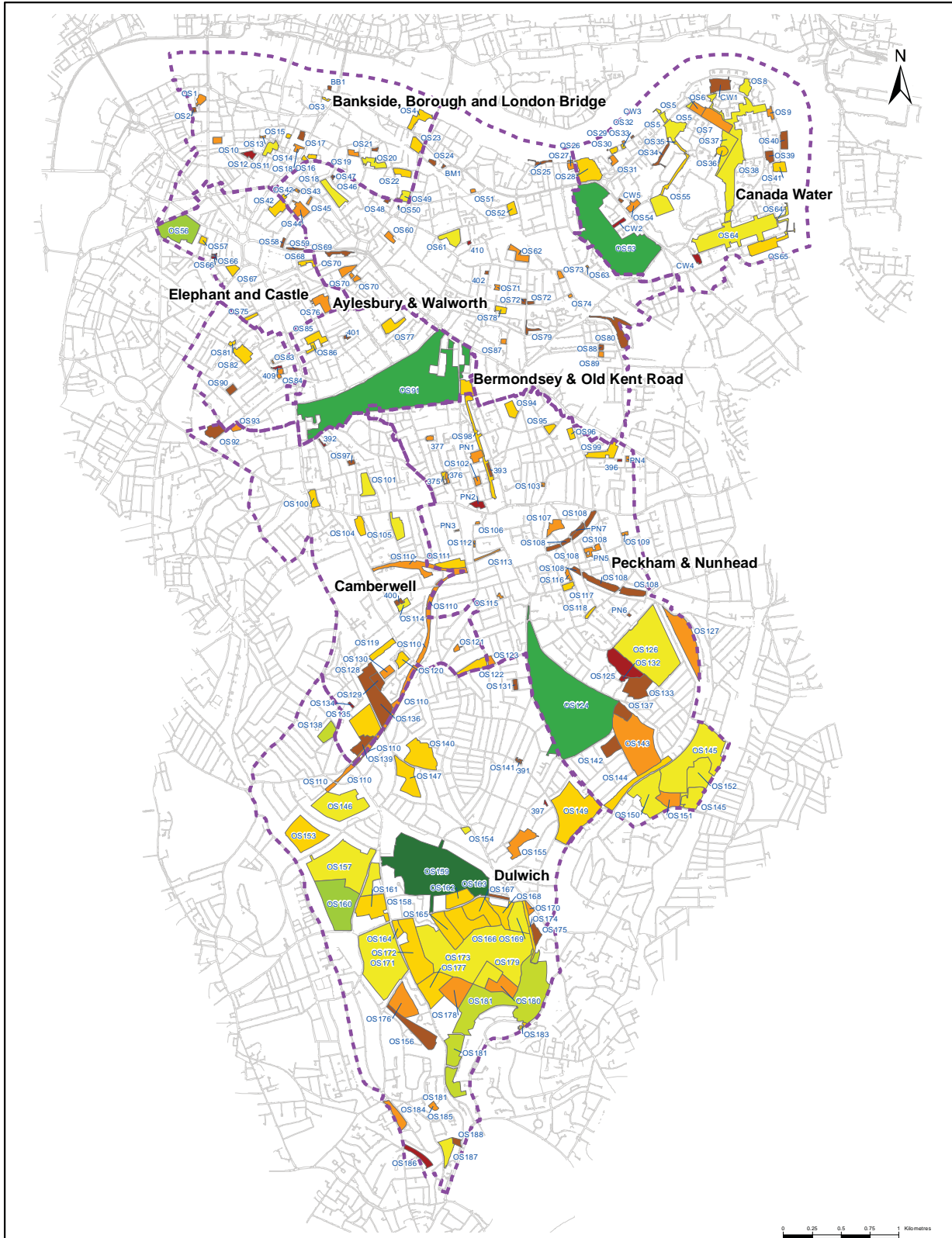
	No. of Spaces	%
Above Average Quality and Value	73	34.6%
Above Average Quality, Below Average Value	43	19.9%
Above Average Value, Below Average Quality	25	11.8%
Below Average Quality and Value	71	33.6%
Total	211	100.0%

Conclusions and Recommendations

- 7.46 The value placed on open space is multi-functional and relates to a range of roles. Each open space will have a different mix of values to each individual user.
- 7.47 The majority of the 71 open spaces which are below average quality and value have been categorised as amenity green space, natural and semi natural urban greenspace or allotments.

With the exception of a few large natural or semi natural green spaces most spaces are below the average size of open spaces in the borough.

- 7.48 All of the larger spaces in the borough including Metropolitan parks and District parks, are above average value, with the majority also being above average quality (with the exception of Burgess Park).
- 7.49 73 spaces within the borough (34.6%) were assessed as being of above average quality and of above average value to the community. Many of the high quality low value spaces represent mono-functional open spaces which only contribute to the community in a limited way, such as amenity spaces. Within areas of identified deficiency (in terms of quantity, quality or access) which do not have other provision nearby (in Southwark or a neighbouring borough) it is important that the potential value and multi-functionality of open spaces are maximised.
- 7.50 Appendix F lists the open spaces in the four categories of high and low quality and value.



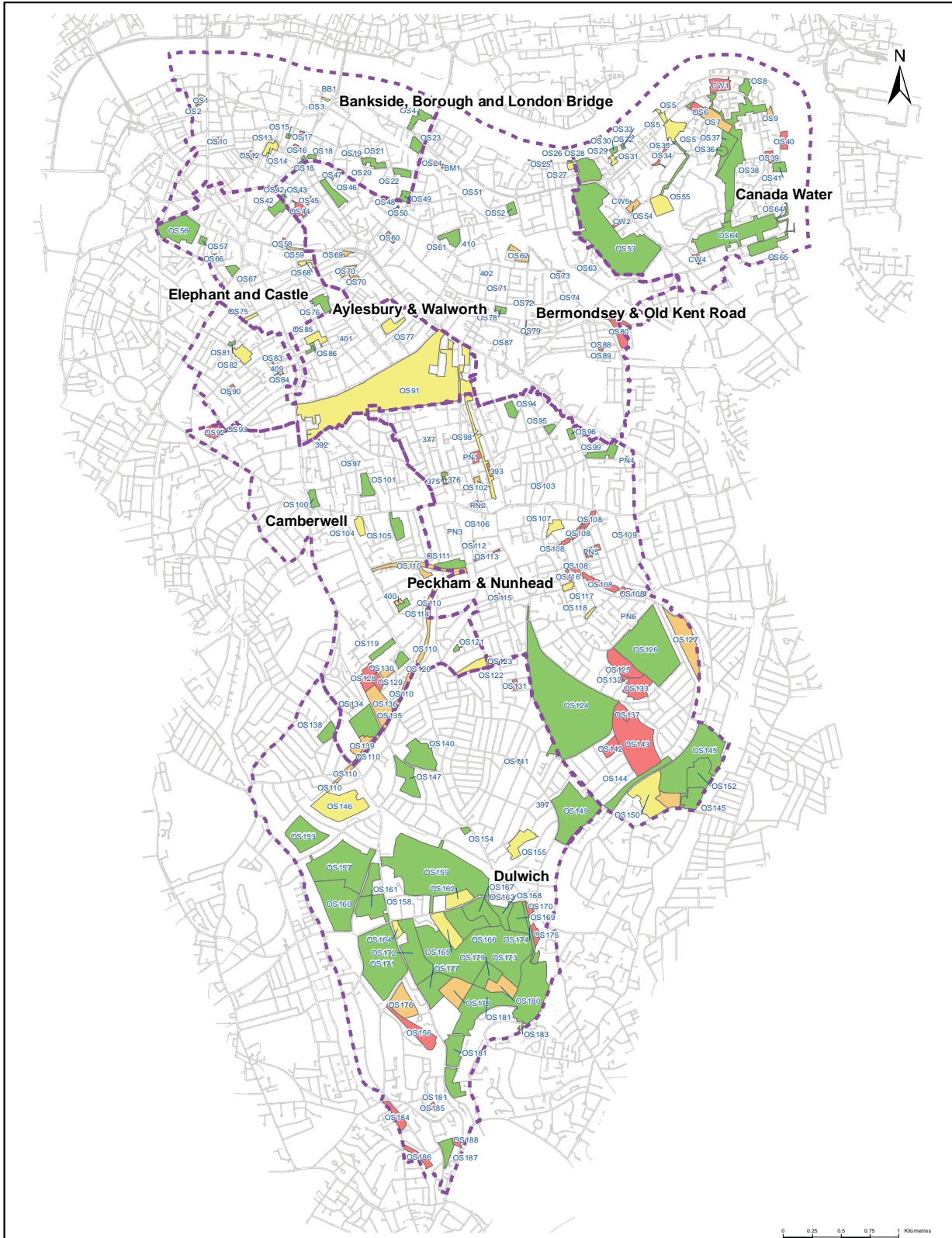
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Legend	
Value	40-49.9% Borough Sub-Areas
	0-9.9%
	10-19.9%
	20-29.9%
	30-39.9%
	40-49.9%
	50-59.9%
	60-69.9%
	70-79.9%
	80-89.9%

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- Legend**
- Borough Sub-Areas
 - Above Average Quality and Value
 - Below Average Quality, Above Average Value
 - Below Average Value, Above Average Quality
 - Below Average Quality and Value



CLIENT	LB Southwark	TITLE	Figure 7.2 – Relationship between Quality and Value		
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8. Meeting Open Space Needs in Southwark

Introduction

- 8.1 This chapter establishes a strategy to meet the needs and standards identified within study by type of open space. The recommendations are set out here on a strategic level include:
- How needs for open space can be addressed.
 - A summary of how existing open space needs and deficiencies can be alleviated in each sub area through bringing forward additional provision and reconfiguring existing provision to better meet the needs of the community.
 - To suggest a response to strategic development opportunities and windfall sites.
 - To suggest a planning policy approach towards the protection of sites.
- 8.2 Recommendations on specific improvements to individual sites, as well as recommendations on how to link groups of spaces are provided in the sub-area strategies in Chapter 9.
- 8.3 The chapter is divided into 4 main sections
- Vision and objectives;
 - Borough wide proposals and recommendations;
 - Recommendations relating to planning policy; and
 - Options for future management.

Vision and Objectives

- 8.4 To guide the strategy a draft vision and objectives relating to open space provision has been established. It responds to the issues identified through the needs assessment, residents' survey findings and issues identified through the review of open space provision.

Vision

- 8.5 The suggested vision for open space in Southwark is:

"To encourage a diverse network of sustainable open space of high quality which meets the needs of those living and working within the borough and encourages the development of more inclusive communities, safeguards natural resources and cultural heritage, improves access to natural greenspace, provides recreational and educational opportunities and helps to promote sustainable development".

Objectives

- To enhance the open space network to meet the needs of an increasing and changing population.
- To ensure that the open space network is socially inclusive and meets the needs of those of every age, gender and ethnic group.
- To increase investment in open space and prioritise investment in the types of open space that meet identified local needs.
- To establish new open spaces and improve existing spaces to address identified open space deficiencies.

- To increase the variety of environments and range of open space provision and establish clear role/function for spaces.
- To establish a series of green links between spaces which strengthens the existing network of open spaces within the borough.
- To designate and protect greenspace.
- To manage open spaces in a way which includes all key stakeholders, and strengthens community ownership of open spaces.

Borough-wide Proposals and Recommendations

- 8.6 To enhance the strategic open space network to meet the needs of an increasing and changing population:
- 8.7 Strategic open space projects should be brought forward to address the needs of a borough with a population of 343,000. These projects should include:
- Provision of additional open space within major development opportunities at Elephant and Castle and Aylesbury Estate to address the issue of low levels of quantity of open space and to improve accessibility to open space.
 - Maintain high quality open spaces at Dulwich Park, Southwark Park and Peckham Rye Park and Peckham Rye Common and deliver improvement to Burgess Park so that the borough has a network of accessible, high quality Metropolitan Parks.
 - Enhance the quality and value of natural and semi natural greenspace provision within the urban environment.
 - Ensure that open space is well utilised, has a range of functions and is of high quality, especially in areas where the potential for additional quantitative provision of open space is limited. There is particular potential for enhancing the quality and value of smaller spaces, especially in the Peckham sub-area.
 - Ensure that open space is accessible and continues to support tourism and businesses in the borough whilst meeting the needs of local residents. This is especially important in the Bankside, Borough and London Bridge sub-area.
- 8.8 Ensure that the open space network is socially inclusive meeting the needs of those of every age, gender and ethnic group by:
- Ensure that Southwark provides a range of open space, sport and recreation opportunities that meet the differing needs of Southwark's diverse community.
 - Encourage greater use of open spaces by non users and infrequent users by improving the range of recreational opportunities within spaces close to employment areas.
 - Make open spaces feel safer to use by all sections of the population, through improving usage and movement through spaces, making open space environments less intimidating, addressing anti-social behaviour through design and addressing policing. Graffiti found on park buildings and equipment should be removed promptly.

- Improve the accessibility of spaces. Metropolitan and District parks should be accessible by bus and have adequate car parking provision. Cycle parking should be provided at all Metropolitan, District and Local Parks and other spaces with sports provision. All open space facilities should be DDA compliant.
- Provide a greater range of facilities for teenagers and young people, including a greater range of recreation opportunities and designated areas for hanging out.
- Ensure that open space in the south of the borough, notably around Dulwich, can be used by other borough residents by opening up spaces to public use and improving routes to these spaces.
- Promote social inclusion, tackle deprivation and discrimination by ensuring that the River Thames and the Thames Path are accessible to everyone.

8.9 To increase investment in open space, and prioritise investment in the types of open space that meet identified local needs:

- Widen the range of functions supported within parks to provide a variety of recreational landscapes including spaces for relaxation and sitting out as well as the provision of formal facilities.
- Establish clear character for smaller open spaces through distinctive planting, landscaping and the range of facilities on offer.
- Increase the provision of food growing opportunities throughout the borough, especially in the north where provision is limited.
- Increase the provision of natural and semi natural greenspace, especially in the north of the borough, through the creation of new habitats.

8.10 To establish new open spaces & the improve existing spaces to address identified open space deficiencies:

- Although access to open space across the borough is generally good, Southwark is under provided for in certain types of open space provision where either the quantity of provision or access to provision is less than the standards identified. The sub area strategies in Chapter 9 recommend proposals to address these deficiencies.
- Deficiencies in park provision, natural and semi natural greenspace, allotment provision, children's play and outdoor pitch sports should be addressed through specific improvements to existing spaces within the areas affected where possible, or through establishing new open spaces where opportunities arise as a result of new housing development.

8.11 To increase the variety of environments and range of open space provision and establish clear role/function for spaces:

- Deficiencies in the quality and value of spaces were identified in Chapter 8 and Appendix F. Possible measures to enhance the quality and value of spaces to the community should be pursued on a site by site basis. This is considered further in Chapter 9.

General Recommendations

8.12 The residents' survey and stakeholder consultation suggested the following priorities for improvement:

- Litter, dogs mess and the general cleanliness of the environment were major issues highlighted in relation to open space throughout the borough. To improve the maintenance and attractiveness of all spaces appropriate litter and dog bins should be provided where existing provision is inadequate. Spaces should be managed to minimise conflict between dog walking areas and spaces for formal and informal sport and children's play.
- Smaller spaces were seen as vital to the accessibility of open space in the borough. Although many smaller spaces are now of good quality, there are some which required attention.
- Where appropriate on-site amenities including benches and toilets should be provided in scale to the size and character of the space. Improvements to these facilities was identified as a priority by the residents' survey.
- Within parks a wider range of recreational opportunities should be provided to better meet the needs of those aged under 25 who had the lowest levels of satisfaction.
- Development of community gardens were seen as an important resource for the community in providing a space for active learning that is accessible to all, unlike allotments which traditionally have restrictive access.
- In larger parks, particularly those strong in biodiversity there is still potential to improve existing interpretation facilities. Such facilities could be accompanied by outdoor classrooms for use by school and community groups.
- The issue of long-term sustainable management and maintenance of green links was considered as important by the stakeholder consultation group. Improvements to signage were seen as vital to improving links to spaces. Furthermore, open spaces need to be inviting and to have clear entrances that are welcoming to those not already familiar with the space.
- The quality of park provision within Bermondsey and Elephant and Castle should be prioritised for improvement as the quality and satisfaction of spaces was rated lowest in these sub-areas by the residents' survey.

Enhancing Social, Educational, Health and Cultural Value of Spaces

8.13 The social, educational and cultural value of spaces should be enhanced through the following measures:

- Improving the intelligibility of the open spaces particularly their ecological and heritage value can be achieved through sensitive and appropriate interpretation facilities. These can take the form of portable media such as pamphlets or even tours or simple display boards.
- Provision of spaces for cultural events such as band stands, amphitheatres.
- Provision of spaces for meeting and congregation to promote social interaction such as picnic areas and youth shelters and seating areas and built facilities where appropriate.

8.14 Good quality open spaces can make a significant contribution towards healthy living. Green spaces have a positive effect on the health of the population helping to reduce stress, provide formal and informal opportunities for physical activity, sport and play and provide environments for relaxation. The Council can ensure that open spaces enhance the potential for healthy living by:

- Ensuring that all residents have access to open space within a reasonable distance (as set out in open space standards).
- Increasing the range and provision of recreation types available within open spaces.

Recommendations to Improve Connectivity Within and Between Different Elements of the Borough's Greenspace Network

- 8.15 There is some potential to improve links between some of the borough's open spaces, thereby allowing or encouraging people to walk between them. This was considered to be a key priority by the stakeholder consultation group. This could be carried out comparatively easily, by reducing the impact of traffic along certain routes (possibly under the umbrella of existing safe routes to school programmes), with traffic calming measures, and making safe places for people to cross roads. These measures, in addition to the planting of shrubs and/or trees along streets, would create a more pleasant environment for walking along, whilst also providing a more continuous network for wildlife.
- 8.16 The aim will be to provide a series of differing lengths of routes accessible to the public, as footpaths and/or cycle routes, linking important green spaces together, and picking out areas, features and buildings of historical or other importance, to provide points of interest between them. Where possible, the start and finish points of these routes should link closely to public transport, thereby allowing ease of access to them, to a wider range of the population. The opportunity to provide missing links could be taken in conjunction with any planning proposals in these areas.

London Plan

- 8.17 The 2011 London Plan recognises that open space, and wider green infrastructure, functions best when designed and managed as an interdependent 'green grid' where the network should be actively managed and promoted to support the myriad functions it performs. The Plan states that all development takes place within a wider environment and green infrastructure should be seen as an integral element and not as an 'add-on'. Its value is evident across all of London and at all scales and the Mayor wishes to see the network maintained and enhanced and gaps between parts of the network closed.

South East London Green Chain Network

- 8.18 The South East London Green Chain Network has been expanded to include a number of spaces within the south of the borough, including Dulwich Park, Sydenham Hill and Dulwich Woods and Nunhead Cemetery. Southwark officers attend the Green Chain Working party to work with neighbouring boroughs on protecting and improving the Green Chain. There is potential for these links to be extended to other spaces in the borough.

All London Green Grid

- 8.19 The Mayor has produced Supplementary Planning Guidance (SPG) on the ALGG which is out for consultation until 27th January 2012. The SPG aims to promote the concept of green infrastructure, and increase its delivery by boroughs, developers, and communities, by describing and advocating an approach to the design and management of green and open spaces to deliver hitherto unrealised benefits. These benefits include sustainable travel, flood management, healthy

living, and creating distinctive destinations; and the economic and social uplift these support. The current strategy includes all of the major open spaces in the borough, including Dulwich Park, Southwark Park, Peckham Rye Park and Peckham Rye Common and Burgess Park, although no details are available yet as to the proposed links between these spaces.

Southwark Living Streets

8.20 Southwark Living Streets and Southwark Cyclists have developed a proposal for a network of safe walking and cycling routes in Southwark. It is understood that this has been discussed in broad outline with Southwark officers and elements of it have been presented to some Community Councils. Although the proposal does not represent the Council's current policy objectives, it does provide a useful starting point from which to identify potential links between spaces.

Establishing Links between Open Spaces

8.21 The following points should be considered when identifying links between open spaces.

- Where possible routes should be in green spaces an off-road. However, there are limited opportunities to create truly off-street green links within the borough;
- There are opportunities to utilise and enhance publicly accessible linear green routes such as Greendale and Surrey Canal Walk, Deal Porters Walk, Surrey Canal Walk to Peckham, Russia Dock Woodland to Durrand's Wharf and Greenland Dock and the Thames Path;
- Where off-road routes are not possible, quieter, suburban, tree-lined streets should be identified as potential links between spaces. This may require the enhancement of the public realm and the introduction of pedestrian and cycle crossings at particular locations to address severance issues. DfT's Manual for Streets provides guidance on how to provide pedestrian-orientated environments;
- Suburban street patterns can often be disorientating and many of the borough's green spaces are hidden from view. The network will need to be clearly signed, potentially accompanied by maps produced by the Council;
- There is potential to include historical, ecological and cultural information as part of these walks for leisure purposes;
- The network would need to link in with other walking and cycling initiatives including the Green Chain Network and the borough's cycle routes;
- There is potential to enhance the network of spaces that are on, or close to, the Thames Path, as well as routes from open spaces to the Thames;
- Greening streets by planting appropriate species of trees is one of a series of measures which can be employed to improve links between open spaces. Trees provide the aesthetic qualities required in softening the hard edges of the built environment and assisting in limiting or buffering harmful emissions of air and noise pollution;
- To maximise ecological and biodiversity benefits an appropriate tree density would be approximately 80 trees per linear km or 2 per 25m on each side of the street, whichever is the greater. This would provide a continuous coverage of tree crown cover for a typical London Plane tree;
- In the context of greenway links, trees have further benefits in that tree lines can provide a buffer between the footway and the carriageway and can help give guidance to routes. The

planting of trees will also help to ensure that walking and cycling will be a more pleasant activity, even next to a busy road, continuing the greenway aesthetic onto the trafficked highway; and

- Trees act as a filter to trap toxic particles including lead and absorb gases such as carbon monoxide and sulphur-dioxide. Noise pollution is an increasingly serious form of pollution and trees can help filter out sound and provide a barrier against the drone of a busy road. Trees also provide habitats for a wide range of wildlife. They can increase the biodiversity of an area, helping to bring the countryside to the doorstep.

8.22 Chapter 9 identifies potential links between open spaces within each of the borough's sub-areas.

Recommendations Relating to Open Space Types

8.23 This section provides a series of borough-wide recommendations for each open space type. Standards for each type of open space are considered later in this Chapter, with measures to address deficiencies at particular sites discussed in Chapter 9.

Parks

8.24 Deficiencies in the quality and value of open spaces are identified in Chapter 9 and Appendix F. Possible measures to enhance the quality and value of spaces to the community should be pursued within the open space strategy on a site by site basis. The prioritisation of sites for improvement should be guided by their position in the quality-value quadrant identified in Chapter 7, their position within the borough's green space network including whether sites can alleviate deficiencies or lie within an area of open space need, or whether they can accommodate change or improvement.

8.25 Improvements themselves may include the simple upgrading, improvement, replacement or enhancement of existing facilities or aspects of park quality. However, within some open spaces a more comprehensive approach may be required which may include re-focusing the role of all or part of the open space in order to better meet local needs. Open space improvements should be considered within the context of future management needs and requirements. Embedding revenue generating activities within open spaces and maximising the involvement of the community and voluntary sector provide opportunities to maximise the presence of the open space within the community and make sustainable long term management of the site achievable.

Enhancing the Recreational Role of Spaces

8.26 Where open spaces do not have a positive identity or an established role, the toolkit of possible themes identified below could be employed to re-focus the role of spaces or parts of spaces. The ideas below represent suggestions for the Council to foster community discussion of the range of possibilities and do not represent solutions in themselves without appreciation of the context and issues associated with individual spaces.

- Improved community focus (amphitheatres, outdoor dining, picnic and barbeque areas, shelters and temporary structures, spaces for festivals and events).
- Outdoor cultural venue including spaces for consumption (cinema in the park, art exhibitions, sculpture trails and public art, music and performance areas, outdoor reading room) and artistic production (spaces for inspiration/contemplation, views/vistas, landscapes etc).

- The extension of the provision of outdoor gyms (enhancement of health benefits, sports facilities, trim trails).
- Tranquil spaces for respite and relaxation (Varied landscapes and possibly indoor facilities including sauna, spa etc.).
- Wireless Park – (Provision of wireless internet access in order to provide “inspirational/outdoor workspace” particularly within Country and neighbourhood Parks and spaces close to town centres. Technology can also be used to deliver historical/environmental/nature conservation interpretation.
- “Green beach” - pleasure spaces surrounding water space (i.e. lake, paddling pool/lido, fountain/water feature). Should include spaces for relaxation, sport and recreation and appropriate vegetation.
- Spaces for education (adult learning, improved interpretation, spaces for teaching cycle proficiency).
- The “extreme” park to meet the needs of older children and teenagers not well provided for within existing spaces (skateboard ramps, artificial grass skiing/long boarding slope, mountain bike trails/multi-function cycling facility, designated paths for in-line skating, outdoor climbing wall, outdoor karting/motor sports).
- Blurring the boundaries between different open space types to maximise use and shared management responsibility (e.g. a jointly provided allotment garden, community garden and outdoor classroom).
- Enabling open spaces for evening and night-time use (lighting strategy, floodlighting, embedding evening attractions).
- Consideration of spaces/facilities in the air/below ground (viewing platforms, tree walk, earth sheltered structures for changing provision etc.).

8.27 In addition to these ideas within a wide range of spaces there will be a need to embed spaces for nature, for dogs and for play.

Children’s Play and Provision for Young People

8.28 This study has identified the type and quality of children’s play provision within open spaces subject to a site assessment. However, it is recognised that this does not give a complete picture of the borough’s provision of children’s play facilities.

8.29 The Southwark Play Strategy (2007) provides a comprehensive analysis of the supply of play facilities and identifies broad areas of need, as set out below:

- There is a need for more play provision in the south of the borough, as identified by the Dulwich Community Council. The Council’s 2010 open space evidence base work and this study have also identified a lower amount of provision in the south of the borough compared to other areas.
- There is a need for more play provision that is suitable for 11 -16 year olds. This was also confirmed to still be a relevant issue by the stakeholder consultation.
- Some supervised open access provision offers only a part-time service.

- There is a need for more places for children and young people with special educational needs in holiday playschemes.(i.e. there is limited access for disabled young people and those with special educational needs beyond 16 years).
- There is a need for further closed access play opportunities for disabled children, particularly those with special educational needs, requiring a secure environment.
- There is a need for more family-friendly play spaces.
- Girls are under-represented in some open access provision, including adventure playgrounds.

8.30 The stakeholder consultation also identified that there is potential to involve children and young people in decision making and the design of new facilities. This will help to engender a sense of ownership in local play spaces.

8.31 The GLA's supplementary planning guidance on providing for children's and young people's play and informal recreation sets out the following recommendations for the design of new facilities. In general, the guidance drives towards the provision of children's play equipment which is less formal and has a greater focus on natural features:

- The layout and design should start with a clear brief stating the user groups the space is intended for, management and maintenance arrangements and the key characteristics of the space, including access points and safety issues. The brief should reflect the likely population profile and be shaped by an audit of nearby spaces and facilities.
- Boundaries, for instance around areas intended for younger children, should normally be created by landscaping and planting. Fencing may limit children's freedom of movement, makes for less flexible use and reinforces the tendency to restrict unnecessarily children's play to specific parts of public spaces. It should be used sparingly and only where needed taking into account the character of the surrounding area and typically where there are nearby busy streets, deep open water or other hazards. Fencing may also be useful in ball courts and pitches where there is limited open space.
- Spaces should include signage at the access points stating the name of the space–, the organisation responsible for it and contact details. Signs saying 'children may play here' or 'you can play here' may be useful to signal that a space is playable, and that children's play is a legitimate use.
- Consideration should be given to the character of the area and the nature of existing provision and deficiencies. If new play provision is proposed in Areas of Deficiency for Access to Nature, the design should incorporate higher quality natural landscaped areas. Care should be taken when considering formal play spaces and equipment in a Site of Importance to Nature Conservation (SINC), to avoid damaging the valued habitats. In these areas, natural features could provide a valuable play experience.
- Inclusive access and design are crucial if spaces are to be enjoyed by disabled as well as non-disabled children and young people. Spaces should allow children and young people with a range of disabilities, including hearing and sight impairment, to play and interact with their non-disabled peers. Appropriate layout and landscaping are crucial; specialized equipment is unlikely to be necessary. It is not sufficient to focus solely on wheelchair access, as only a very small proportion of children with disabilities are wheelchair users.

- Some zoning or differentiation of spaces for different age groups is valuable where there is enough space, and can help to reduce conflicts between users of different ages. But boundaries should be blurred, not rigid, to allow mixed use of spaces and use by family and groups of different ages. Multiple entrances, exits and routes through spaces help to ensure one age group does not dominate.
- Landscaping and natural features are invaluable in creating spaces that are attractive and maintain interest. Well-designed hard landscaping such as walls and steps can serve many uses, including informal seating, stimuli for physical play and goals and surfaces for ball games. Sand should where possible be included in spaces that are used by younger children, as it offers great potential for creative and constructive play.
- Fixed equipment provides a focus for some forms of play activity and helps to signify the target users of a space, but should not dominate. As well as physical exercise, playspace should also provide rich, multisensory experiences. Designs should be site-specific, reflecting the character of the space – its history, geography and/or culture - and creating a sense of place.

Natural Greenspace

Enhancing the Nature Conservation Value of Open Spaces

8.32 Increasing natural greenspace provision and enhancing linkages between spaces will encourage a network of linked “habitat islands” of high ecological value linked together with green chains and wildlife corridors.

8.33 The ecological value of open spaces can be improved through a variety of well established landscaping and habitat creation methods. For example, land with core areas under intensive use such as sports pitches, may have peripheral areas by the boundaries or between pitches where changes in land management may be accommodated. Enhancement strategies include:

Changes to Habitat Management

- The urban environment in which many trees, shrubs and plants exist is alien even to native species. Tree planting should include a high proportion of, or complete stock of native species, depending on the site. It is important that species and provenances suitable for the site are selected in order to achieve sustainability, especially in relation to climate change and the urban heat island effect. The use of native plants should therefore include the option of provenances from geographic regions where species are better adapted to likely climate change effects. This is also a need to consider adding native woodland herb species.
- Management of existing trees by pollarding or coppicing as appropriate, the former being traditional for willows along river corridors.
- Allow development of dead-wood habitats, retaining standing dead timber where safe to do so, and especially fallen (or stacked) dead timber.
- Where space allows, resist straight edge planting and add graded and scalloped edges of smaller trees and shrub species, again with native species of local provenance preferred.
- Provide groupings of appropriate native shrubs, particularly where lack of space or other considerations constrains the planting of large trees.
- Allow development of tall-grass/tall herb communities along the edges of shrub formations, vary and maintain by appropriate mowing regimes adopting late-summer/early autumn cuts over a 2-3 year cycle.

- Where appropriate, encourage a turf of medium height rich in native grass species and native wildflowers, managed by one or two annual cuts with removal of arisings. In certain areas, higher diversity grasslands may already be present, for most areas wildflower seeding would be necessary to enhance species-poor amenity grassland. It is appreciated that enhancement of species poor amenity grassland is difficult due to the possible high nutrient status and rich topsoil in these instances. Soil stripping may be a necessary alternative with subsequent application of appropriate wildflower seed mix in an effort to increase biodiversity.

Landscape Enhancement

- Street trees should link amenity spaces with parks and natural greenspaces. To maximise ecological and biodiversity benefits an appropriate tree density would be a minimum of 80 trees per linear km or 2 per 25m on each side of the street, whichever is the greater. This would provide a continuous coverage of tree crown cover for a typical London Plane tree.
- Vary landforms to induce variation in drainage and aspect, thereby encouraging natural diversity to develop.
- Replace fences with hedgerows where appropriate.
- Seek improvements to river corridors, encourage natural river banks with geomorphologic diversity, e.g. cut cliffs, shallow-water margins and ledges, depositional bars, and encourage areas of natural riparian vegetation to form a mosaic between wooded reaches, riparian scrub and open semi-natural grassland and marsh.
- Where continuity of river corridors cannot be achieved, seek to restore connectivity through green links beyond the immediate river channel.
- Use landscaping and habitat creation schemes to improve connectivity for wildlife across sites of low diversity e.g. amenity grassland.

8.34 The open space strategy, incorporating sound management at site level, should nevertheless remain flexible so as to be able to respond to environmental change, changes that may result in increasing rarity of certain habitats or species.

Allotments

8.35 The value of allotments includes their role as:

- open space;
- providing opportunities for informal recreation;
- a sustainable food source;
- a resource for health;
- a community resource;
- an educational tool;
- a resource for biodiversity; and
- a place for composting and the management of green waste.

8.36 At present not every allotment site within the borough performs all of the above roles. All allotment sites do however form an important component of urban greenspace as defined in PPG17.

- 8.37 Allotments also contribute towards the landscape character of the borough by providing visual amenity in the form of relief from the built up area or by allowing views beyond the immediate area. Many allotment sites have some form of nature conservation value although those in Southwark are intensively cultivated due to high demand.
- 8.38 Potential may exist to increase the nature conservation value of some sites through identifying areas to develop as wildlife habitat within underutilised areas. At other sites, smaller areas could be enhanced with particular attention given to those allotments located within areas deficient in natural and semi-natural greenspace provision.
- 8.39 In addition to the functions outlined above, significant scope exists to develop active social and educational roles through links with schools and other community organisations. These roles can be encouraged through specific initiatives which integrate allotments within other strategies and programmes and fostering allotments within the wider community.

Securing New Provision

- 8.40 Proposals for new housing development should be accompanied by proposals to improve food growing opportunities, especially in the north of the borough. The nature of such improvements should reflect the additional open space needs generated as a result of the proposed development but also take into consideration average garden sizes.
- 8.41 Developments should also include community gardens, window boxes and planted green roofs, to provide further opportunities for gardening.
- 8.42 There are likely to be few opportunities to create new open space within the borough, and any new open space created is likely to be better utilised as publicly accessible park space as a result of the increased pressure on limited open space from a growing population. As a result, new allotments or community gardens may have the potential to be created at existing open spaces. There may be a need to consider compensatory mechanisms if this would result in a loss of the existing open space type. These could include the upgrading of adjacent or nearby spaces to enhance their value to users with other interests, along with careful design to ensure that popular routeways are preserved.
- 8.43 The LGA guide to allotment provision entitled 'Growing in the Community' advocates co-location of new allotments with other recreational facilities, to enable informal public surveillance and flexibility in case the demand for allotments should change in the future.
- 8.44 The guide also goes on to recommend that the concept of co-location might be expanded to include complementary activities within the boundaries of the allotment site, to increase the number and diversity of direct beneficiaries. These could include communally managed gardens and dedicated facilities for schools and people with disabilities. 'Friends' groups could be established for people who would like to be involved in helping out on the site without the commitments that plotholding entails. Activities of this kind can also go some way to addressing concerns about visual intrusion, particularly when combined with formal landscaping and strict rules on construction standards for sheds and the management of wastes. They could also (as with many continental

sites) produce amenities that people choose to view for pleasure, with the added benefit of opportunities to exchange pleasantries and receive surplus produce.

Temporary Allotment Sites

8.45 There may also be potential for temporary allotment sites within Southwark. These are typically located on land that was not acquired for the purpose of providing allotments, but which is destined for an alternative use. There are no additional legal impediments to local authorities setting up temporary allotments on suitable sites under their control in order to help meet current levels of demand. However, the LGA guide recommends that a key lesson for local authorities considering providing temporary sites, be it on their own ground or on land on short-term lease, is to make both the end use and the likely life expectancy of the site clear from the outset.

Alternative Gardening Projects

8.46 Because Southwark has very high levels of demand for allotments but limited opportunities for new provision, the borough is likely to find it very difficult to meet demand. However, there are opportunities to increase access to food growing through alternative gardening projects.

8.47 Their existence outside of statutory provision puts these projects in a much better position to raise grant funding. This increases the aggregate capital resources available to support community-based gardening activity well beyond what the authority itself can provide, without laying claims on the allotments budget.

8.48 The Council can support alternative gardening projects by offering temporary access to local authority owned land that is not suited for the creation of allotments. This may be due to the restricted scale of the site, or difficulties that would arise from attempts to exclude broader public access. Authorities can encourage other statutory bodies to follow suit.

8.49 Development sites which are currently left dormant also opens up the possibility of exploiting privately held stocks of undeveloped land for temporary gardening use. This could be in bare earth where the land is uncontaminated or in containers such as raised beds and builders bags when soil is inaccessible or suspect. Projects such as the Federation of City Farms and Community Gardens' proposed Community Land Bank are designed to facilitate the temporary release of land for community food growing purposes.

Community Gardens

8.50 With such a long allotments waiting list, the Council should actively promote alternative means of food growing, such as community gardening. There are already a number of initiatives in Southwark that offer people opportunities to derive the benefits associated with food growing and gardening in general.

8.51 Community gardens aim to address health inequalities through ensuring that everybody is both welcome and can become involved. The promotion of mental and physical health, and building inclusive communities, are core aspects of the approach.

8.52 Environmental sustainability is also central, through the production of locally grown food and the use of techniques such as composting. There are a number of community gardens within

Southwark. Projects such as Tabard Gardens Community Allotments aim to allow local people to grow their own fruit and vegetables, learn about gardening, healthy eating and teamwork with a view to increasing the health of the local community.

- 8.53 The Council may consider the following when encouraging the use of community gardens:
- The development of guidelines for community groups looking to use Council owned land for community gardens and other food growing initiatives.
 - The provision of advice and support to groups looking to develop community gardens and other food growing initiatives.
 - Creation of a comprehensive list of community gardens and food growing initiatives in Southwark, and set up information-sharing network.
 - Promotion of community gardens and other food growing initiatives to those on the allotment waiting list.

Plot Sharing

- 8.54 Plot sharing and plot division on existing sites are options which can go some way towards reducing waiting times for allotments. Plot sharing is also advantageous for new and inexperienced gardeners, who can benefit from working alongside an experienced allotment gardener. Half plots may also be of benefit to new gardeners and those struggling to manage their whole plot. Half plots could be offered as people reach the top of the allotment waiting list. Further splitting of plots, for example, quarter plots, will not be considered due to issues relating to crop rotation and crop disease management

Amenity Space

- 8.55 Amenity space provides a less formal green space experience than the borough's parks and gardens. Amenity open space sites have the potential to provide important spaces for informal recreation, including informal play and dog walking, close to where people live or work, and where access to a park may not be available.
- 8.56 It was not within the scope of this study to assess the quality and function of small amenity space not already designated for protection within the Core Strategy. The 2010 open space evidence base work provides details of the total quantity of amenity space within the borough. However, this study recognises the importance of amenity space to the network of open space in the borough. The stakeholder consultation also highlighted the importance of good quality, easily accessible amenity space to local residents.
- 8.57 The Council's Residential Design Standards SPD also recognises the importance of outdoor amenity space and sets out a policy which requires:
- 50sq.m communal amenity space per development.
 - For units containing three or more bedrooms, 10sq.m of private amenity space.
 - For units containing two or less bedrooms, 10sq.m of amenity space should ideally be provided.
- 8.58 Many amenity open space sites in the borough are relatively simplistic and are generally of poorer quality than other types of open space. In many cases, housing amenity space has a very limited

recreational or visual amenity role. The design and function of these spaces needs to be reviewed together with the provision of other types of provision, particularly play and youth facilities, on housing estates to ensure they add value to local residents.

- 8.59 Many of the borough's development sites are of a size which will be unable to provide new park spaces as an integral part of the development. Instead, many development opportunities offer the potential for amenity space. It will therefore be critical that any new open space created as a result of new development is of high quality, is distinctive and offers an appropriate range of recreational functions.
- 8.60 Some amenity spaces in the north of the borough already perform a range of functions, including small spaces for community gardening, biodiversity and informal recreation.
- 8.61 The Parks department should work with Housing department, as well as the borough's registered providers to identify opportunities to create amenity space on housing estates that currently have no provision, and to increase provision on estates with very little provision.

Recommendations Relating to Planning Policy

Approach to the Protection of Spaces

- 8.62 Consistent with PPG17 all spaces which are of value to the community should be protected. The borough's current approach to protecting open space is set out in Chapter 2. This study does not recommend any changes to the current policy approach. However, some additional sites should be protected to maintain supply and meet open space needs.
- 8.63 It is recommended that all spaces assessed as part of this study (with the exception of those now developed) should be retained for open space use. This recommendation is based upon the following analysis:
- Open space needs across the borough are generally high with a relatively high population of dwellings without private gardens and high population densities in some areas.
 - The level of public park provision per population is lower than other London boroughs, largely as a result of high population densities.
 - The development proposals put forward in the Core Strategy are expected to generate an increase in population of 19% between 2011 and 2026. This will increase demand for open space in the borough. Current levels of open space should be protected to meet this forecast increase in demand.
 - The quality and value of most open space was identified to be relatively high. This was confirmed by the residents' survey identified a high level of satisfaction with the current level of provision, both in terms of quality and access.
 - Those spaces which are of relatively low quality and value have the potential to be improved to meet the growing demand for open space, as well as potentially addressing open space deficiencies, such as access to allotments and community gardens or natural greenspace in the north of the borough.
- 8.64 Sites recommended for designation are set out in Table 8.1.

Table 8.1 – Recommended Changes to Open Space Policy Designations

Space ID	Space Name	Sub-Area	Typology	Recommended Designation	Justification
375	Central Venture Park	Peckham & Nunhead	Provision for young people and teenagers	Designate as BOL	Space performs an important role for children's recreation
377	Calypso Gardens	Peckham & Nunhead	Pocket Park	Designate as OOS	Space performs an important role for local residents' recreation
392	Caspian Street Allotments	Camberwell	Allotments	Designate as OOS	Need to maintain current supply of allotments given high levels of demand
397	Dunstons Road Allotments	Dulwich	Allotments	Designate as OOS	Need to maintain current supply of allotments given high levels of demand
401	Aylesbury Road Allotments	Aylesbury & Walworth	Allotments	Designate as OOS	Need to maintain current supply of allotments given high levels of demand
409	Fielding Street Allotments	Aylesbury & Walworth	Allotments	Designate as OOS	Need to maintain current supply of allotments given high levels of demand
410	Alscot Road Allotments	Bermondsey & Old Kent Road	Allotments	Designate as OOS	Need to maintain current supply of allotments given high levels of demand
AW1	Lorrimore Square Gardens	Aylesbury & Walworth	Small Local Park	Designate as BOL	Space performs an important role for local residents' recreation
BB1	Montague Close Open Space	Bankside, Borough and London Bridge	Pocket Park	Designate as OOS	Space performs an important riverside space of high amenity value
BB2	Crossbones Graveyard	Bankside, Borough and London Bridge	Other	Designate as OOS	Space has potential as park to meet projected quantity deficiency
BB3	Tate Garden	Bankside, Borough and London Bridge	Natural or semi-natural greenspaces	Designated as OOS	Space performs an important role for local residents' recreation
CW1	St Pauls Sports Ground	Canada Water & Rotherhithe	Outdoor Sports Facilities - education	Allocated in the Canada Water AAP for open space	Potential to be brought back into use for a range of open space uses. Could help to alleviate access deficiency to allotments
CW2	The Former Nursery	Canada Water & Rotherhithe	Natural or semi-natural greenspaces	Allocated in the Canada Water AAP for open space	Potential to be brought back into use for a range of open space uses. Could help to alleviate access deficiency to allotments
CW3	Cumberland Wharf	Canada Water & Rotherhithe	Pocket Park	Designate as OOS	Space is of high quality and has high amenity value
CW4	Surrey Docks Adventure Playground	Canada Water & Rotherhithe	Provision for young people and teenagers	Designate as OOS	Space is large enough to warrant protection and plays an important role in providing children's play facilities in this location

Space ID	Space Name	Sub-Area	Typology	Recommended Designation	Justification
CW5	Neptune Street Park	Canada Water & Rotherhithe	Pocket Park	Designate as OOS	Space is of relatively low quality and low value but does provide opportunities for sitting out
EC1	Carter Place	Elephant and Castle	Other	Designate as OOS	Space performs an important role for local residents' recreation
EC2	Diversity Garden	Elephant and Castle	Natural or semi-natural greenspaces	Designate as OOS	Space performs an important role for local residents' recreation
PN1	Jowett Street Park	Peckham & Nunhead	Small Local Park	Designate as BOL	Space performs an important role for local residents' recreation
PN2	Lyndhurst Square	Peckham & Nunhead	Amenity Greenspace	Designate as OOS	Space performs an important role for local residents' recreation
PN3	Montague Square	Peckham & Nunhead	Pocket Park	Designate as OOS	Space performs an important role for local residents' recreation
PN4	Brayards Green	Peckham & Nunhead	Amenity space	Designate as OOS	Space performs an important role for local resident's' recreation
PN5	Buchan Hall Sports Pitch	Peckham & Nunhead	Outdoor Sports Facilities - private	Designate as OOS	Space performs an important role for local residents' recreation
PN6	Kirkwood Road Nature Garden	Peckham & Nunhead	Small Local Park	Designate as OOS	Space performs an important role for local residents' recreation
D1	The Spinney	Dulwich	Natural or semi-natural greenspaces	Designate as BOL	Space is of high quality and has high amenity value

Approach to Standards

Current Approach to Derivation of Standards

- 8.65 Southwark's Core Strategy (2011) and Adopted UDP (2007) do not include any open standards at present. Although there is some limited analysis of District Park and Local Park deficiency areas, there is no quantity standard for the amount of parks per 1,000 population.
- 8.66 Without quantity standards there is no benchmark against which existing levels provision of public parks can be measured, and it is not possible to establish the level of provision that should be provided in new developments that are in areas of deficiency.
- 8.67 The Council's S106 planning obligations SPD, identifies that provision of open space will be sought based on the borough average provision (2.0ha / 1,000 open space), although this is not broken down further into open space type.
- 8.68 While policies for Metropolitan Open Land, Borough Open Land and Other Open Space are in place there are currently no quantity, quality or accessibility standards within the UDP or Core Strategy.
- 8.69 It is necessary to set locally based standards of provision for the following categories of open space where it is important that local needs are provided for locally on a consistent basis:
- public park and gardens provision;
 - provision for children and teenagers;
 - outdoor playing fields in secure community use;
 - natural or semi natural greenspace; and
 - allotment provision.
- 8.70 It is not appropriate to set borough-wide standards of provision for the remaining types of open space provision as these will be provided on a site by site basis as opportunities arise. However, amenity greenspace and civic spaces should be integrated within new areas of residential, mixed use and commercial development within Southwark. The exact level and type of provision should be responsive to the nature of the development and the existing level and type of provision available in the area, and should follow the guidelines set out in the borough's Residential Design Standards SPD. In certain areas of the borough amenity greenspace and other forms of open space form an integral part of the urban fabric and contribute towards local character and distinctiveness. For this reason it is inappropriate to define either a consistent quantity or access standards relating to such provision.
- 8.71 PPG17 and the associated companion guide suggest there is a need for a local approach to setting open space standards, including a quantitative, qualitative and access component. This study has considered these components to recommend appropriate standards for types of open space identified above.

Approach to Derivation of Standards

Parks

Quantity Standard

8.72 Chapter 5 identified that there is a total of 0.85ha of park provision per 1,000 population. This is expected to fall to 0.72ha of park provision per 1,000 population in 2026, taking into account the projected increase in population of 54,000 people between 2011 and 2026. The residents' survey revealed that Southwark has a relatively high level of satisfaction with the current levels of provision and quality of open space. When combined with the results of the benchmarking exercise of open space provision in other London authorities, it is considered that a standard of 0.72ha per 1,000 population is realistic. The sub-areas which fall below the 0.72ha per 1,000 population, and should be prioritised for additional park provision, are:

- Bankside, Borough and London Bridge;
- Bermondsey and Old Kent Road;
- Camberwell; and
- Elephant and Castle

Accessibility Standard

8.73 Access to park provision has been assessed using the residents' survey results undertaken as part of this study. Respondents were asked how long they travelled to reach each of the types of open space they use. For larger spaces travel patterns to individual spaces were also recorded. Information was recorded on the preferred mode of transport for each type of space. By taking account of the findings of the residents' survey it has been possible to develop access standards that reflect the current use and access patterns that occur in the borough.

8.74 Consistent with the recommendation of the Companion Guide to PPG17 the effective catchment area for users of each type of space represents the travel time/distance from which at least 70-80% of users are drawn.

8.75 Catchment areas were derived by converting travel times in to distances for the preferred travel mode for each type of provision. It is a walking-based standard, where a five minute walking time equates to a 400m distance on the ground. To represent distances on the ground as a straight line distance, a 70% multiplier has been applied to the distances so that an 400m journey is represented by a 280m catchment area (consistent with the findings of a number of planning policy studies).

8.76 These parameters recognise that people cannot always make straight line trips between their home and their nearest open space due to severance factors such as railway lines, busy roads, the location of entrances and the morphology and grain of the pedestrian route network. The adjusted catchment distance is also considered to better represent the walking distances for less mobile people, such as parents with young children, the elderly and disabled.

- 8.77 The open space access standards are evidence based, reflecting local patterns of usage. These are also broadly consistent with the GLA parks hierarchy (see Table 4.1). The following access standards are therefore recommended for adoption.
- All residents within the borough should have access to a Metropolitan park within 3.2km from home.
 - All residents within the borough should have access to a District park within 1.2km from home.
 - All residents within the borough should have access to a Local park, Small Local park or Pocket park within 400m from home.
 - All residents within the borough should have access to an area of public park within 400m from home. The definition of a public park is as identified within the parks hierarchy defined within Chapter 4.

Quality Standard

- 8.78 Public parks within the borough should be of good quality and provide the range of facilities associated with their respective tier of the parks hierarchy. The Green Flag assessment identifies spaces with a ranking of 6 and above to be considered as good quality. Those public parks which either under perform in terms of their value to the local community or their condition should be improved consistent with the guidelines identified.

Children's Play

Quantitative Component

- 8.79 We recommend that the adopted Mayor of London (GLA) playable space typology is used in order to derive standards for children's play.
- 8.80 We recommend the GLA standard of 10 m² per child for new development should be adopted. However a certain level of formal provision should be included in this 10 m² standard.
- 8.81 Proposals for new housing development should be accompanied by proposals to improve children's play provision. The nature of such improvements should reflect the additional play provision needs generated as a result of the proposed development. The exact form of play provision should be identified following consultation with the local community to identify local priorities.
- 8.82 If the proposed development is located within an identified area of deficiency for children's play provision it will be necessary for additional land to be brought into use for the purposes of children's play. Developer contributions towards the provision for children and teenagers would assist in meeting deficiencies in children's play provision. It may be appropriate for such provision to be incorporated within the curtilage of the proposed development. Alternatively, a contribution to off-site provision may be appropriate.
- 8.83 If the proposed development is not located in an area which is deficient in access to formal children's play provision then consideration should be given to any deficiency in quality or value of existing provision which may include improving the range facilities for particular age groups not well served at present and improving the condition of facilities provided.