



LONDON BOROUGH OF HAVERING

OPEN SPACE STUDY

STANDARDS PAPER

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QUALITY, INTEGRITY, PROFESSIONALISM

Knight, Kavanagh & Page Ltd

Company No: 9145032 (England)

MANAGEMENT CONSULTANTS

Registered Office: 1 -2 Frecheville Court, off Knowsley Street, Bury BL9 0UF

T: 0161 764 7040 E: mail@kcp.co.uk www.kcp.co.uk



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INTRODUCTION

This is the Open Space Standards Paper prepared by Knight, Kavanagh & Page (KKP) for London Borough of Havering (LBH). It follows on from the preceding Open Space Assessment Report. Together the two documents provide an evidence base to help inform the future provision for open spaces in the Havering area.

The study sits alongside the Playing Pitch Strategy (PPS) and the Indoor Sport and Leisure Facility Strategy which are also being undertaken by KKP (provided in separate reports). The open space typology of formal outdoor sports is covered within the associated PPS. The PPS is undertaken in accordance with the methodology provided in Sport England's 'Playing Pitch Strategy Guidance: An approach to developing and delivering a Playing Pitch Strategy' (2013). The Indoor Sport and Leisure Facility Strategy is in accordance with Sport England's Assessing Needs and Opportunities Guide (ANOG) for indoor and outdoor sports facilities 2014.

The evidence presented in this report should be used to inform local plan and supplementary planning documents. It helps identify the deficiencies and surpluses in existing and future provision. In addition, it should help set an approach to securing open space facilities through new housing development and help form the basis for negotiation with developers for contributions towards the provision of appropriate open space facilities and their long term maintenance.

Scope

In accordance with best practice recommendations a size threshold of 0.2 hectares has been applied to the inclusion of some typologies within the study. This means that, in general, sites that fall below this threshold are not audited. The table below details the open space typologies included within the study:

	Typology	Primary purpose
Greenspaces	Parks and gardens	Accessible, high quality opportunities for informal recreation and community events.
	Natural and semi-natural greenspaces	Wildlife conservation, biodiversity and environmental education and awareness. Includes urban woodland and beaches, where appropriate.
	Amenity greenspace	Opportunities for informal activities close to home or work or enhancement of the appearance of residential or other areas.
	Provision for children and young people	Areas designed primarily for play and social interaction involving children and young people, such as equipped play areas, MUGAs, skateboard areas and teenage shelters.
	Allotments	Opportunities for those people who wish to do so to grow their own produce as part of the long term promotion of sustainability, health and social inclusion.
	Cemeteries, disused churchyards and other burial grounds	Quiet contemplation and burial of the dead, often linked to the promotion of wildlife conservation and biodiversity.

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	Typology	Primary purpose
Civic spaces	Civic and market squares and other hard surfaced areas designed for pedestrians including the promenade	Providing a setting for civic buildings, public demonstrations and community events.

The provision standards used to determine deficiencies and surpluses for open space are set in terms of quantity, quality and accessibility throughout the report.

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ASSESSMENT REPORT SUMMARIES

The following section provides a summary from the Assessment Report on a typology by typology basis.

Parks and gardens

- ◀ 24 sites are classified as parks and gardens totaling 641 hectares.
- ◀ Catchment gaps are noted to the east of the Central Analysis Area and to the south west of the South Analysis Area. This is thought to be sufficiently serviced by other forms of open space such as amenity greenspace which provide opportunities to recreation.
- ◀ Nearly all parks score both above and below the threshold for quality. The lowest scoring site is Grenfell Park. Issues with litter are highlighted.
- ◀ High scoring sites for quality, such as Upminster Park and Raphael Park, do so due to the wide range of features they contain and the excellent standards of provision.
- ◀ There are several sites with Green Flag Award status.
- ◀ All sites (except one) are assessed as being of high value, with the important social interaction, health benefits, ecological value and sense of place sites offer being recognised.

Natural and semi-natural greenspace

- ◀ LBH has 22 natural and semi-natural greenspace sites covering 441 hectares. The area also contains the nationally recognised Rainham Marshes RSPB Reserve.
- ◀ The 30 minute drive time accessibility standard shows no shortfalls. However, gaps are highlighted from the 10 minute walk time catchment; mostly the densely populated areas. New natural sites are not thought to be required to meet this gap but there may be a need to ensure that other types of open spaces contain such associated features.
- ◀ There are seven designated LNRs in LBH which means the area sufficiently meets the ANGSt standard recommended for provision.
- ◀ Natural greenspace sites are of good quality with 77% rating above the threshold.
- ◀ Sites rating below the threshold are due to a poor general appearance and cleanliness. Often other issues are observed such as litter and fly tipping.
- ◀ Nearly all sites rate above the threshold for value. Only three score below the threshold; Straight Road Woodlands, Shoulder of Mutton and The Chase. These also rate low for quality. However, their role as habitat provision is acknowledged.
- ◀ Higher scoring sites for value, such as Broadfields & Thames Chase Forest Centre, provide an excellent range of opportunities and uses for visitors.

Amenity greenspace

- ◀ There are 54 amenity greenspace sites in LBH; 129 hectares of amenity space.
- ◀ Provision is relatively evenly spread across LBH. Although the Central Analysis Area has a slightly lower amount per 1,000 populations (0.39) compared to 0.68 and 0.56 respectively for the North and South areas.
- ◀ The 10 minute walk time suggests a good level of coverage. Gaps in provision are noted against a five minute walk time. These are, however, served by other open space typologies.
- ◀ Overall amenity greenspaces quality is positive. Half of sites rate above the threshold and only a handful face any specific issues; some due to size, access or maintenance.
- ◀ In addition to its multifunctional role, amenity greenspace makes a valuable contribution to visual aesthetics for communities – hence most sites rate above the threshold for value.
- ◀ 17 sites rate low for quality and value. Where they cannot be improved, some may be better suited to be/become different forms of open space or could feasibly be surplus.

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Provision for children and young people

- ◀ There are 40 play provision sites in LBH; a total of over six hectares.
- ◀ Over half of play provision sites (22) are identified as also containing play facilities catering for older age ranges. There are also 14 sites with outdoor gym equipment.
- ◀ The South Analysis Areas has the highest amount of provision per 1,000 populations. Not surprisingly the area has the greater amount of total provision.
- ◀ The 10 minute walk time accessibility standard covers the majority of the area. However, there are a few gaps noted in the Central and South Analysis Areas.
- ◀ The majority (80%) play sites are above the threshold for quality. Quality is generally good. There are a few sites where a perceived lack of maintenance and appearance is noted.
- ◀ All play provision is rated above the threshold for value.

Allotments

- ◀ There are 27 allotments sites in LBH: equating to more than 36 hectares.
- ◀ All are owned by the Council and self managed by allotment association.
- ◀ Current amount of provision is below the NSALG recommended amount. Furthermore, no individual analysis area meets the NSALG standard either.
- ◀ There are waiting lists for allotments across LBH; suggesting that demand for allotments is not currently being met by supply.
- ◀ Despite a few sites being below the quality threshold, for the majority of allotments quality is sufficient.
- ◀ All allotments are assessed as high value reflecting the associated social inclusion and health benefits, their amenity value and the sense of place offered by provision.
- ◀ Continuing measures should be made to provide additional plots in the future.

Cemeteries

- ◀ LBH has six cemeteries and churchyards: just less than 29 hectares of provision.
 - ◀ There is a fairly even distribution of provision across Havering.
 - ◀ The need for additional burial provision is driven by the demand for burials and capacity; currently there would appear to be a sufficient amount of capacity remaining.
 - ◀ Nearly all cemeteries and churchyards rate above the threshold for quality. However, one sites rates below the threshold. This is viewed as having a poorer level of maintenance and appearance in comparisons to other sites.
- All cemeteries are assessed as high value in LBH, reflecting that generally provision has a cultural/heritage role and provide a sense of place to the local community.

Civic space

- ◀ Four are sites classified as civic spaces in LBH equating to less than one hectares of provision. Most sites are identified as war memorials with the exception of Romford Market Place.
- ◀ Other forms of provision in the area (e.g. parks and gardens) also provide localised opportunities associated with the function of civic space.
- ◀ Quality and value of provision is good with an acceptable maintenance and appearance. Sites provide an important and unique cultural/heritage role to local communities.
- ◀ The Market Place is subject to regeneration plans which will further increase its quality and value.

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QUALITY STANDARDS

The quality standard is in the form of a quality and value matrix. In order to determine whether sites are high or low quality (as recommended by best practice guidance) the results of the site assessments have been colour-coded against a baseline threshold; high being green and low being red.

The primary aim of applying a threshold is to identify sites where investment and/or improvements may be required. It can also be used to set an aspirational quality standard to be achieved (if desired) in the future and to inform decisions around the need to further protect sites from future development (particularly when applied with its respective value score in a matrix format).

The base line threshold for assessing quality is set around 60%, based on the pass rate for Green Flag Award criteria (site visit criteria also being based on the Green Flag Award). This is the only national benchmark available for parks and open spaces. No other good practice examples are adopted for the setting of quality and value thresholds in the UK.

Site visit criteria used for Green Flag are not always appropriate for every open space typology and are designed to represent an exceptionally high standard of site. Therefore, the baseline threshold (and subsequent applied standard) for certain typologies is lowered to better reflect local circumstances, whilst still providing a distinction between sites of a higher or lower quality.

Quality and value thresholds

Typology	Quality threshold	Value threshold
Parks and gardens	60%	20%
Natural and semi-natural greenspace	50%	20%
Amenity greenspace	50%	20%
Provision for children and young people	60%	20%
Allotments	50%	20%
Cemeteries/churchyards	60%	20%
Civic space	50%	20%

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Identifying deficiencies

Quality

The following table is a summary of the application of the quality standards in Havering.

Quality scores for all open space typologies

Typology	Threshold	Scores			No. of sites	
		Lowest score	Average score	Highest score	Low	High
Allotments	50%	36%	53%	70%	4	18
Amenity greenspace	40%	9%	48%	75%	27	27
Cemeteries/churchyards	50%	66%	73%	89%	1	5
Provision for children & young people	60%	30%	66%	90%	8	32
Civic space	50%	51%	53%	56%	-	3
Park and gardens	50%	18%	53%	86%	5	17
Natural & semi-natural greenspace	60%	31%	71%	93%	2	22
TOTAL	-	9%	59%	93%	47	124

A total of 171 sites receive a rating for quality and value out of the 176 site included in the audit. Sites not receiving a quality and value score were either not viewable at the time of the visit or only added to the study at a late stage.

Most assessed open spaces in LBH (73%) rate above the quality thresholds set. Proportionally a higher percentage of parks and gardens (77%) rate above the threshold for quality. This is a reflection of their excellent appearance and high standard.

The typologies of cemeteries, provision for children and young people, civic space and natural and semi-natural greenspace are generally all of a good quality. In particular, the proportion of natural and semi-natural greenspace and cemeteries rate as being of a high quality is noticeable. Although these typologies still contain rating below the thresholds.

Amenity greenspace has a higher proportion of sites to rate below the threshold than compared to other typologies; half of provision scores low for quality. This is thought to reflect the difference in the wide range and type of sites classified under this typology; as some sites are without additional features or facilities in comparison to others.

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Value

The following table is a summary of the application of the value standards in Havering.

Value scores for all open space typologies

Typology	Threshold	Scores			No. of sites	
		Lowest score	Average score	Highest score	Low	High
Allotments	20%	28%	37%	48%	-	22
Amenity greenspace	20%	4%	29%	61%	17	37
Cemeteries/churchyards	20%	30%	43%	59%	-	6
Provision for children & young people	20%	36%	60%	87%	-	40
Civic space	20%	42%	49%	53%	-	3
Natural & semi-natural greenspace	20%	12%	35%	64%	3	19
Park and gardens	20%	15%	54%	77%	1	23
TOTAL	20%	4%	44%	87%	21	150

The majority of sites (88%) are assessed as being above the threshold for value. That nearly all typologies rate high for value reflects their role in and importance to local communities and environments.

Amenity greenspaces have a slightly higher proportion of low value provision. This reflects a lack of ancillary features at some sites leading to a lack of recreational use in comparison to other sites. The typology also contains a number of smaller sized sites. However, the value these provide in offering a visual and recreational amenity as well as a break in the built form can still be important.

A high value site is considered to be one that is well used by the local community, well maintained (with a balance for conservation), provides a safe environment and has features of interest; for example, play equipment and landscaping. Sites that provide for a cross section of users and have a multi-functional use are considered a higher value than those offering limited functions and that are thought of as bland and unattractive.

Quality and value matrix

Assessing the quality and value of open spaces is used to identify those sites which should be given the highest level of protection by the planning system, those which require enhancement in some way and those which may no longer be needed for their present purpose.

When analysing the quality/value of a site it should be done in conjunction with regard to the quantity of provision in the area (whether there is a deficiency).

Presented below is a high/low classification giving the following possible combinations of quality and value for open spaces:

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High quality/low value

The preferred policy approach to a space 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 (i.e. another open space type). Only if this is also impossible will it be acceptable to consider a change of use.

High quality/high value

All open spaces should have an aspiration to come into this category and the planning system should then seek to protect them. Sites of this category should be viewed as being key forms of open space provision.

Low quality/low value

The policy approach to these spaces or facilities in areas of identified shortfall should be to enhance their quality provided it is possible also to enhance their value.

For spaces or facilities in areas of surplus a change of primary typology should be first considered. If no shortfall of other open space typologies is noted than the space or facility may be redundant/ 'surplus to requirements'.

If there is a choice of spaces or facilities of equal quality to declare surplus, and no need to use one or part of one to remedy a deficiency in some other form of open space or sport and recreation provision, it will normally be sensible to consider the one with the lowest value to be more disposable. Similarly, if two are of equal value, it will normally be sensible to consider disposal of the one of lower quality.

Low quality/high value

The policy approach to these spaces should be to enhance their quality to the applied standards. Therefore, the planning system should initially seek to protect them if they are not already so.

Please refer to the Appendix for tables showing the application of the quality and value matrix presented for each analysis area. However, the following tables provide a summary of the matrix. The location and proximity to similar open space typologies has been used to identify if the action identified for a site should be a priority

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Policy implications and recommendations

Following application of the quality and value matrix a summary of the actions for any relevant sites in each analysis area is shown below.

Central Analysis Area

Summary	Action
Allotments	
<ul style="list-style-type: none"> Two allotments score low for quality; Strathmore Gardens and Macon Way 	<ul style="list-style-type: none"> Enhance quality of sites where possible; review site security and general site appearance.
Amenity greenspace	
<ul style="list-style-type: none"> Low quality ratings at three sites; Jutsums Recreation Ground, Fleet Close and Cornflower Way Seven sites rate low for quality and value 	<ul style="list-style-type: none"> Quality of sites should be enhanced where possible. Explore controls to prevent illegal use and pathways. Explore access at sites such as Rush Green, Whitelands Way and The Dell. Explore enhancing quality of larger sites with greater recreational potential such as Lilliput Road and Elliot Playing Field (e.g. introduction of greater ancillary features such play equipment).
Cemeteries and churchyards	
<ul style="list-style-type: none"> All sites rate high for quality and value 	n/a
Parks and gardens	
<ul style="list-style-type: none"> Low quality rating for Havering Well Garden Low quality and value rating for Grenfell Park 	<ul style="list-style-type: none"> Site quality should look to be enhanced where possible (e.g. review site appearance and paths to bring in line with other provision sites of same type) Enhance quality of site with view to also enhancing value (e.g. review maintenance and general site appearance in line with other provision sites of same type)
Natural and semi-natural greenspace	
<ul style="list-style-type: none"> Low quality and value rating for The Chase 	<ul style="list-style-type: none"> Enhance quality of site with view to also enhancing value where possible (e.g. explore appearance improvement options and condition/quality of paths).
Provision for children and young people	
<ul style="list-style-type: none"> Low quality rating for three sites; Bancroft Chase Playsite, Jutsums Recreation Ground and Fleet Close Playsite. 	<ul style="list-style-type: none"> Quality of sites should be enhanced where possible; exploring the range and general quality of equipment on sites may be appropriate.

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North Analysis Area

Summary	Action
Allotments	
<ul style="list-style-type: none"> Two allotments score low for quality; Robin Close and Havering Grange. 	<ul style="list-style-type: none"> Enhance general quality of site where possible.
Amenity greenspace	
<ul style="list-style-type: none"> Low quality ratings at four sites; Priory Road, Farringdon Avenue, Chudleigh Road & Broxhill Centre. Three sites rate low for quality and value; Sheffield Drive, Keats Avenue and Gooshays Garden 	<ul style="list-style-type: none"> Quality of sites should be enhanced where possible. General appearance and maintenance should be reviewed. Enhance quality of sites if also possible to enhance value.
Cemeteries and churchyards	
<ul style="list-style-type: none"> All sites rate high for quality and value 	n/a
Parks and gardens	
<ul style="list-style-type: none"> All sites rate high for quality and value 	n/a
Provision for children and young people	
<ul style="list-style-type: none"> Low quality rating for two sites; St Neots Play Area and Myrtle Road Play Area. 	<ul style="list-style-type: none"> Quality of sites should be enhanced where possible; quality of equipment on sites should be reviewed.
Natural and semi-natural greenspace	
<ul style="list-style-type: none"> Low quality rating for Shoulder of Mutton Wood and Sage Wood. Two sites score low on quality and value; Straight Road Woodlands and Haunted House Woods. 	<ul style="list-style-type: none"> Site quality should look to be enhanced where possible (e.g. explore options to improve site security and maintenance). Enhance quality of the two sites if possible to also enhance value (e.g. review appearance and maintenance of sites).
Provision for children and young people	
<ul style="list-style-type: none"> Low quality rating for three sites; Bancroft Chase Playsite, Jutsums Recreation Ground and Fleet Close Playsite. 	<ul style="list-style-type: none"> Quality of sites should be enhanced where possible; exploring the range and general quality of equipment on sites may be appropriate.

South Analysis Area

Summary	Action
Allotments	
<ul style="list-style-type: none"> All assessed sites rate high for quality and value 	n/a
Amenity greenspace	
<ul style="list-style-type: none"> Two sites rate low for quality; Ockendon Road and The Glens. Seven sites rate low for quality and value 	<ul style="list-style-type: none"> Look to enhance site quality where possible (e.g. review maintenance of sites) Explore possibility to enhance quality of larger sites such as Stirling Close provided it is possible to also enhance value.

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Summary	Action
<i>Cemeteries and churchyards</i>	
<ul style="list-style-type: none"> St Helens & St Giles Churchyard rates low for quality. 	<ul style="list-style-type: none"> Site quality should look to be enhanced where possible; explore maintenance regime.
<i>Parks and gardens</i>	
<ul style="list-style-type: none"> All sites rate high for quality and value 	n/a
<i>Provision for children and young people</i>	
<ul style="list-style-type: none"> Low quality rating for two sites; Whybridge Close Playsite and Brookway Playsite. 	<ul style="list-style-type: none"> Quality of sites should be enhanced where possible; quality and range of equipment on sites should be reviewed.
<i>Natural and semi-natural greenspace</i>	
<ul style="list-style-type: none"> All sites rate high for quality and value 	n/a

Management and development

The following issues should be considered when undertaking site development or enhancement:

- Site's significance to local area and community.
- Planning permission requirements and any foreseen difficulties in securing permission.
- Gaining revenue funding from planning contributions in order to maintain existing sites.
- Gaining planning contributions to assist with the creation of new provision where need has been identified.
- Analysis of the possibility of shared site management opportunities.
- The availability of opportunities to lease site to external organisations.
- Options to assist community groups/parish councils to gain funding to enhance existing provision.
- Negotiation with landowners to increase access to private strategic sites.

Community funding sources

Outside of developer contributions there are also a number of potential funding sources¹ available to community and voluntary groups. Each scheme is different and is designed to serve a different purpose. In order for any bid to be successful consideration to the schemes criteria and the applicant's objectives is needed. Sources for funding applications are continuously changing and regular checking of funding providers should be undertaken.

¹ Source: Potential funding for community green spaces, DCLG

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ACCESSIBILITY STANDARDS

Accessibility standards for different types of provision are a tool to identify communities currently not served by existing facilities. It is recognised that factors that underpin catchment areas vary from person to person, day to day and hour to hour. This problem is overcome by accepting the concept of 'effective catchments', defined as the distance that would be travelled by the majority of users.

Guidance is offered by the Greater London Authority (GLA) (2008): 'Open Space Strategies: Best Practice Guidance' and Fields In Trust; 'Beyond Six Acre Standard' (2015) with regard to appropriate catchment areas for authorities to use. However, in order to make accessibility standards more locally specific to Havering, we propose to use data from the survey consultation to set appropriate catchments. The following standards are recorded from the survey in relation to how far individuals are willing to travel to access different types of open space provision.

Table 4: Accessibility standards to travel to open space provision

Typology	Applied standard
Parks and gardens	15 minute walk time (1,200m)
Natural and semi-natural	10 minute walk time (800m)
	30 minute drive time
Amenity greenspace	5 minute (400m) & 10 minute (800m) walk time
Provision for children and young people	10 minute walk time (800m)
Allotments	10 minute walk time (800m)
Cemeteries	No standard set
Civic spaces	No standard set

Most typologies are set as having an accessibility standard of a 10 minute walk time. However, for certain typologies, such as amenity greenspace, accessibility is deemed to be more locally based. Subsequently a shorter accessibility standard has been applied.

For other forms of provision such as parks and gardens and natural and semi-natural greenspace a willingness to travel further is highlighted. Therefore, a slightly longer distance of standard is applied.

No standard is set for the typologies of cemeteries or civic spaces. It is difficult to assess such typologies against catchment areas due to their nature and usage. For cemeteries, provision should be determined by demand for burial space.

Identifying deficiencies

If an area does not have access to the required level of provision (consistent with the hierarchy) it is deemed deficient. KKP has estimated how many sites, of a minimum size are needed to provide comprehensive access to this type of provision (in hectares).

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The GLA and FIT provide some guidance on minimum site sizes available for open spaces in instances where provision is deemed missing:

GLA minimum size of site:

Classification	Minimum size of site
Allotments	0.4 ha (0.025 per plot)
Amenity greenspace	0.4 ha
Civic spaces	0.4 ha
Natural and semi natural	0.4 ha
Parks and gardens	2 ha
Play areas (equipped) ²	0.04 ha
Play areas (informal/casual)	0.04 ha

Source: GLA Open space strategies: Best practice guidance (2009)

Policy implications and recommendations

In general, the applied walk time catchment for each typology tends to cover the analysis areas. However, minor gaps are highlighted for certain typologies.

The table below summaries the deficiencies identified from the application of the accessibility standards, together with the recommended actions. Please refer to the Open Space Assessment Report to view the maps.

Central Analysis Area

Typology	Identified need (catchment gap)	Action
Amenity greenspace	◀ Noticeably gaps to central area	◀ Gap is served by other provision sites such as Lodge Farm Park and Cotton Park.
Parks and gardens	◀ Sight gap to east of central analysis area	◀ Gap is served by other provision sites such as Folkes Land Woodland and AGS such as Upminster Hall Playing Fields and Cranham Playing Fields.
Provision for children and young people	◀ Gap in provision observed to Gallows Corner area. Minor gap to Emerson Park area.	◀ New play provision should be sought to a minimum size of 0.04 hectares each in order to meet gap in catchment mapping in Gallows Corner and Emerson Park.

North Analysis Area

Typology	Identified need (catchment gap)	Action
Amenity greenspace	◀ Minor catchment gaps in amenity provision identified.	◀ Gap is served by other provision sites such as Havering Country Park and Lawns Park.

² Minimum recommended size for play areas by Fields In Trust

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Typology	Identified need (catchment gap)	Action
Provision for children and young people	<ul style="list-style-type: none"> ◀ No gaps in provision for younger children. 	<ul style="list-style-type: none"> ◀ n/a

South Analysis Area

Typology	Identified need (catchment gap)	Action
Parks and gardens	<ul style="list-style-type: none"> ◀ Sight gap to south west of south analysis area 	<ul style="list-style-type: none"> ◀ Gap is served by other provision sites such as Ingrebourne Hill and Mardyke.
Provision for children and young people	<ul style="list-style-type: none"> ◀ Gap in provision observed on border of Central Analysis Area. Gap also observed to the east of Rainham. 	<ul style="list-style-type: none"> ◀ New play provision should be sought to a minimum size of 0.04 hectares each in order to meet gap in catchment mapping in Gallows Corner and Emerson Park.

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QUANTITY STANDARDS

The following calculation is an example of how we calculate quantity standards for the London Borough of Havering. This is done on a typology by typology basis to calculate how much open space provision per 1,000 people is needed to strategically serve the area now and in the future. An explanation about the different column headings can be found on the following pages.

Analysis areas	Current provision (ha) [*]	Current population	Current standard	Identified deficiencies [†]	Total future provision (ha)	Standard based on current demand	Future population	Provision in 2031 (ha)	Provision in 2031 based on LBH standard (ha)
	(A)	(B)	(C)	(D)	(E)	(F)	(G)	(H)	(I)
Area A (1)			A/B*1000		A+D	E/B*1000		F*G/1000-A	F4*G/1000-A
Area B (2)									
Area C (3)									
Study Area (4)									

No quantity standard is set for cemetery provision. As such provision is determined by demand for burial space.

^{*} Taken from the project/audit database, supplied as an electronic file

[†] Provision to meet catchment gaps

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Current level of provision (column A)

The starting point for calculating quantitative standards is the total current provision within a given analysis area. Current provision usually has a high impact on aspirational future standards. Residents often base their judgement of need on or around current provision.

Current population (column B)

The current population in 2016 for the Havering area is 248,900 (Greater London Authority 2015 round ward population projections – SHLAA based; Capped Household Size model).

Current standard (column C)

A current standard (on a 'per 1,000 population of head') is calculated for each analysis area by dividing the current level of provision for a typology by the population identified in an analysis area.

Deficiencies (column D)

The accessibility catchment mapping (outlined above) is primarily used to demonstrate which areas are deficient in provision. Deficiency against the catchment mapping is calculated by identifying gaps/areas not covered by the minimum level of provision required (as illustrated in the maps contained within the assessment report). This is based on achieving comprehensive access, whereby people across the LB Havering can access different types of open space within specific distances and/or walking times (see accessibility standards earlier).

If a settlement does not have access to the required level of open space provision (as identified by mapping) it is deemed deficient. KKP has estimated how many sites, of a minimum size (i.e., as recommended by guidance), are needed to provide comprehensive access to this type of provision.

Total future provision (column E)

The total amount of provision required in the future for an analysis area is calculated by adding any identified deficiencies to the current level of existing provision. This ensures that provision needed to meet existing gaps is incorporated into the standards and calculations for the future.

Standard based on current demand (column F)

Once a new total amount of provision is gained by adding in any deficiencies to the current provision, a current minimum provision standard can be calculated. This takes into account current demand for open spaces and should be specific to each particular area.

Future population (column G)

By 2031 the Borough's population is projected to increase to 279,729 representing an increase of 30,829 (or equivalent to a percentage increase of 12.4%) according to the same GLA 2015 population projections. The current and predicted populations for each of the analysis areas within the LB Havering are shown in Table 6.

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Table 6: Population projections

Analysis area	Current Population	Population increase	Population in 2031
Central	113,629	17,397	131,026
North	69,247	2,445	71,692
South	66,024	10,987	77,011
LB HAVERING	248,900	30,829	279,729

GLA 2015 round ward population projections - SHLAA-based; Capped Household Size model

Provision in 2031 (column H)

This column substantiates the actual deficiency in terms of the difference in hectares between current provision and future need for each analysis area, based on future growth having taken into account any identified deficiencies.

Provision in 2031 based on Havering standard (column I)

This column substantiates the deficiency in terms of the difference in hectares between current provision and future need for each analysis area. However, it benchmarks against the overall standard for the LB Havering rather than the individual standard for each analysis areas. No national standards for most open space typologies exist.

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Parks and gardens

Analysis area	Current provision (ha)	Current population	Current standard	Identified deficiencies	Total future provision (ha)	Standard based on current demand	Future population	Provision in 2031 (ha)	Provision in 2031 based on Havering standard (ha)
	(A)	(B)	(C)	(D)	(E)	(F)	(G)	(H)	(I)
Central	115.18	113,629	1.01	-	115.18	1.01	131,026	18.16	222.87
North	334.55	69,247	4.83	-	334.55	4.83	71,692	11.72	-149.58
South	191.34	66,024	2.89	-	191.34	2.89	77,011	31.22	9.47
HAVERING	641.07	248,900	2.58	-	641.07	2.58	279,729	80.63	

To maintain existing levels of provision all three analysis areas indicate new parks provision is required up to 2031 (column H). Central Analysis Area, North Analysis Area and South Analysis Area suggest provision of 18.16, 11.72 and 31.22 hectares is required respectively. However, against the wider Havering standard (2.58 ha per 1,000 population) as shown in column I, the North Analysis Area does not require new provision as it sufficiently meets the amount of provision recommended based on the Havering standard. It is therefore unlikely that new provision of this type is required in the future.

The Central Analysis Area and South Analysis Area show deficiencies against both the analysis area standard and the Havering standard. Any identified gaps in catchment mapping are relatively small and are met by other forms of open space provision. Therefore, the focus should be on ensuring quality standards are being met for parks provision and that the quality of other forms of existing open space provision such as Uppminster Hall Playing Field, Cranham Playing Fields and Mardyke AGS are sufficient.

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Natural and semi-natural

Analysis area	Current provision (ha)	Current population	Current standard	Identified deficiencies	Total future provision (ha)	Standard based on current demand	Future population	Provision in 2031 (ha)	Provision in 2031 based on Havering standard (ha)
	(A)	(B)	(C)	(D)	(E)	(F)	(G)	(H)	(I)
Central	177.03	113,629	1.56	-	177.03	1.56	131,026	27.37	56.20
North	26.43	69,247	0.38	-	26.43	0.38	71,692	0.81	101.18
South	238.33	66,024	3.61	-	238.33	3.61	77,011	39.68	-101.25
HAVERING	441.79	248,900	1.77	-	441.79	1.78	279,729	56.13	

All analysis areas indicate new provision of natural and semi-natural greenspace is required up to 2031 (column H). The South Analysis Area highlights the need for a greater amount of provision of 39.68 hectares. However, against the wider Havering standard (1.78 ha per 1,000 population) in column I, the area does not require new provision as it sufficiently meets the amount of provision recommended. It is therefore unlikely that new forms of provision are required in the area.

The Central and North analysis areas show that new provision is required against the current standard (column H) and the wider Havering standard (column I). However, in both instances the future requirement is considerably less using the analysis area standard (column H).

Given the large amounts of existing natural and semi-natural greenspace already recorded across Havering as well, it is unlikely that new forms of natural and semi-natural greenspace are needed to be sought through developer contributions. The focus for natural provision should be on ensuring quality standards are being met (p8-10). Furthermore, a general consideration for future planning applications may be to ensure natural and semi-natural features are encouraged on new development sites.

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Amenity greenspace

Analysis area	Current provision (ha)	Current population	Current standard	Identified deficiencies	Total future provision (ha)	Standard based on current demand	Future population	Provision in 2031 (ha)	Provision in 2031 based on Havering standard (ha)
	(A)	(B)	(C)	(D)	(E)	(F)	(G)	(H)	(I)
Central	44.85	113,629	0.39	-	44.85	0.39	131,026	6.25	23.28
North	47.20	69,247	0.68	-	47.20	0.68	71,692	1.55	-9.92
South	37.02	66,024	0.56	-	37.02	0.56	77,011	6.11	3.03
HAVERING	129.06	248,900	0.52	-	129.06	0.52	279,729	16.40	

All analysis areas indicate new provision of amenity greenspace is required up to 2031 (column H). The Central Analysis Area and South Analysis Area demonstrate a need for greater future provision against the current standard (column H) with 6.25 and 6.11 hectares required respectively. In the Central Analysis Area this requirement increases against the wider Havering standard (column I).

The North Analysis Area requires 1.55 ha in order to maintain existing levels for the future. However, against the wider Havering standard (0.52 ha per 1,000 population) in column I, the analysis area does not require new provision as it sufficiently meets the amount based on the wider Havering standard.

Improving the quality of existing provision currently scoring as low for quality and/or value should be considered the priority. Sites helping to serve gaps in other forms of open space provision should especially look to be of a high quality (e.g. Upminster Hall Playing Field, Cranham Playing Fields and Mardyke).

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Provision for children and young people

Analysis area	Current provision (ha)	Current population	Current standard	Identified deficiencies	Total future provision (ha)	Standard based on current demand	Future population	Provision in 2031 (ha)	Provision in 2031 based on Havering standard (ha)
	(A)	(B)	(C)	(D)	(E)	(F)	(G)	(H)	(I)
Central	2.30	113,629	0.02	0.08	2.38	0.02	131,026	0.32	1.63
North	1.72	69,247	0.03	-	1.72	0.03	71,692	0.43	0.46
South	2.40	66,024	0.04	0.08	2.48	0.04	77,011	0.68	-0.09
HAVERING	6.42	248,900	0.03	0.16	6.58	0.03	279,729	1.97	

All analysis areas indicate new provision for children and young people is required up to 2031 (column H).

The South Analysis Area suggests a greater amount of provision is required with 0.68 hectares against the analysis area standards. However, against the wider Havering standard (0.03 ha per 1,000 population) in column I, the area does not require new provision as it sufficiently meets the amount of provision recommended.

Due to identified gaps in catchment mapping for the South Analysis Area additional provision should still be sought up to 2031; this is despite provision being sufficient against the wider Havering standard.

A priority should be to address the areas identified as having gaps in provision particularly in the Central and South analysis areas.

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Allotments

Analysis area	Current provision (ha)	Current population	Current standard	Identified deficiencies	Total future provision (ha)	Standard based on current demand	Future population	Provision in 2031 (ha)	Provision in 2031 based on Havering standard (ha)
	(A)	(B)	(C)	(D)	(E)	(F)	(G)	(H)	(I)
Central	20.03	113,629	0.18	-	20.03	0.18	131,026	3.55	-0.38
North	5.02	69,247	0.07	-	5.02	0.07	71,692	0.00	5.73
South	11.89	66,024	0.18	-	11.89	0.18	77,011	1.97	-0.34
HAVERING	36.94	248,900	0.15	-	36.94	0.15	279,729	5.02	

Collectively the Havering area does not meet the suggested standard of 0.25 hectares per 1,000 population from the National Society of Allotment and Leisure Gardeners (NSALG). The North Analysis Area is noticeably below this standard.

There are also waiting lists at existing sites across Havering; suggesting demand for plots is not currently being met by supply.

It is recommended that waiting list numbers at sites, rather than the application of any standard such as the NSALG standard, may be more appropriate to determine the need for new provision. These will provide a truer reflection to the demand for additional provision.

POLICY ADVICE AND RECOMMENDATIONS

The following section provides a summary on the key findings application of the quantity, quality and accessibility standards. It incorporates and recommends what the Council should be seeking to achieve in order to address the issues highlighted.

Overview

Recommendation 1

- ◀ *Ensure low quality sites in areas are prioritised for enhancement*

The policy approach to these sites should be to enhance their quality to the applied standards (i.e. high quality). This is especially the case if the site is deemed to be of high value to the local community. Therefore, they should initially be protected, if they are not already so, in order for their quality to be improved.

The policy and implications summary of the quality and value matrix (p8-10) identifies those sites that should be given consideration for enhancement if possible.

It is also important for other low quality sites (that may also score low for value) to be addressed in terms of their quality deficiency if possible.

Recommendation 2

- ◀ *Ensure all sites assessed as high for quality and value are protected*

Sites within this category should be viewed as being key forms of open space provision. The quality and value matrix in the Appendix (p30-38) identifies those sites rating high for quality and value. It is important that the Council looks to retain sites of this classification.

Recommendation 3

- ◀ *Sites helping to serve analysis areas identified as having gaps in catchment mapping should be recognised through protection and enhancement*

The policy and implications summary for the accessibility catchment mapping (p12-13) highlights those sites that help to serve other forms of open space provision in the analysis area they are located.

These sites currently help to meet the identified catchment gaps for other open space typologies. The Council should seek to ensure the role and quality of these sites through greater levels and diverse range of features linked to these types of open space. This is in order to provide a stronger secondary role as well as opportunities associated with other open space types. This will also help to minimise the need for new provision in order to address gaps in catchments.

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Recommendation 4

- ◀ *Recognise areas with surpluses in open space provision and how they may be able to meet other areas of need*

For sites identified as low value and/or low quality and value in areas (p8-10), if no improvements can be made a change of primary typology should be considered. If no shortfall of other open space typologies is noted, or it is not feasible to change the primary typology of the site, then the site may be redundant/ 'surplus to requirements'.

Recommendation 5

- ◀ *The need for additional allotment and cemetery provision should be led by demand*

No standards have been set for the provision of cemeteries. Instead provision should be determined by demand for burial space.

In terms of allotments there are waiting lists identified at sites across Havering, suggesting supply is not meeting demand. It is recommended that waiting list numbers, rather than the application of a standard, is more appropriate to determine the need for new provision.

Policy implications

The following section sets out the policy implications in terms of the planning process in Havering. This is intended to help steer the Council in seeking contributions to the improvement and/or provision of any new forms of open space.

How is provision to be made?

The requirements for on-site or off-site provision will vary according to the type of open space to be provided. Collecting contributions from developers can be undertaken through the following two processes.

Community Infrastructure Levy (CIL) and Planning Obligations are the two main mechanisms available to the Council to ensure future development addresses any adverse impacts it creates. If required, Planning Conditions can be used to ensure that key requirements are met.

Planning obligations

Planning Conditions and Obligations (often known as Section 106 Agreements) require individual developments to provide or pay for the provision of development specific infrastructure requirements. They are flexible and deliver a wide range of site and community infrastructure benefits.

A development should make appropriate provision of services, facilities and infrastructure to meet its own needs. Where sufficient capacity does not exist the development should contribute what is necessary, either on-site or by making a financial contribution towards provision elsewhere.

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Community Infrastructure Levy (CIL)

The CIL is a newer method of requiring developers to fund infrastructure facilities including open spaces.

It should apply to most new developments and charges are based on the size and type of new development. It will generate funding to deliver a range of Borough wide and local infrastructure projects that support residential and economic growth.

CILs are to be levied on the gross internal floor space of the net additional liable development. The rate at which to charge such developments is set out within a council's Charging Schedule. This will be expressed in £ per m².

Seeking developer contributions

This document can inform policies and emerging planning documents by assisting in the Council's approach to securing open spaces through new housing development.

The guidance should form the basis for negotiation with developers to secure contributions for the provision of appropriate facilities and their long term maintenance.

Determining contributions

For planning obligations, the following elements should be considered when establishing whether open space provision is required and whether it should be provided on site:

- ◀ Identify a deficit - the total amount of open space provision within the locality and whether the amount of provision can contribute to the above quantity standards/levels set for each typology following completion of the development (p17-21).
- ◀ whether the locality is within the accessibility catchment standards as set for each open space typology (p12-13).
- ◀ whether enhancement of existing provision is required if either or both the quantity and accessibility standards are sufficiently met (p8-10).

In development areas where open space provision is identified as being sufficient in terms of quantity and subsequently, therefore, provision of new open space is not deemed necessary. It may be more suitable to seek contributions for quality improvements and/or new offsite provision in order to address any future demand.

Off site contributions

In instances where it is not realistic for new provision to be provided on site it may be more appropriate to seek to enhance the existing quality of provision and/or improve access to sites. Standard costs for the enhancement of existing open space and provision of new open spaces should be clearly identified and revised on a regular basis by the Council. A financial contribution should be, for example, required principally but not exclusively for the typologies identified in this document; subject to the appropriate authority providing and managing the forms of open space provision.

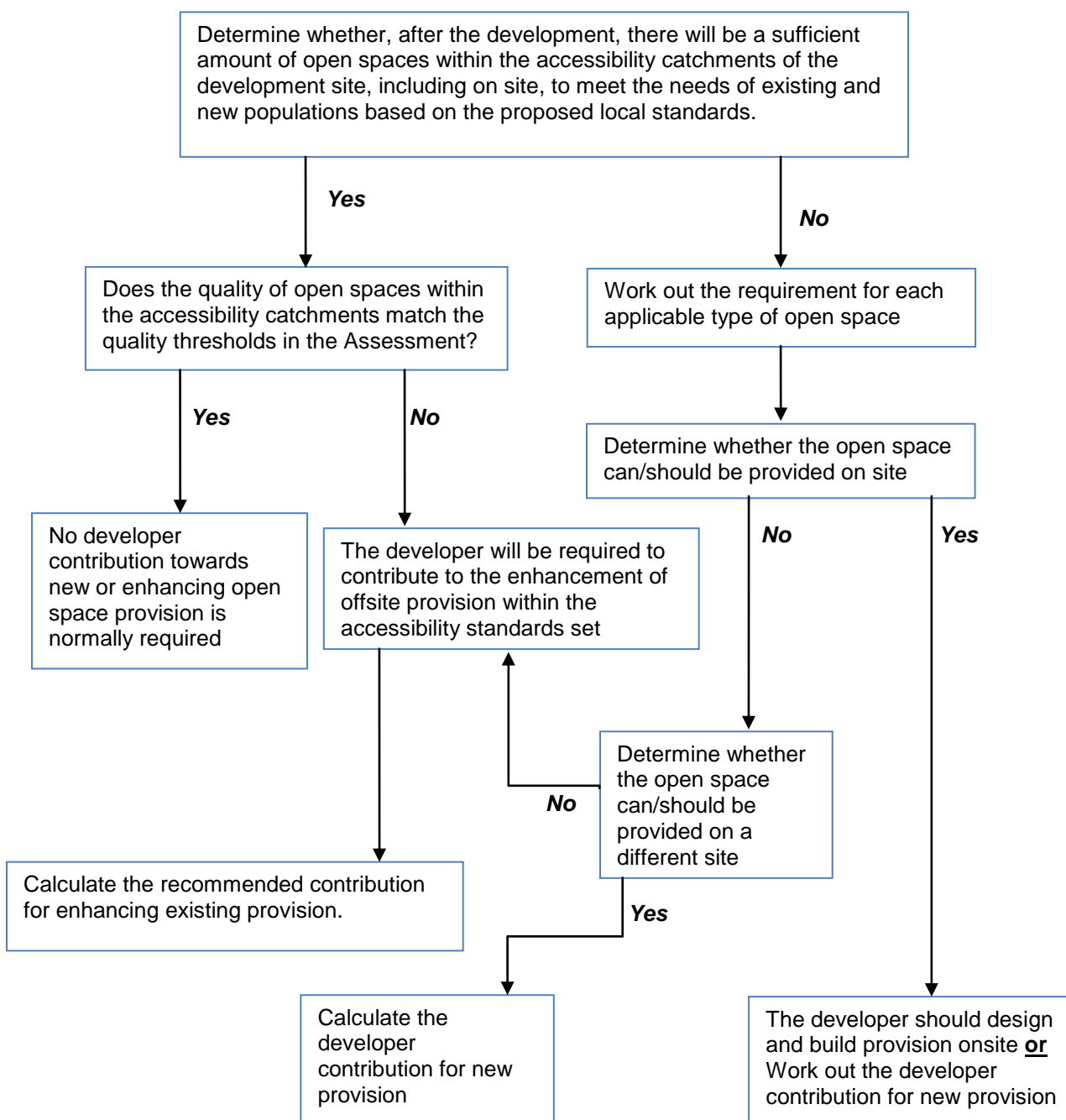
The wider benefits of open space sites and features regardless of size should be recognised as a key design principle for any new development. These features and elements can help to contribute to the perception of open space provision in an area.

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At the same time as also ensuring an aesthetically pleasing landscape providing social and health benefits.

The figure below sets out the processes that should be considered when determining developer contributions towards open space, sport and recreation provision.

Determining s106 developer contributions



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Maintenance contributions

There will be a requirement on developers to demonstrate that where onsite provision is to be provided it will be managed and maintained accordingly. In some instances the site may be adopted by the Council, which will require the developer to submit a sum of money in order to pay the costs of the sites future maintenance. Often the procedure for councils adopting new sites includes:

- ◀ The developer being responsible for maintenance of the site for an initial 12 months or a different agreed time period.
- ◀ Sums to cover the maintenance costs of a site (once transferred to the Council) should be intended to cover a period between 10 – 20 years.

Calculations to determine the amount of maintenance contributions required should be based on current maintenance costs. The typical maintenance costs for the site should also take into consideration its open space typology and size.

Calculating onsite contributions

The requirement for open spaces should be based upon the number of persons generated from the net increase in dwellings in the proposed scheme, using the average household occupancy rate of 2.3 persons per dwelling as derived from the Census. On this basis, 1,000 persons at 2.3 persons per household represent 435 dwellings.

The next stage is to calculate the open space requirement by typology per dwelling. This is calculated by multiplying 435 (dwellings) X the appropriate provision per dwelling by typology.

Using amenity greenspace in Central Analysis Area as an example, the recommended standard is 0.39 ha per 1,000 population (3,900 sq. metres per 1,000 population) or 435 dwellings. Therefore, by dividing 3,900 sq. metres by 435 dwellings a requirement for 9 sq. metres of amenity greenspace per dwelling is obtained.

Equipped play areas recommendation

Residential developments should normally be required to meet the need for play provision generated by the development on site, either as an integral part of the design, or through payment of a development contribution which will be used to install or upgrade play facilities in the vicinity of a proposed development.

Whilst the norm has been to expect provision to be made on site, consideration needs to be given to the feasibility of provision.

The Fields in Trust (FIT) recommended minimum area of a formal LAP (Local Area for Play) is approximately 0.01ha, or 100 sq. metres (0.01ha). Similarly, the FIT recommended area of a formal LEAP (Local Equipped Area for Play) is approximately 0.04 hectares, or 400 sq. metres per 1,000 population. Therefore, a significant amount of new housing in a development would be required to warrant on-site provision of formal children's play space.

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This means that for a significant number of development sites, formal children's play space provision should take the form of developer contributions to up-grade local equipped children's play facilities in the vicinity of the development. However, informal provision may still need to be made on site in locations where the nearest existing play provision is deemed too far away.

The extent to which the amount of the required provision should be made on site by way of informal provision would be determined on a case by case basis subject to site size, shape, topography, the risk of conflict with existing neighbouring residential properties and feasibility. Any informal provision can include useable informal grassed areas but should not include landscaping areas as these are regarded as formal provision.

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APPENDIX ONE

Quality and Value matrix

Assessing the quality and value of open spaces is used to identify those sites which should be given the highest level of protection by the planning system, those which require enhancement in some way and those which may be redundant in terms of their present purpose. Further guidance on the quality and value matrix is set out on p7.

Central

Figure 2: Central Quality and Value Matrix

Allotments			
		Quality	
		High	Low
Value	High	Grey Towers North Allotments Grey Towers South Allotments Church Road Allotments Maylands Allotments Uphaving Terrace Allotments Archibald Road Allotments Heath Park Allotments MacDonald Avenue Allotments	Strathmore Gardens Allotments Macon Way Allotments
	Low		

Amenity greenspace			
		Quality	
		High	Low
Value	High	Bancroft Chase Open Space Romford Ice Rink* Upminster Hall Playing Fields Painsbrook Open Space Queens Theatre Grounds Painsbrook Open Space Cranham Playing Fields Park Lane Recreation Ground	Dickens Way Open Space Jutsums Recreation Ground
	Low		Chadwick Drive Flood Lagoon Rush Green Open Space A12/Whitelands Way Bund Sunflower Way Flood Lagoon The Dell Lilliput Road Open Space Elliot Playing Field

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Natural and semi-natural greenspace			
		Quality	
		High	Low
Value	High	Tylers Common Harold Court Woods Tyler Woods Jackson's Wood Folkes Lane Woodland Pages Wood	
	Low		The Chase

Parks and Gardens			
		Quality	
		High	Low
Value	High	Romford Library Gardens Haynes Park Harrow Lodge Park Langtons Gardens St Andrews Park Cottons Park Coronation Gardens Lodge Farm Park Harold Wood Park Hylands Park	Grenfell Park
	Low		Havering Well Garden

Provision for children and young people			
		Quality	
		High	Low
Value	High	Haynes Park Harrow Lodge Park Harrow Lodge Park Harrow Lodge Park Upminster Hall Playing Field St Andrews Park Cottons Park Grenfell Park Lodge Farm Park	Bancroft Chase Playsite Jutsums Recreation Ground Fleet Close Playsite
	Low		

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Provision for children and young people		
	Quality	
	High	Low
Value	High	Painbrook Adventure Playground
		Oldchurch Park Play site
		Cranham Playing Fields
		Harold Wood Park
		Park Lane Recreation Ground
		Hylands Park
		Haynes Park
		Harrow Lodge Park
		Harrow Lodge Park
		Harrow Lodge Park
		Upminster Hall Playing Field
		St Andrews Park
		Cottons Park
		Grenfell Park
		Lodge Farm Park
		Painbrook Adventure Playground
Oldchurch Park Play site		
Cranham Playing Fields		
Harold Wood Park		
Park Lane Recreation Ground		
Hylands Park		
Low		

North

Figure 3: North Quality and Value Matrix

Allotments		
	Quality	
	High	Low
Value	High	Chase Cross Road Allotments Keats Avenue Allotments Chelmsford Avenue Allotments Saffron Road Allotments White Hart Lane Allotments
	Low	Robin Close Allotments Havering Grange Allotments

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Amenity greenspace		
	Quality	
	High	Low
Value	High	Collier Row Recreation Ground Central Park Leisure Chelmsford Avenue Play site St Neots Adventure Playground Havering Playing Field North Hill Recreation Ground Myrtle Road/Chatteris Avenue OS King Georges Playing Field Havering Village Green
	Low	Priory Road Open Space Farringdon Avenue Flood Lagoon Chudleigh Road Open Space Broxhill Centre Sheffield Drive Open Space Keats Avenue

Natural and semi-natural greenspace		
	Quality	
	High	Low
Value	High	Duck Wood Hatters Wood Shoulder of Mutton Wood Sage Wood Stratton Wood
	Low	Straight Road Woodlands Haunted House Woods

Parks and gardens		
	Quality	
	High	Low
Value	High	Havering Country Park Bedfords Park Central Park Raphaels Park Dagnam Park Lawns Park Rise Park
	Low	

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Provision for children and young people			
	Quality		
	High	Low	
Value	High	Forest Row Play site Chelmsford Avenue Play Central Park Raphael Park King Georges Playing Field Lawns Park Rise Park	Collier Row Recreation Ground St Neots Open Space Myrtle Road
	Low		

South

Figure 4: South Quality and Value Matrix

Allotments			
	Quality		
	High	Low	
Value	High	Stewart Avenue Allotments Bretons Farm Allotments Dunningford Allotment Site Ashvale Gardens Mungo Park Allotments	
	Low		

Amenity greenspace			
	Quality		
	High	Low	
Value	High	Brittons Playing Field Rainham Recreation Ground Hacton Parkway Brookway Play site Louis Marchasi (Maybank) Gaynes Parkway Mardyke Adventure Playground Windmill Field Lessa Open Space	Ockendon Road Verge The Glens Play site Rainham
	Low		The Glen, Elm Park Stirling Close Briscoe Road Verge

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Amenity greenspace		
	Quality	
	High	Low
		Rainham Creeksid Path Maytree Close

Natural and semi-natural greenspace		
	Quality	
	High	Low
Value	High	Suttons Parkway Abbey Wood Open Space New Road Rainham Parklands Open Space Ingrebourne Hill Cely Woods Bonnets Wood Broadfields & Thames Chase Forest Centre
	Low	

Parks and gardens		
	Quality	
	High	Low
Value	High	Hornchurch C.P. Clockhouse Gardens Upminster Park Spring Farm Park Belhus Woods Country Park
	Low	

Provision for children and young people		
	Quality	
	High	Low
Value	High	Whybridge Close Play site Brookway Play site
	Low	

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Provision for children and young people		
	Quality	
	High	Low
	Spring Farm Park Lessa Open Space	
	Low	