



## Open Spaces and City Gardens

**Date:** MONDAY, 13 OCTOBER 2014

**Time:** 11.30 am

**Venue:** COMMITTEE ROOM - 2ND FLOOR WEST WING, GUILDHALL

**Members:** Alderman Ian Luder (Chairman)  
Deputy Alex Deane (Deputy Chairman)  
George Abrahams (Ex-Officio Member)  
Deputy Robert Howard  
Wendy Mead  
Barbara Newman  
Jeremy Simons  
Deputy Michael Welbank  
Alderman Gordon Haines (Ex-Officio Member)  
Virginia Rounding  
Verderer Peter Adams  
Graeme Smith

**Enquiries:** Natasha Dogra  
[natasha.dogra@cityoflondon.gov.uk](mailto:natasha.dogra@cityoflondon.gov.uk)

**Lunch will be served in the Guildhall Club at 1pm**

**NB: Part of this meeting could be the subject of audio video recording**

**John Barradell  
Town Clerk and Chief Executive**

# **AGENDA**

## **Part 1 - Public Agenda**

1. **APOLOGIES**
2. **DECLARATIONS BY MEMBERS OF ANY PERSONAL AND PREJUDICIAL INTERESTS IN RESPECT OF ITEMS ON THIS AGENDA**
3. **MINUTES**  
To agree the minutes of the previous meeting.

**For Decision**  
(Pages 1 - 8)

## **Open Spaces**

4. **UPDATE ON MATTERS RELATING TO THE WORK OF THE COMMITTEE**  
Verbal update by the Director of Open Spaces

**For Information**

5. **OPEN SPACES LEGISLATION**  
Report of the Remembrancer and Director of Open Spaces.

**For Decision**  
(Pages 9 - 12)

6. **SUGGESTED RESPONSE OF THE CITY CORPORATION TO THE MAYOR'S LONDON INFRASTRUCTURE PLAN 2050 CONSULTATION**  
Report of the Director of the Built Environment.

**For Information**  
(Pages 13 - 26)

7. **OPEN SPACES EDUCATION STRATEGY**  
Report of the Director of Open Spaces.

**For Decision**  
(Pages 27 - 44)

8. **FINSBURY CIRCUS REINSTATEMENT UPDATE**  
Verbal update by the Superintendent.

**For Information**

## **City Gardens**

9. **SUPERINTENDENT'S UPDATE**  
The Superintendent of West Ham Park & City Gardens to be heard.

**For Information**

10. **QUESTIONS ON MATTERS RELATING TO THE WORK OF THE COMMITTEE**
11. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT AND WHICH THE COMMITTEE AGREE SHOULD BE CONSIDERED**

## **Part 2 - Non-Public Agenda**

12. **EXCLUSION OF THE PUBLIC**  
MOTION: That under Section 100A(4) of the Local Government Act 1972, the public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in Part I of Schedule 12A of the Local Government Act.

**For Decision**
13. **NON-PUBLIC MINUTES**  
To agree the minutes of the previous meeting.

**For Decision**  
(Pages 45 - 46)
14. **CITY GARDENS RESERVE FUND**  
Report of the Director of Open Spaces.

**For Decision**  
(Pages 47 - 50)
15. **SERVICE BASED REVIEW PROPOSALS**  
Report of the Director of Open Spaces.

**For Decision**  
(Pages 51 - 58)
16. **QUESTIONS ON MATTERS RELATING TO THE WORK OF THE COMMITTEE**
17. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT AND WHICH THE COMMITTEE AGREE SHOULD BE CONSIDERED WHILST THE PUBLIC ARE EXCLUDED**

This page is intentionally left blank

**OPEN SPACES AND CITY GARDENS**  
**Monday, 21 July 2014**

Minutes of the meeting of the Open Spaces and City Gardens held at Committee Room - 2nd Floor West Wing, Guildhall on Monday, 21 July 2014 at 11.30 am

**Present**

**Members:**

Alderman Ian Luder (Chairman)  
Deputy Alex Deane (Deputy Chairman)  
Deputy Robert Howard  
Wendy Mead  
Barbara Newman  
Jeremy Simons  
Deputy Michael Welbank  
Graeme Smith  
Verderer Peter Adams

**Officers:**

|                 |   |
|-----------------|---|
| Natasha Dogra   | Town Clerk's Office                                   |
| Sue Ireland     | Director of Open Spaces                               |
| Jennifer Allott | Departmental Business Manager, Open Spaces Department |
| Louisa Allen    | City Gardens Manager                                  |
| Martin Rodman   | Superintendent, West Ham Park and City Gardens        |
| Alison Elam     | Group Accountant, Chamberlain's Department            |
| Andrew Thwaites | Head Ranger, City Commons                             |
| Rosie Thornton  | West Ham Park Manager                                 |

1. **APOLOGIES**  
Apologies had been received from Alderman Haines and Virginia Rounding.
2. **DECLARATIONS BY MEMBERS OF ANY PERSONAL AND PREJUDICIAL INTERESTS IN RESPECT OF ITEMS ON THIS AGENDA**  
There were no declarations of interest.
3. **MINUTES**  
**Resolved:** That the minutes of the previous meeting were agreed as an accurate record.

**Matters Arising:**

Members noted that the visit to City Gardens has been postponed and would take place after the Committee meeting on 13 October 2014.

Members were also informed that a report would be submitted to the October Committee meeting regarding Senator House Garden EC4.

The Superintendent informed Members that a Member had raised a query regarding the number of trees included in the City's Open Spaces Strategy. For clarification, the Superintendent explained that the previous strategy included 400 trees that were not in the Square Mile, but were maintained by the Corporation and situated in neighbouring local authorities Trinity Square Garden, Fortune Street Park and Bunhill Fields. The new strategy was more accurate reflection of the position and overall, the number of trees within the City had increased by 11% over the last 5 years.

**4. REVENUE OUTTURN 2013/14- OPEN SPACES AND CITY GARDENS**

The Committee noted the comparison between the revenue outturn for the services overseen by the Committee in 2013/14 and the final agreed budget for the year. In total, there was a better than budget position of £88,000 for the services overseen by the Committee compared with the final agreed budget for the year. The Director's better than budget position of £41,000 had been aggregated with budget variations on services overseen by other committees, which produced an overall better than budget position of £232,000 (Local Risk) across all Open Spaces.

Members noted that it was proposed to carry forward £217,000 of this underspend. These requests had been considered by the Chamberlain in consultation with the Chairman and Deputy Chairman of the Resource Allocation Sub Committee and approved. Underspend in the City Surveyor's Additional Works Programme would be available to spend in subsequent years of the scheme. The 2013/14 Latest Approved Budgets for the services overseen by the Committee were £1.764m and were received by your Committee in November 2013, endorsed by the Court of Common Council in March 2014 and subsequently updated for approved adjustments.

**5. CONSOLIDATED REVENUE OUTTURN 2013/14**

The Committee noted the comparison between the revenue outturn for the services overseen by the Director of Open Spaces in 2013/14 and the final agreed budget for the year. In total, there was a better than budget position of £188,000 for the services overseen by the Committee compared with the final agreed budget for the year as set out below.

Members noted the proposal to carry forward £217,000 from the Director's better than budget position of £232,000 (Local Risk) across all Open Spaces. These requests would be considered by the Chamberlain in consultation with the Chairman and Deputy Chairman of the Resource Allocation Sub Committee. The shortfall of £56,000 at the Nursery would be transferred to reserves.

The 2013/14 consolidated latest approved budgets for Open Spaces was £15.750m and were received by your Committee in February 2014 and endorsed by the Court of Common Council in March 2014 and subsequently updated for approved adjustments. For information, the Cemetery and

Crematorium had also been included in this report, to show the overall position for the Department, although it was reported to Port Health & Environmental Services Committee.

**6. BUSINESS PLAN: QUARTERLY PERFORMANCE UPDATE**

The Committee noted the revised Open Spaces Department Business Plan which detailed the aims and objectives of the department. Members noted the progress made in the first quarter of the new financial year as well as summarising performance in 13/14, with a particular focus on the final quarter of the year.

Members were informed that the year saw the delivery of a number of high profile projects including the completion of the final year of the City Bridge Trust funded project 'Inspiring Londoners through Landscapes and Biodiversity', Heritage Lottery Fund approval for stage one of the Kenley Revival Project and public consultation on the Hampstead Heath Project. However, the timetables for a number of projects scheduled for delivery within the reporting year slipped. These projects included Introduction of Dog Control Orders at Burnham Beeches, the Epping Forest Management Plan, Golf Course Review at Epping Forest, the Grazing Strategy implementation, the Jubilee Pond relining project and the Land Registration Project.

In response to a query, Members were informed that the number of accidents in Open Spaces would no longer be reported as part of the Open Spaces Performance Dashboard, but complete performance data on Health and Safety would be considered in the form of the annual Committee report.

Members were informed that the City Churchyards management arrangements were being adopted by individual Churches when they came into contact with the City Corporation, for example when undergoing works to the area in or around the Church. The Superintendent informed the Committee that the arrangements were currently being implemented at St Olave's and St Andrew's Church.

**7. THE STATE OF UK PUBLIC PARKS 2014**

The Committee were provided with an important insight into the current state of Parks in the UK. Members noted the key findings and considered the issues that were particular relevant to the City of London; both in managing green spaces across London and in supporting the wider green space agenda across London.

The Committee considered the five HLF challenges from two perspectives; firstly, as the authority responsible for the green spaces in the Square Mile and secondly, as the provider of strategic green space across London. The five challenges were:

1. Local authority commitment
2. New partnerships
3. Getting communities more involved
4. Collecting and sharing data
5. New finance models and rethinking delivery

Members noted that the number of Friends and user groups had increased by 30% in the last three years and membership by 47%. There were some 5,000 groups across the UK raising a significant £30million each year. Members agreed that partnership working was very important to the Directorate, as a number of the City owned parks, gardens, forests and heaths were located outside of the Square Mile and within other local authorities.

Discussions ensued regarding the review of the Open Spaces strategy in line with the Service Based Reviews. The Director informed Members that further information regarding the outcome of the Service Based Review would be available in the autumn of this year.

The Director informed Members that a paper regarding infrastructure in London was due to be published by the Mayor's Office by the end of July, and the Director would respond to this paper.

In response to a query, Officers agreed to circulate the State of UK Parks report to Members of all Open Space related Committees for their consideration.

Resolved:

- That Members nominated the Chairman of the Open Spaces and City Gardens Committee to act as the Park Champion.
- The Officers recommend that the Hampstead Heath Committee and West Ham Park Committee appoint their respective Park Champions
- That Officers circulate the report to all Open Space Committees.

#### **8. ANNUAL REVIEW OF VOLUNTEERING FOR 2013-14**

The Committee noted that 49,816 hours of volunteering were achieved across the Open Spaces during 2013-14, an increase of 4,397 hours on the 2012-13 figure and the highest ever amount.

Members noted that volunteers continued to be involved in a variety of roles and undertake a diverse range of activities that offer them the opportunity to engage with the management of their Open Space. The Volunteer Improvement Group aimed to maintain consistency and improve quality and opportunity through the development of volunteer improvement plans that set 12 aims for continued development.

Members noted that overall a 9.7% increase on the 2012-13 total of volunteer hours was reported for 2013-14. The 2012-13 figure was 1% down on the 2011-12 total of 46,055 hours. Nearly all divisions reported an increase in volunteer hours. Of particular note was the City Gardens division which enjoyed an increase of over 2000 hours and Burnham Beeches where the figure was increased by over 1000 hours on the year before.

Members were informed that 5,595 hours were accrued by the Epping Forest Centenary Trust and 4,707 hours by the Epping Forest Conservation Volunteers. This represented a 2.56% decrease in total volunteer hours on 2012/13, however this overall figure masked a 20% increase in City of London



volunteers, whilst other partners had planned reductions. Members noted that at the end of March 2014, 227 people were volunteering for Epping Forest.

In response to a query from Members, Officers informed the Committee that there were a number of award schemes through which volunteer groups and individuals could be recognised for their hard work.

**Resolved:** It was proposed and seconded that the following resolution be displayed at the office of all City Corporation Open Spaces, which the Committee unanimously agreed:

*“Members thanked all of the Volunteers for their hard work over the last year. The Committee agreed that every Volunteer played a vital role in maintaining the City of London Corporation’s Open Spaces and through their hard work the City Corporation was able to deliver a wide range of services to the public. Members agreed that the role of volunteers was integral to the work of all of the City’s Open Spaces. The Committee Members appreciated the hard work and continuous support provided by the volunteers and congratulated them on a job well done.”*

9. **OPEN SPACES TREE SAFETY POLICY AND BIOSECURITY GUIDANCE**

The Committee noted that approximately 64% of the City Corporation’s Open Spaces are comprised of woodland or wood pasture. Although each Open Spaces division manages its tree stock in a safe way through local procedures, there was currently no overarching departmental policy to ensure consistency of approach.

Members noted that there were an increasing number of harmful pests and diseases affecting trees in the UK, and there was the potential for these to harm both our users and the composition and character of our tree stock if left unchecked. It was important that staff, contractors and visitors to our sites are made aware of these pathogens and that there was guidance in place to minimise the risk of their spreading.

Members agreed that this report should be shared as best practice with other Committees and local authorities. Officers agreed to circulate the report.

**Resolved: That Members:**

- Approved the Tree Safety Policy, Biosecurity Policy and Biosecurity Protocol for immediate adoption by the Open Spaces Department;
- Agreed that the Tree Safety Policy be shared with other relevant departments in order to ensure a consistent approach to tree safety management across the City Corporation.

10. **SUPERINTENDENT'S UPDATE**

The Committee received a verbal update from the Superintendent of City Gardens and noted the following:

**Finance**

The City Garden budget was in line with agreed budget profiles.

## **Staff**

A recently recruited assistant gardener had started today.

## **City, London and Britain in Bloom Campaign**

The City's in Bloom judging had been taking place over the last couple of weeks arranged by the Friends of City Gardens. We have received ninety applications, quadrupling the applications from previous years. Nominations and entries had been received from schools, community groups, businesses and housing estates.

The City-wide entry had been externally judged by the London in Bloom judges last week, and we are looking forward to receiving the Britain in Bloom judges on the 29<sup>th</sup> July, having been entered into the 'Champion of Champion' category of the RHS campaign. Results would be announced at award ceremonies in September and October respectively.

## **Gardens**

*Barbican Estate, Beech Gardens* - City Gardens, working in partnership with the Barbican Estate office would be organising two consultation events with Professor Nigel Dunnett, who had prepared concept designs for the podium area. The proposed plant designs reflected the differing bed locations, would provide seasonal interest, biodiversity and assist with improved air quality. The gardens would be planted before March 2015 by the City Gardens team and volunteers from the Barbican estate.

*Garden Audio Information* - as part of an audio project, volunteers and City Gardens staff have prepared audio information about nine of our gardens which could be accessed via an audio Boo link and QR codes displayed on notice boards and signs in the gardens.

*The Literacy Trust* had displayed a number of benches in gardens and open spaces across the City, each bench was illustrating a different book and some have been designed by authors. The benches would be displayed temporarily until September.

## **Volunteering**

*Open Squares Weekend 14/15 June* – Friends of City Gardens and volunteers ran a plant stall, serving teas and coffees in Postman's Park and a treasure hunt in Bunhill Fields. Feedback from visitors was very positive.

*Hahahopscoch* - the Friends were awarded a small grant to pay for Hahahopscoch, a play activity organisation to facilitate a Victorian family games day in Bunhill on the 30<sup>th</sup> July. The free event would include sack races, egg and spoon, tug of war, storytelling and a treasure hunt. Information regarding the event was on the website and posters displayed on notice boards in the gardens.

*London Local Area Agreement Performance Reward Grant.*

The Friends of City Gardens had won a £15,000 from the London Local Area Agreement Performance Reward Grant, the grant to be spent over the next two

years, would pay for an ecologist to assess our Biodiversity sites, training volunteers to undertake wildlife surveys and support the implementation of the City's next five year biodiversity plan.

**11. QUESTIONS ON MATTERS RELATING TO THE WORK OF THE COMMITTEE**

There were no questions.

**12. ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT AND WHICH THE COMMITTEE AGREE SHOULD BE CONSIDERED**

There was no urgent business.

**13. EXCLUSION OF THE PUBLIC**

MOTION: That under Section 100A(4) of the Local Government Act 1972, the public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in Part I of Schedule 12A of the Local Government Act.

**14. DEBT ARREARS - INVOICED INCOME FOR PERIOD ENDING 31 MARCH 2014**

The Committee considered the report of the Chamberlain and Director of Open Spaces.

**15. QUESTIONS ON MATTERS RELATING TO THE WORK OF THE COMMITTEE**

There were no questions.

**16. ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT AND WHICH THE COMMITTEE AGREE SHOULD BE CONSIDERED WHILST THE PUBLIC ARE EXCLUDED**

There was no urgent business.

**The meeting ended at 12.25 pm**

-----

Chairman

**Contact Officer: Natasha Dogra**  
**natasha.dogra@cityoflondon.gov.uk**

This page is intentionally left blank

| Committee:   | Date:   | Item no. |
|--|---|----------|
| Open Spaces and City Gardens<br>West Ham Park<br>Epping Forest and Commons<br>Hampstead Heath, Highgate Wood<br>and Queen’s Park   | 13 <sup>th</sup> October<br>13 <sup>th</sup> October<br>3 <sup>rd</sup> November<br>24 <sup>th</sup> November |          |
| Subject:<br>Open Spaces Legislation  | Public  |          |
| Report of:<br>Remembrancer<br>Director of Open Spaces  | For Decision  |          |
| <p style="text-align: center;"><b><u>Summary</u></b></p> <p>This Report outlines officer discussions which have taken place concerning possible modifications to the legislation governing the Corporation’s Open Spaces. The aims of the changes would be to clarify the management powers available to the Corporation, to increase opportunities to receive revenue for the benefit of the Open Spaces, and to strengthen enforcement powers against wrongdoers. If Members agree that such changes should be further considered, it is proposed that the views of local interest groups be canvassed. It is anticipated that more detailed proposals would then be drawn up for evaluation by Members with a view to the promotion of a City of London Bill (if appropriate) in the autumn of 2015.</p> <p><b>Recommendation:</b></p> <p>It is recommended that officers be instructed to test the views of local interest groups on possible modifications to the legislation, as described in this Report.</p> |   |          |

## **Report**

1. The legislation governing the Corporation's Open Spaces has in most cases served its purpose well for many years. Its age and complexity mean,

however, that it is not always easy to operate in practice. Moreover, it arguably fails to reflect the full range of problems and opportunities which arise in the modern-day management and use of the spaces. Following preliminary internal discussions, officers have formed the view that there may be considerable merit in seeking amendments to the legislation. This could be achieved through the promotion of a private bill in Parliament, the usual method by which such changes are made. The bill would be directed to operational management of the Open Spaces rather than to constitutional issues relating to specific spaces.

2. Members will be aware that issues concerning the management of the Open Spaces can give rise to a range of keenly felt views. It is important, both in practice and as a matter of policy, to engage with local communities and interested parties at an early stage in any process of change. The approval of Members is therefore sought at this point to canvass views about the potential shape of the proposals from users of the Open Spaces and other local interest groups. Such parties would of course have a formal opportunity to put across their views on the detail of the eventual proposals as part of the parliamentary processes applicable to private bills, if such a bill were to be promoted.
3. The proposals as presently envisaged would be based upon three main objectives:
  - to provide a clearer and more consistent set of management powers applying across the Open Spaces, while putting on an express footing activities currently carried out in reliance on implied powers;
  - to increase the opportunities to receive revenue for the benefit of the Open Spaces from activities undertaken on them, provided that any such use is compatible with the preservation of the Open Spaces and their use for public recreation; and
  - to provide stronger enforcement powers to deal with those making illegal or harmful use of the Open Spaces.
4. Examples of potential measures under the first objective might include a general power of land husbandry (so as expressly to permit, for instance, the grazing of livestock and the control of vegetation); powers to enter into agreements with highway authorities (for instance for the provision of cattle-

grids or fencing) and utilities providers (so as to permit the installation of underground pipes and cables); and an express power to dispose of unlawfully abandoned objects (such as camping paraphernalia).

5. Examples of potential measures under the second objective might include greater flexibility to let buildings (so that, for instance, cafés could be let for more than three years and surplus staff lodges could be let as residential accommodation); an express power to provide facilities for private events (such as conferences and weddings); and the introduction of licensing schemes for commercial activities (such as fitness instruction and paid dog-walking).
6. Examples of potential measures under the third objective might include the adoption of the standard scale of fines for offences against byelaws; the introduction of fixed penalty notices; a power to exclude wrongdoers from the Open Spaces (currently applicable in Hampstead Heath but not elsewhere); and (subject to the work of the Land Registration Steering Group) bringing unregistered land contiguous to Epping Forest but for which no owner can be identified within the Epping Forest Acts.
7. Once local views had been sought and considered, officers would expect to draw up and present to the relevant Committees a detailed set of proposals. Members would then have a full opportunity to consider and decide on these proposals. The earliest date for depositing a bill in Parliament would be in November 2015.

### **Recommendation**

8. It is recommended that officers be instructed to test the views of local interest groups on possible modifications to the legislation, as described in this Report.

### **Contact**

Remembrancer  
020 7332 3045  
[paul.double@cityoflondon.gov.uk](mailto:paul.double@cityoflondon.gov.uk)

Director of Open Spaces  
020 7332 3033  
[sue.ireland@cityoflondon.gov.uk](mailto:sue.ireland@cityoflondon.gov.uk)

This page is intentionally left blank



| Committee(s):  | Date(s):   | Item no.            |
|--|--|---------------------|
| Open Spaces (for information)<br>Planning and Transportation   | 13 <sup>th</sup> October 2014<br>14 <sup>th</sup> October 2014 |                     |
| <b>Subject:</b><br>Suggested Response of the City Corporation to the Mayor’s London Infrastructure Plan 2050 Consultation  |  | <b>Public</b>       |
| <b>Report of:</b><br>Director of the Built Environment   |  | <b>For Decision</b> |
| <p style="text-align: center;"><b><u>Summary</u></b></p> <p>On the 30<sup>th</sup> July 2014 the Mayor published for public consultation his draft London Infrastructure Plan 2050. The document summaries the significant growth expectations for London during this period and then suggests what infrastructure London will need, how much it will cost, and how we can fund and deliver it. The document is 89 pages long and includes a series of 24 consultation questions to stimulate responses. It is available from the Mayor’s website at <a href="https://www.london.gov.uk/priorities/business-economy/vision-and-strategy/infrastructure-plan-2050">https://www.london.gov.uk/priorities/business-economy/vision-and-strategy/infrastructure-plan-2050</a></p> <p>Section A of the document describes how London’s resident population is projected to grow from 8.5 million now to over 11 million by 2050, its working population from 4.9 million in 2011 to 6.3 million in 2050, and its annual visitor numbers to grow from 15 million to 21 million during 2012-22. Such changes will need to be complemented by significant new and enhanced infrastructure as outlined in Section D of the document. The actual infrastructure projects delivered over this long timeframe may not be those identified in this document but it does usefully identify six priority infrastructure types considered essential for London’s continuing success:-</p> <ol style="list-style-type: none"><li>1. Transport – a better connected city</li><li>2. Green infrastructure – forming a strategic network</li><li>3. Digital connectivity – fast and ubiquitous access to the internet</li><li>4. Energy supplies – secure, affordable and sustainable</li><li>5. Water supplies – secure and resilient</li><li>6. Waste management – moving from waste to reuse</li></ol> <p>Other parts of the document address the need to take full account of innovation and new technology, of the need for better infrastructure delivery structures and practices, of spatial planning objectives, and of the cost implications. The total</p> |  |                     |

infrastructure investment costs are estimated to be in the order of £1.3 trillion with current estimated annual investment of £16 billion needing to rise to £38 billion annually in later decades. Such costs seem daunting but do not take into account the wealth creation brought about by infrastructure investment that could offset some of these costs.

The City Corporation welcomes this pioneering and ambitious attempt to set out the infrastructure implications of the significant future growth projected for London and agrees that such long term planning is essential to the long term success of London as a world city.

The key points in the suggested response are set out below:-

- LIP2050 recognises that employment growth is likely to continue to be concentrated in central London and therefore infrastructure investment needs to address the current deficiencies and future needs of central London, including the City, as a key employment centre.
- Key elements of infrastructure needed by central London are good public transport to the centre, reliable energy, excellent digital connectivity throughout buildings and the public realm, efficient highway management using the latest smart technology, and high quality green infrastructure to act as a foil to the expected intensification of activities and population.
- Housing growth and community facilities are likely to be more evenly dispersed across London but good public transport access from residents to jobs will remain essential for such communities to be sustainable. Effective housing delivery that is affordable for and accessible to London's workforce will be critical to London's long term success.
- Climate change will be more apparent by 2050 so needs to be addressed more directly in the document. New infrastructure should help reduce the risks of climate change and should be resilient to the inevitable effects.
- The proposed Infrastructure Delivery Board is a welcome innovation to overcome existing disjointed arrangements. It will need to be complemented by greater financial flexibility and innovation to enable London to address its particular needs.

The suggested full response is set out as Appendix A to this report.

### **Recommendations**

- That Appendix A should form the basis of the City Corporation's submission to the Mayor in response to his consultation paper.

## **Main Report**

### **Background**

1. The draft London Infrastructure Plan 2050 is promoted as London's first long term infrastructure plan. It is published by the Mayor to demonstrate his commitment to bringing about the infrastructure changes that London will need to support its continued growth. The Mayor states that it complements previous reports such as his 2020 Vision and the London Finance Commission's call for London to have greater financial independence to achieve its ambitions. The draft LIP2050 notes that the Mayor's London Plan sets out the spatial pattern of growth to the 2030s and then considers how this pattern might be amended to delivery sustainable growth to 2050.

### **Overview of the draft London Infrastructure Plan 2050**

2. The Mayor's draft LIP2050 comprises 24 chapters divided into seven sections. It is also complemented by separate reports on the website providing further details on population and employment projections, delivery structures, transport, digital connectivity, enabling infrastructure and long term costs.

#### **Section A: London's First Long Term Infrastructure Plan**

3. Section A describes how London's resident population is projected to grow from 8.5 million now to over 11 million by 2050, its working population from 4.9 million in 2011 to 6.3 million in 2050, and its annual visitor numbers to grow from 15 million to 21 million during 2012-22.
4. Key implications for infrastructure demand include: - public transport 50% growth, energy 20% growth, expectations of ubiquitous and fast digital connectivity, water demand reaching a 21% deficit by 2040, green infrastructure becomes an essential foil to intensification, recycling becomes essential, 600 new schools needed and 49,000 new homes annually.

#### **Section B: The Impact of Innovation and Technology**

5. Section B considers the effects of new technology on how infrastructure works and people behave. It describes how London can embrace existing leading technology; how it can prepare for technological change already underway and how it can be open to future changes not yet known.

#### **Section C: Delivering London's Infrastructure**

6. Section C advocates more integrated and efficient delivery of infrastructure to ensure provision ahead of demand, and proposes the creation of a new Infrastructure Delivery Board to overcome existing fragmentation. It argues for statutory recognition of the Mayor's growth projections by infrastructure providers and their regulators so that they will plan for the long term.

#### **Section D: London's Infrastructure Requirements**

7. Section D sets out the infrastructure needed to meet projected demand to 2050. It includes sections on transport, green infrastructure, digital connectivity, energy, water and waste. It describes diverse infrastructure projects including:-
  - Airport capacity improvements including the Mayor's preference for a new airport to the east of London.
  - Rail improvements such as Crossrail 2, Bakerloo Line extension, 24-hour tube running, south London 'metro', and West Anglia lines four-tracking towards Stansted.
  - Road improvements such as an inner orbital road tunnel, new river crossings and new cycle highways.
  - Green infrastructure improvements for better flood protection, shade, biodiversity, air quality and wellbeing plus a 'task force' to review structures, governance and funding.
  - Digital connectivity improvements aiming at 5G deployment in 2020s.
  - Energy investment to decarbonise supply and encourage decentralised energy generation including local heat recovery.
  - Water supply projected gap to be addressed by better demand management and leakage control; support for the Thames Tideway Tunnel and for sustainable drainage management.
  - Waste management improvements including 40 new facilities to boost reuse and recycling.

#### **Section E: Spatial Patterns of Growth**

8. Section E discusses the spatial pattern of growth in and around London, moving beyond the 2031 horizon of the current London Plan, to provide a context for a full revision of the London Plan to commence in 2016. It reaffirms that growth can be accommodated within London on brownfield land at least until 2025. It reaffirms that identified Opportunity Areas and Intensification Areas will have an important role to play, complemented by higher density development in town centres and other locations well served by current or projected public transport projects. The Mayor also notes the inter-dependence of London and surrounding regions and suggests that

further intensification is likely in the South East in town centres along rail corridors.

### **Section F: Costs and Payment Methods**

9. Section F addresses the cost implications of the identified infrastructure and also raises the subject of fiscal devolution for London in order to incentivise growth and provide a local revenue stream to support growth and integrate infrastructure investment. It suggests the total cost of the infrastructure needed could be £1.3 trillion with an annual investment of £38 billion needed 2016-2050, though this includes capital, operating and maintenance costs. It suggests that costs would double over the next decade but would then decline as a proportion of the overall economy as the economy grows.
10. Housing and transport investment would make up 77% of the total costs, followed by energy which makes up 11%. Combined expenditure on green infrastructure, water, waste and digital connectivity would be just 8%, a relatively low figure given their importance in the Mayor's priorities.

### **Section G: The Way Forward**

11. Section G invites comments on the document stimulated by a series of questions and explains that the aim is to complete the plan during the winter of 2014/15.

### **Key Points in the City Corporation's Suggested Response**

12. The suggested response in italics focusses on key points and is not constrained by the consultation paper questions:-
13. *The City Corporation welcomes this pioneering and ambitious attempt to set out the infrastructure implications of the significant future growth projected for London and agrees that such long term planning is essential to the long term success of London as a world city. Such planning needs to retain flexibility where practicable to allow for unforeseen events and trends.*
14. *The draft LIP2050 recognises that employment growth is likely to continue to be concentrated in central London and therefore infrastructure investment needs to address the current deficiencies and future needs of central London, including the City, as a key employment centre. This approach complements the spatial strategy already set out in the London Plan.*
15. *Key elements of infrastructure needed by central London are good public transport to the centre, reliable energy, excellent digital connectivity*

*throughout buildings and the public realm, efficient highway management using the latest smart technology, and high quality green infrastructure to act as a foil to the expected intensification of activities and population.*

- 16. Housing growth and community facilities are likely to be more evenly dispersed across London but good public transport access from residents to jobs will remain essential for such communities to be sustainable. Effective housing delivery that is affordable for and accessible to London's workforce will be critical to London's long term success.*
- 17. Climate change will be more apparent by 2050 so needs to be addressed more directly in the document. New infrastructure should be designed to help reduce the risks of climate change and to be resilient to the inevitable effects. Green infrastructure can play an important role in mitigating climate change and adapting to its effects. The City Corporation plays its part as a key guardian of open space in and around London. The proposed 'task force' to review green infrastructure management structures, governance and funding is welcomed.*
- 18. The proposed London Infrastructure Delivery Board is a welcome innovation to overcome existing disjointed arrangements for infrastructure delivery. It will need to be complemented by greater local financial flexibility and innovation to enable London to address its particular needs. There is scope for closer cooperation between public-private and between different public bodies to deliver services more efficiently in financially constrained times.*
- 19. The City Corporation welcomes the ambitious mix of infrastructure improvements set out in Section D of the document and considers that further debate will be needed to establish priorities. Projects that are particularly welcomed are the diverse rail and tube improvements to increase capacity to and across central London, the highway and public realm design and management improvements in central London to address congestion issues, the digital connectivity improvements and 5G aspirations, electricity investment ahead of demand, the Thames Tideway Tunnel, and the Thames Estuary 2100 flood defences.*
- 20. A significant omission from the document is the recognition that most physical trade is still conducted through shipping and that London is a great port and a world centre for maritime business. London infrastructure for maritime trade needs to keep pace with future changes and it needs to be planned at a regional level that is not constrained by artificial Greater London boundaries. There is also insufficient recognition that the River*

*Thames is a major transport artery with potential for greater passenger and freight traffic in the future.*

21. The key points set out above are repeated in the formal response set out in Appendix A. This enables the City to make its own specific key points as well as addressing where relevant the 24 consultation questions set by the consultation paper.

## **Consultation**

22. This report has been the subject of consultation with the Town Clerk, the City Surveyor, the Director of Economic Development, the Director of Open Spaces, the Remembrancer, and the Comptroller and City Solicitor. Their comments have been incorporated.

## **Conclusions**

23. The draft London Infrastructure Plan 2050 is welcomed as a pioneering and ambitious attempt to set out the infrastructure implications of significant future growth projected for London. It recognises that employment growth is likely to continue to be concentrated in central London and therefore infrastructure investment needs to address the current deficiencies and future needs of central London, including the City, as a key employment centre. The broad infrastructure categories identified are supported and many of the identified infrastructure projects will bring direct or indirect benefits to the City.

## **Background Papers: Nil**

■

## **■ Appendices**

- Appendix A: Suggested Response of the City of London Corporation to the Mayor's draft London Infrastructure Plan 2050.

## **Contact:**

*Paul Beckett 020 7332 1970*  
[\*paul.beckett@cityoflondon.gov.uk\*](mailto:paul.beckett@cityoflondon.gov.uk)

This page is intentionally left blank



## Appendix A: Response of the City of London Corporation to the Mayor's Consultation on the draft London Infrastructure Plan 2050

### General Points in the City Corporation's Response

- 1. The City Corporation welcomes this pioneering and ambitious attempt to set out the infrastructure implications of the significant future growth projected for London and agrees that such long term planning is essential to the long term success of London as a world city. Such planning needs to retain flexibility where practicable to allow for unforeseen events and trends.*
- 2. The draft LIP2050 recognises that employment growth is likely to continue to be concentrated in central London and therefore infrastructure investment needs to address the current deficiencies and future needs of central London, including the City, as a key employment centre. This approach complements the spatial strategy already set out in the London Plan.*
- 3. Key elements of infrastructure needed by central London are good public transport to the centre, reliable energy, excellent digital connectivity throughout buildings and the public realm, efficient highway management using the latest smart technology, and high quality green infrastructure to act as a foil to the expected intensification of activities and population.*
- 4. Housing growth and community facilities are likely to be more evenly dispersed across London but good public transport access from residents to jobs will remain essential for such communities to be sustainable. Effective housing delivery that is affordable for and accessible to London's workforce will be critical to London's long term success.*
- 5. Climate change will be more apparent by 2050 so needs to be addressed more directly in the document. New infrastructure should be designed to help reduce the risks of climate change and to be resilient to the inevitable effects. Green infrastructure can play an important role in mitigating climate change and adapting to its effects. The City Corporation plays its part as a key guardian of open space in and around London. The proposed 'task force' to review London's green infrastructure management structures, governance and funding is welcomed.*
- 6. The proposed London Infrastructure Delivery Board is a welcome innovation to overcome existing disjointed arrangements for infrastructure delivery. It will need to be complemented by greater local financial flexibility and innovation to enable London to address its particular needs. There is scope for closer cooperation between public-private and between different public bodies to deliver services more efficiently in financially constrained times.*
- 7. City Corporation welcomes the ambitious mix of infrastructure improvements set out in Section D of the document and considers that further debate will be needed to establish priorities. Projects that are particularly welcomed are the diverse rail and tube improvements to increase capacity to and across central London, the highway and public realm design and management improvements in central London to address congestion issues, the digital connectivity improvements and 5G aspirations,*

*electricity investment ahead of demand, the Thames Tideway Tunnel, and the Thames Estuary 2100 flood defences.*

8. *A significant omission from the document is the recognition that most physical trade is still conducted through shipping and that London is a great port and a world centre for maritime business. London infrastructure for maritime trade needs to keep pace with future changes and it needs to be planned at a regional level that is not constrained by artificial Greater London boundaries. There is also insufficient recognition that the River Thames is a major transport artery with potential for greater passenger and freight traffic in the future.*

### **Question 1**

Do you agree with the need for an infrastructure plan for the capital? Do you support our approach? If not, why?

9. *Agreed. London needs a long term infrastructure plan to manage significant change and growth during the coming decades. The broad approach taken seems reasonable. The City Corporation welcomes the ambitious mix of infrastructure improvements set out in Section D of the document and considers that further debate will be needed to establish their priorities.*

### **Question 2**

Is any of the infrastructure identified unnecessary – if so why? What (if any) infrastructure do you think London will need in addition to what we have identified? Why?

### **Response**

10. *The identified types of infrastructure are necessary for London to grow as expected but there is scope for considerable debate over the specific projects proposed.*
11. *There are several omissions from the identified infrastructure:*
- *Transport infrastructure focuses on travel by land and in the air but pays insufficient attention to the importance of travel by water. London is a major international port responsible for a significant part of UK trade. This trade needs to be encouraged and planned for with sufficient port infrastructure that is accessible to major domestic markets.*
  - *The River Thames is a major river and transport artery into the capital that should play a greater role in the sustainable transport of goods and passengers. The major wharfs found within London and further downstream make it possible to transport heavy goods, construction and demolition materials, and waste, sustainably by river. This reduces lorry movements on London's roads benefitting safety and air quality objectives.*
  - *The network of public passenger piers located along the Thames need to be exploited further so that river transport forms part of an integrated public transport network for London. The piers themselves and the services using them need long term management if they are to fulfil a greater role in the future.*
  - *Green infrastructure recognition is welcome but it needs to be delivered in a*

*network of regional, strategic and local open spaces to provide the essential foil to projected intensification.*

### **Question 3**

We have identified a significant funding gap with regard to the infrastructure that we think London will need. We have also set out a menu of options to help close the gap. Which of these should we pursue and why? Which not and why? Are there other options we haven't considered which you think need to be addressed?

### **Response**

*12. The funding gaps are unlikely to be filled by a single option and therefore all options need further investigation. Funding mechanisms need to recognise that infrastructure is often a long term investment with long term returns and benefits. Infrastructure projects can bring significant benefits to nearby locations and it is important that such locations make an appropriate contribution to the cost of the infrastructure.*

### **Question 4**

Will the London Infrastructure Delivery Board be enough to ensure best-practice joined-up delivery of infrastructure in London? What more could the Mayor do?

### **Response**

*13. The proposed London Infrastructure Delivery Board should help achieve greater integration and complementarity in infrastructure delivery. It will help address existing difficulties caused by market fragmentation and a short term outlook. However there is a need to address regulatory failings that discourage investment ahead of need even though this is an essential component of long term infrastructure and regeneration planning.*

### **Question 5**

Where do you think London's growth would be best accommodated (please explain why)? Are there alternative spatial scenarios we need to analyse?

### **Response**

*14. The London Plan provides a strategic context for the spatial pattern of London's growth. It recognises the key role of central London, including the City, as a dynamic economic centre offering employment opportunities that are accessible sustainably by an extensive public transport network. Continuing investment in this regional public transport network is essential for sustainable long term growth.*

*15. The London Plan will need updating to address changing circumstances but is a good starting point. It is important to recognise that London is at the centre of a large city region that extends beyond its formal boundaries. Therefore long term infrastructure planning needs to be undertaken on a regional basis with employment and housing linked by good transport network.*

**Question 6**

Do you agree that incentives on utility providers should be amended to enable investment costs for growth to be shared more widely? How practically can this be achieved? If not, why?

**Response**

16. *Utility regulation needs to be made more flexible so that a wider range of investors can share the costs and eventual rewards, and there are greater incentives for investment ahead of need. Successful strategic regeneration is a long term exercise that cannot rely solely on short term market driven demand.*

**Question 7**

Regarding technological change, do you agree with the proposed approach? What technological advances should London be taking account of or be leading?

**Response**

17. *The importance given to digital connectivity in the document is welcomed as this has become an essential requirement for business and personal life. Good digital connectivity will complement London's other advantages such as time zone, language, skilled workforce and quality of life.*
18. *Digital connectivity will need to be ubiquitous to reflect the trends of increased mobile working and greater use of the public realm for business as well as leisure. Provision will need to be adaptable to respond to the increasing pace of change so that it does not become obsolescent.*
19. *London should use technology to reinforce its current strengths in science, medicine, education, finance and business services so that London-based businesses remain world leaders as these fields evolve.*
20. *London should be integrating technology and data to bring 'smarter' urban management that provides goods and services more efficiently to Londoners. Pioneering transport management successes such as the congestion charging zone, Oyster card and cycle hire scheme need to be complemented by initiatives in other types of infrastructure such smart metering and smart demand management for energy and water to reduce waste and drive efficiencies.*

**Question 8**

How can we change behaviours to reduce demand for key infrastructure? To what extent could demand side changes affect, for example, our energy needs or over-crowding on London's transport?

**Response**

21. *Behaviours can change if users have a flexible approach and better information enables them to use such flexibility to avoid costs or problems. For example better transport information and cost incentives can change travel behaviour concerning travel time, mode and route. Similar approaches could be applied to water, energy and waste infrastructure to change the nature of the demand and*

*the consequent total infrastructure capacity needed. Smarter urban management will make possible changes to behaviour that make better use of existing infrastructure and better prioritisation of future infrastructure investment.*

## **Selected Other Questions**

### **Question 11 Transport**

Given funding constraints, what transport projects do you think we need to prioritise?

#### **Response**

*22. The draft LIP2050 recognises that employment growth is likely to continue to be concentrated in central London and therefore transport infrastructure investment needs to address the current deficiencies and future needs of central London, including the City, as a key employment centre. This approach complements the spatial strategy already set out in the London Plan.*

### **Questions 15 and 16 Green infrastructure**

Are there strategic green infrastructure objectives that should be prioritised? If so, are there any specific initiatives needed?

What are the key issues that the proposed Green Infrastructure Task Force need to consider?

#### **Response**

*23. A key issue facing all providers of green infrastructure is the need to maintain the quality of management and facilities for visitors during a period of financial pressure when statutory priorities are more likely to retain funding than discretionary spending on green infrastructure. Unless open spaces continue to be attractive places to visit they will not serve as the intended foil to projected intensification elsewhere in London. The task force will need to explore all options to address this funding issue.*

### **Questions 17 and 18 Digital connectivity**

What else can we do to ensure we achieve universal digital connectivity?

Are you able to suggest examples of alternative ways of providing digital connectivity to local areas with poor or no broadband provision?

#### **Response**

*24. Digital telecommunications infrastructure needs to be provided and upgraded to offer universal coverage. This may need changes to the regulatory environment to incentivise ubiquitous rollout and will also require innovative design solutions to enable coverage in sensitive areas without adversely affecting their character. Provision of a universal network will then have to be complemented with suitable user packages to encourage take up of the digital services available. A particularly important issue for future economic growth is accessibility to reliable affordable broadband for small and medium enterprises. Such firms cannot always access digital services as cheaply as more mature and larger users. This*

*could be constraining their growth and that of the economy as a whole given the importance of SMEs to future growth potential. Market competition should address this issue but there needs to be effective regulatory powers to address market failures.*

### **Questions 19 and 20 Energy**

Do you agree with our approach in stimulating locally produced energy? If not, why?

What else should we consider to ensure London's energy supply is affordable, sustainable and secure?

### **Response**

*25. Locally produced energy should be encouraged because of its sustainability, resilience and security benefits. The mix of energy sources will vary across London with local circumstances. Higher density mixed use areas such as parts of central London are particularly well suited to combined heat and power schemes. The same high density characteristics such as overshadowing can sometimes make it harder for buildings in such areas to contribute wind or solar power. However technological change may bring new solutions and opportunities.*

### **Questions 22, 23 and 24 Waste**

Do you think the name 'circular economy' is best to describe the approach or will it confuse consumers and businesses? Can you suggest other names?

Do you agree with our proposed approach? If not, why?

How can we incentive businesses and households to reuse and recycle more?

### **Response**

*26. 'Recycling' is a well-known concept and would be more readily understood than using the generic term 'circular economy' to describe the intended approach to waste management. More consistent and thorough recycling services are essential yet a significant potential challenge is the resultant extra storage space needed by businesses and especially households. Local plan policies need to include space standards for storage and collection to enable more sustainable waste management to occur without adversely affecting quality of life or the public realm.*

|   |                               |
|---|-------------------------------|
| <b>Committee:</b>   | <b>Date:</b>                  |
| Open Spaces Committee - For decision  | 13 <sup>th</sup> October 2014 |
| <b>Subject:</b><br>Open Spaces Education Strategy   | <b>Public</b>                 |
| <b>Report of:</b><br>Director of Open Spaces  | <b>For Decision</b>           |
| <p><b>Summary</b></p> <p>The City of London Open Spaces Department has delivered education services over a number of years. Although these services are not a statutory element of provision, prescribed in the Open Spaces Acts, they have been viewed as playing an important role in encouraging visitors to sites and increasing understanding of the ecology and heritage of the sites. In recent years grant funding from the City Bridge Trust and the Heritage Lottery Fund, as well as work with partners, has led to the expansion and development of provision. This report outlines current services provided and the associated costs. It also outlines the medium term impact of the service-based review exercise on funding for education provision. The report proposes the development of a single learning programme across sites. It proposes priorities for such a programme which will constitute an education strategy for the department.</p> <p><b>Recommendation(s)</b></p> <p>Members are asked to:</p> <ul style="list-style-type: none"> <li>• Note the report</li> <li>• Agree the proposed strategy for development of a departmental education strategy</li> <li>• Delegate authority to the Director of Open Spaces, in consultation with the Chairman and Deputy Chairman, responsibility for development of an education, outreach and volunteering programme</li> </ul> |                               |

## Main Report

### Background

1. The City of London Open Spaces provides education services ranging from formal classroom-based sessions, to apprenticeships and guided walks.
2. In recent years provision has been improved and expanded through grant funding from a variety of sources, including the Heritage Lottery Fund project Branching Out at Epping Forest and the City Bridge Trust project Inspiring

Londoners at Epping Forest, Hampstead Heath, West Ham Park, Queen's Park and Highgate Wood.

3. Education services are non-statutory and charges are made for some activities, although there is no uniformity of charging across sites.
4. The outcome of the Service Based Review, agreed by Policy and Resources Committee on the 4<sup>th</sup> September, identified some savings to be delivered through the reduction education provision at Hampstead Heath, City Gardens and West Ham Park. The report instead suggested that education in the Open Spaces could be appropriately funded through a long term grant from the charitable funds of the Bridge House Estates. Such funding would be subject to the development of a successful application for funding to the City Bridge Trust.

## **Current Position**

### **City of London Education Policy**

5. In October 2013 the City of London Education Strategy Working Group approved a report entitled *Education Policy 2013-16*. This policy drew together the varied contributions to education of the City of London. It described a clear vision for educational provision. The policy outlined a policy of expanding the scope and reach of educational activities, stating:

*As the City achieves its ambition of providing excellent education throughout its current provision, opportunities will arise to expand its scope, whether by growing current provision or increasing its area of operation. The City will look positively on such opportunities*

6. The policy also outlined a target audience for education programmes, stating:

*The City's cultural institutions and open spaces should specifically target the City's family of schools and those schools attended by a high proportion of children resident in the Square Mile.*

7. The policy also obliged Open Spaces to coordinate with other areas of the City of London Corporation providing education outreach. An Open Spaces Education Officers currently attends the corporate education working group.
8. The role of the City of London in promoting education, skills and employability is also emphasised in the City of London Corporation's Community Strategy, where one of the eight themes is encouraging diverse skills development and learning for all.

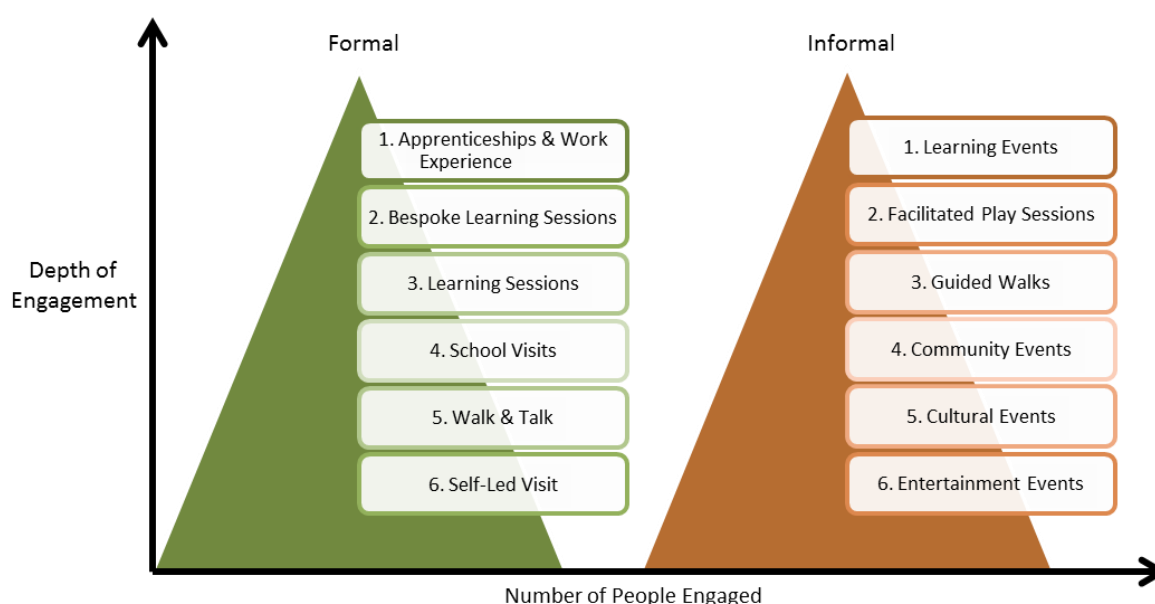
### **Open Spaces learning provision**

9. Education provision is a non-statutory service. While activities which might be classed as learning take place at all sites, formal education programmes can



be found at Hampstead Heath and Epping Forest, with smaller programmes for local schools operating at West Ham and City Gardens. At other sites, events may be held on an ad hoc basis, but sessions are not actively marketed to schools and these activities form only a small part of officers' duties.

10. The review of education in the department in 2012/13 entitled *Learning and Engagement in the Open Spaces Department* and included as Appendix 1 proposed a classification for learning events, which is shown in the figure below.



11. In 2012/13 130,000 people across the Open Spaces participated in informal learning events and activities. 13,000 school children from seventeen local authorities attended formal learning activities. Evaluation of formal school sessions took place, with a 90% average satisfaction rating recorded.

## Partnership work

12. At both Hampstead Heath and Epping Forest delivery of education takes place in partnership with other organisations. At Epping Forest the Epping Forest Field Centre (EFFC), the Suntrap Forest Education Centre (Suntrap) and the Epping Forest Centenary Trust (EFCT) all deliver education services within the Forest. While the EFFC received a grant of around £50,000 per annum from the City of London, the other providers are financially independent. As part of the Heritage Lottery Funded Branching Out project a successful partnership was run by all the providers in the Forest called Discovering Epping Forest (DEF).

13. The Wild About Hampstead Heath project started in 2012, arising from a partnership with the RSPB established in 2006. The project aimed to test and pilot new ways of working in areas such as volunteering, interpretation and 'narrow and deep' education. 'Narrow and deep' was defined as targeting engagement with a small number of schools, and engaging them on a range of subject areas and over several years. The volunteering programme sought to develop a diverse, self-motivated and self-led group of volunteers from the local community. The interpretation programme developed a new style of interpretation termed 'guerilla interpretation', with mobile 'Wild Heath Bikes' which take interpretation to visitors rather than expecting them to visit particular facilities. The Heath Friendly schools programme engaged four local schools and embedded outdoor learning into their curriculum across all subjects, from music, design and technology to maths, literacy and art. The project is roughly half way complete, and a full evaluation of impact will be carried out at project close.
14. City Bridge Trust has provided funding for education in the department from 2011 until the end of March 2015. This funding has led to the development of new sessions, a significant increase in attendance at events and the development of new facilities and resources.

### **Current costs**

15. Currently a majority of costs associated with learning within Open Spaces are staffing costs. These costs include full salary costs and part salary costs for permanent members of staff involved in delivering education sessions. It also includes budgets held by Hampstead Heath and Epping Forest for casual staff to deliver education sessions. These staff costs amount to around £215,000 per annum and represent the base cost of the service. With additional costs associated with materials and management of education provision the entire cost of education provision in the department is £250,000 per annum.
16. Since 2011 the City Bridge Trust has funded staffing costs associated with formal learning provision and additional funding to develop the programme, including some capital expenditure. The proportion of this grant ascribed to educational activities amounted to £550,000 per annum from 2011-2013 and around £215,000 for the year 2014/15. The grant for education from 2011-2013 covered both education officers staff costs and the costs of other officers involved in outreach work, as well as funding for materials and development of facilities.

### **Measuring and evaluating provision**

17. Currently formal education sessions are subject to teacher evaluation. Data is also collected relating to the children attending sessions. The need to introduce standardised data collection was noted in the *Review of Learning Provision in Epping Forest*. The review also highlighted the problems of collecting demographic data.

18. At Hampstead Heath there has been useful work done using demographic data for the ward in which the attending school is located. This overcomes the reticence of some teachers in providing such data, as it is freely available from the Office of National Statistics. This work has allowed the Hampstead Heath education team to target schools in particular wards to reach under-represented groups.
19. Little evaluation is carried out relating to informal learning sessions. In some cases satisfaction data is compiled, but this is not done in a standardised way, and only for a small number of events.

## **Proposals**

20. The potential to secure a further City Bridge Trust grant provides an opportunity to set the strategic direction for education services in the Open Spaces Department, in particular aligning the focus of provision with the City of London Education Policy.
21. It is proposed that an education programme is developed as the basis for an application for funding to the City Bridge Trust. This programme would:
- Focus on formal education sessions
  - Deliver sessions to primary and secondary age pupils across a broad range of curriculum areas
  - Target children at CoL sponsored and managed schools, and those located in the City Fringe
  - Also target children from deprived areas close to sites
  - Include informal and adult learning activities where they are targeted at a defined, under-represented user groups and clear outcomes of activities can be defined
  - Include other events if they can be run on the basis of full cost recovery
  - Be actively marketed to target schools
  - Be managed as a single programme across sites
22. In addition a funding strategy should be developed, which seeks to develop a sustainable funding strategy, in particular diversifying the sources of grant funding received for educational activities. In future there will be a presumption that educational activities should be funded not through deficit funding of the Open Space Charitable Trust, but through other charitable grants and income from activities. This is to reflect the fact that the Open Spaces Acts do not make reference to educational work.

## **Focusing provision**

23. There is a need to focus provision; in particular clarifying the priority activities the City of London wishes to deliver directly and those which might be delivered by partners. Currently education provision spans a large number of activities. While formal educational activities are evaluated and impact on target groups measured, doing so has been difficult to achieve for informal learning events. There has also been some concern that attendance at

informal events is dominated by regular visitors to sites and does not effectively reach unrepresented groups.

24. The requirement to develop and deliver a wide range of activities has also been identified by Epping Forest Education Review and the Learning and Engagement in the Open Spaces Department report as requiring significant staff input, which restricts time available to work on marketing and development of the programme.
25. Informal sessions have been identified in the Service Based Review as an area where savings could be made, either through ceasing provision or introducing charges.
26. It is proposed that the education programme focuses on schools sessions, in line with the City of London education policy. Sessions should be targeted at primary and secondary age pupils and should be offered, as at present, for a wide range of curriculum areas.
27. Informal learning events, as defined in the Learning and Engagement In the Open Spaces Department Review, would be reduced. Where it was felt demand was high for events, event could be continued with charges made so that the cost of an event is fully recovered. Volunteer led events could also be encouraged.
28. Provision would also be focused on specific groups which are identified as not being proportionately represented among visitors to Open Spaces. The opportunity to target provision at specific user groups has been highlighted as an area for development. Several City of London partners at Epping Forest identified disabled visitors as a group they wished to engage further during the Epping Forest Education Review.
29. These activities would aim to involve underrepresented groups through targeted programmes with specific outcomes. Models for such programmes would be the Happy Loppers project run by the Epping Forest Centenary Trust, or the City Bridge Trust funded conservation skills project at Hampstead Heath targeted at members of the Chagossian community in London. The focus on targeting provision, involving underrepresented groups and delivering specific outcomes would be more attractive to potential funders.

### **Developing a single education programme**

30. A single education programme should be developed, which draws together the work at all sites. Currently development of sessions and materials, marketing and relationship development is duplicated across sites. Additionally different charges are made at sites and educational activities offered at other sites are not marketed to those attending events.
31. It is proposed that a single education programme covering the whole Open Spaces Department is developed. While sessions and materials would be

unique to each site, sharing marketing administration and development resources would offer an opportunity to increase the resource available to develop the programme.

32. A single funding strategy should also be developed as well as a single schedule of charges.

### **Developing the audience and marketing**

33. The education programme should be actively promoted to City of London managed and sponsored schools and to those on the City Fringe. Relationships should also be developed with relevant officers in the Children's Services departments of relevant London boroughs to increase awareness of the Open Spaces education programme.
34. Schools located in the most deprived wards of City Fringe and London borough neighbouring Open Spaces should also be targeted in marketing efforts. The targeting of the programme on particular schools would continue the 'focused and deep' model established at the Wild about Hampstead Heath Project.

### **Developing partnerships**

35. The development of partnerships for delivery of education work has proved successful at several sites, leading to innovative and effective developments in provision. The education programme should look to develop partnerships and possibly form a consortium of education providers. Work should seek to build on the successful existing partnerships such as those with the RSPB at Hampstead Heath and the Epping Forest Centenary Trust. Links with other organisations with similar aims should also be explored.
36. The Epping Forest Field Studies Centre (EFFSC) currently receives a grant of around £50,000 per annum for delivery of education services.
37. It is proposed that the EFFSC should be invited to partner with City of London in developing its application for City Bridge Trust funds, and the EFFSC should report progress and outcomes of its education work to the City Bridge Trust, if the grant application were to be successful.

### **Evaluation**

38. A future education programme would need to develop robust and searching evaluation techniques. Currently data on who the programme is reaching is limited. Data collected about participants should be standardised across sites, and where possible with partners. Standard evaluation techniques should be adopted and results used to develop the programme. Additional evaluation of the longer-term impacts of the programme must be developed. The sustainability of outcomes of our education provision is as yet un-evaluated.

## **Corporate & Strategic Implications**

39. The proposed strategic direction for the Open Spaces Education Programme would align departmental activity with the City of London Education Policy.

## **Implications**

40. The proposal sets a direction for the development of an education programme in the department. As such there are no financial, risk, legal or property implication arising from the report itself. However, the development of the programme may have implications in these areas, which will be considered as part of the programme development.

## **Conclusion**

41. If agreed, the development of an education programme, based on the principles in this report, will be delegated to the Director of Open Space, in consultation with the Chairman and Deputy Chairman of the committee.

## **Appendices**

- Appendix 1 - *Learning and Engagement in the Open Spaces Department*

## **Background Papers:**

**Jennifer Allott**

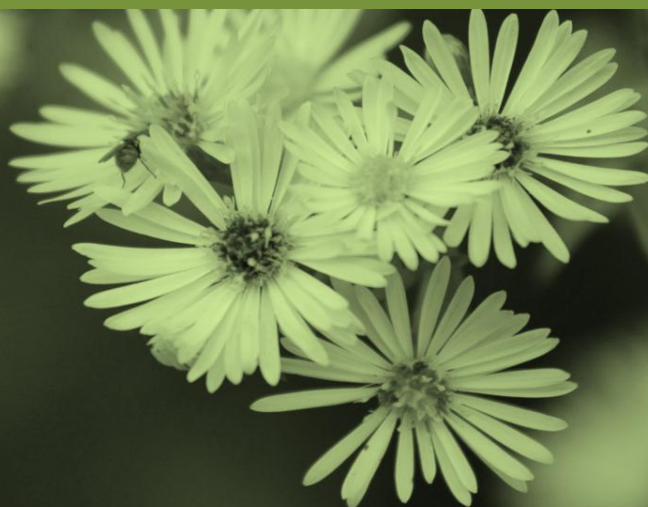
Departmental Business Manager

T: 0207 3323517

E: [jennifer.allott@cityoflondon.gov.uk](mailto:jennifer.allott@cityoflondon.gov.uk)

# Learning and Engagement in the Open Spaces Department

A review of 2012-13 and recommendations for the future



A. Brooker



# Learning and Engagement in the Open Spaces Department

This report was funded by the generous support of the City Bridge Trust

**City Bridge Trust**

The City of London Corporation's Charity

PREPARED BY

Grace Rawnsley, Community Education Officer, NLOS

Jo Price, Forest Centres Officer: Lifelong Learning, Epping Forest



## HIGHLIGHTS FROM 2012-13

**143,000**

People directly engaged with our activities

**90%**

Of people gave our events and activities a thumbs up

**130,000**

People participated in our informal events and activities

**13,000**

School children attended a formal learning session

**22,000**

Hours of learning happened in our formal sessions

**550**

Formal learning activities took place

**280**

Informal events and activities were organised

**17**

Local authorities benefited from our work





# THE IMPORTANCE OF LEARNING AND ENGAGEMENT IN OPEN SPACES

A recent, ground-breaking study by the Royal Society for the Protection of Birds highlighted that only 1 in 5 young people are connected to nature. Our connection to nature is a mediating factor in our emotional response towards, and future stewardship of, the natural environment. As a result, developing connections to nature is an essential tool in developing conscientious, informed citizens who will tackle the upcoming environmental challenges we face.

A key factor in developing connections to nature is the ability to learn and spend time in a natural or green space. This engagement is not limited to a focus on environmental subjects, studies show that learning a range of associated subjects within an open space such as history and social skills can also increase these benefits. However, less than a quarter of children in the UK spend time in their local green spaces (Natural Childhood, 2008).

This report reviews the range of learning and engagement opportunities provided across the Open Spaces Department to highlight our success, present a coherent terminology for discussing engagement, and recommend ways to strengthen this area of work.

**‘Children spend more than 20 hours per week online and 17 hours per week watching television.’**  
*(Natural Childhood, 2008)*



## The mutual benefit of learning and engagement in Open Spaces

*While developing a connection to nature helps the environment by creating informed, active citizens, it also benefits the children themselves. For example, in 2005 Richard Louv’s paper on ‘nature deficit disorder’ caught the attention of government and illustrated the importance for children to connect to nature to reduce the occurrence of obesity, attention disorders and depression.*

*In 2011, two papers ‘The Natural Choice: Securing the value of nature’ and ‘Sowing the seeds: reconnecting London’s Children with Nature’, were published, highlighting the importance of outdoor learning, play and open spaces to young people’s healthy development. All three of these publications demonstrated the importance of open spaces in urban environments to young people’s lives, but that increasing numbers of young people are not engaging with their local open spaces.*

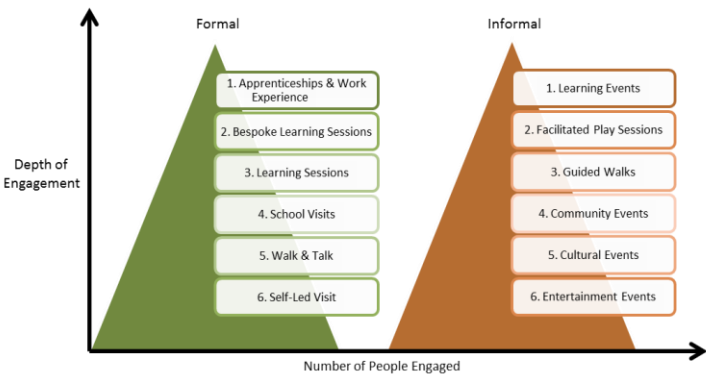




# TYPES OF LEARNING AND ENGAGEMENT OPPORTUNITIES

Learning and engagement takes many forms across the Open Spaces Department. However, all our activities can be broadly categorised into formal and informal opportunities. Formal opportunities comprise our work with schools or education institutions whereas informal opportunities consist of our engagement with the general public. However, both types of opportunities share a common goal: they focus on helping others understand the value of our open spaces.

We provide a large range of activities under both formal and informal opportunities which vary in their depth of engagement and target audiences. The framework of opportunities we provide are described in Diagram 1. We have chosen to exclude sport related engagement activities from our analysis.



**Learning and Engagement Activities and Depth of Engagement.** Both formal and informal learning and engagement opportunities can be broken down into 6 main activity types with varying levels of depth of engagement. This diagram represents increasing depth of engagement as an activity moves up the pyramid. The diagram also highlights that activities with deeper levels of engagement often reach fewer participants and vice-versa. More detailed information on each type of activity can be found in Appendix 1.

### Understanding our Audiences

Successful learning and engagement also takes into consideration the audiences it is designed for, in order to maximise potential engagement. The depth of engagement should also be considered in this process. For example, a detailed talk on the science behind lichens would not be appropriate for a group of young families on their first trip to an open space. As a result, we have defined our audiences in two basic ways described below. We recognise that these designations are very general and cannot give adequate insight into the true segmentation of our audiences.

| Audience by type   | Audience by frequency of use  |
|--|---|
| <ul style="list-style-type: none"><li>Families</li><li>School Children (without their parents)</li><li>Adults</li><li>Community groups</li></ul> | <ul style="list-style-type: none"><li>Regular visitors (3+ times per week)</li><li>Frequent visitors (3+ times per month)</li><li>Irregular visitors (3+ times per year)</li><li>Non-visitors</li></ul> |

### LOCAL AUTHORITIES OUR WORK BENEFITS

|                 |                      |                      |
|-----------------|----------------------|----------------------|
| Barnet          | Ealing               | Islington            |
| Brent           | Enfield              | Kensington & Chelsea |
| Buckinghamshire | Essex                | Newham               |
| Camden          | Hackney              | Redbridge            |
| City of London  | Hammersmith & Fulham | Waltham Forest       |
| Croydon         | Haringey             |                      |



# OUR ENGAGEMENT IMPACT

The Open Spaces Department currently fulfils an essential role in ensuring that Londoners engage with the natural environment through open spaces. We directly provide learning and engagement activities to over 140,000 people across 17 different local authorities per annum, as well as support partner organisations providing opportunities on our sites.

While we provide opportunities for engagement across our sites, the depth of engagement of our activities differs. Our work with schools illustrates that we are focused on deep engagement while our work with the general public demonstrates that we reach more people through our lighter or ‘entry’ level engagement activities such as cultural or entertainment events. These events are essential in engaging with our infrequent visitors, and are an excellent step into deeper engagement events.

### Our Partners’ contributions

*Learning and engagement activities are also conducted by a variety of partners at each of the Open Spaces and contribute to our success.*

#### Epping Forest Partners

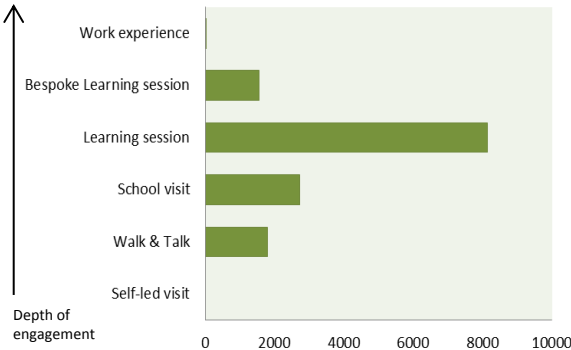
*Field Studies Centre – 22,000 people engaged*

*Epping Forest Centenary Trust – 3358 people engaged*

*Suntrap – 12,794 people engaged*

#### North London Open Spaces

*Royal Society for the Protection of Birds – 750 students engaged*



**Number of participants in formal learning against depth of engagement.** *The diagram illustrates that the majority of our work with schools centres around deep level engagement activities such as learning and bespoke learning sessions.*



**Number of participants in informal activities against depth of engagement.** *This diagram illustrates that our highest levels of participation in engagement activities centre around our lowest engagement depth activities. These activities are often large scale events and are not run as frequently. Our higher depth engagement activities have a higher frequency but engage with fewer people.*





# MANAGING LEARNING & ENGAGEMENT

Learning and engagement is a key strategic priority for the Open Spaces Department and the City of London as represented in the Community Strategy and the Open Spaces Department Business Plan.

Each open space differs in their provision of learning and engagement. Hampstead Heath and Epping Forest both employ dedicated learning teams to manage their formal programmes and elements of their informal programmes. Smaller open spaces such as West Ham Park rely on support services staff or Rangers to provide opportunities.

These differences in staffing levels result in differences in the ability of sites to provide engagement opportunities. Learning and engagement activities are heavily weighted to the larger, higher profile open spaces.

In 2011, an informal learning group was set up across the department to help share resources and best practice. This group functioned on an ad-hoc basis with no strategic influence from senior level managers. Little coordination or alignment of activities, reporting and monitoring occurs within this area of work.

## Open Spaces Department Business Plan – Learning & Engagement objectives

- *communicating with and learning from other leading Open Space providers*
- *promoting knowledge and appreciation for the environment and its heritage*
- *providing opportunities for children to learn about the natural environment and heritage through structured work programmes linked to the national curriculum*



C. Totman

### What each open space provides:

#### Burnham Beeches & Stoke Common

Walk & Talks, Work Experience, Learning Events

#### City Commons

Walk & Talks, Work Experience, Guided Walks, Community Events

#### Epping Forest

Work Experience, Learning sessions, Bespoke learning sessions, Cultural Events, Entertainment Events, Learning Events, Guided Walks, Community Events

#### North London Open Spaces

All types of learning and engagement activities are represented. In particular - learning sessions, facilitated play sessions, cultural events.

#### West Ham Park & City Gardens

School Visits, Work Experience, Cultural Events, Learning Events



# FUNDING LEARNING & ENGAGEMENT

Learning and engagement within the Open Spaces is at a critical and exciting point in its development as an area of work. All sites are currently working at capacity in their learning and engagement programmes within the current funding structures. However, there are many new and exciting opportunities for learning and engagement which the Open Spaces department is in an excellent position to capitalise on.

Most of our formal learning and engagement programmes are currently funded by large grant-giving organisations such as the City Bridge Trust and the Heritage Lottery Fund. These funds have allowed us to expand our work on many of our sites. For example, Hampstead Heath grew their formal learning sessions by 33% over the course of the funding and West Ham Park doubled the number school visits they provided. Where sites are not grant funded, formal learning is often provided in a responsive manner with lower levels of engagement. Informal learning and events are also often grant-funded or funded in partnership with other local authorities.

Funding of our activities is a major barrier and opportunity for increasing the quality and quantity of our learning and engagement work. It is essential that the department has a full understanding of our current provision, and looks forward at innovative ways of providing learning and engagement opportunities in order to stay relevant in a fast-moving and potentially lucrative field.

**Room for a Strong Voice**

*The Open Spaces Department is an ideal champion and advocate for learning and engagement in the natural environment in London. However, our profile in the learning and engagement sector is quite low. We have an opportunity to use our reputation as a leading government body to effect the manners in which best practice and standards are set across the sector.*

**‘1 in 3 children cannot identify a magpie’**  
*(Natural Childhood, 2008)*

## The Funding Landscape

*Learning and engagement in the natural environment is becoming an increasingly popular area for grant-giving organisations to fund. Programmes which can demonstrate their innovative nature or their need are regularly funded by a variety of sources including:*

- *Trusts and foundations*
- *Large organisations (through CSR budgets)*
- *Big Lottery and Heritage Lottery Fund*
- *Government initiatives*



# RECOMMENDATIONS FOR THE FUTURE

**'1 in 10  
children play  
in a 'wild'  
place.'  
(Natural  
Childhood,  
2008)**

The Open Spaces Department provides an essential provision of learning and engagement opportunities for Londoners and other local authorities. Further, our work is exceptionally successful at engaging participants with the value of our sites. However, our work lacks focus and coordination across the department and as a result is not maximising on its potential impact or opportunity for external funding. We make the following recommendations about how to strengthen our work across the department while ensuring that sites maintain their individual requirements.

## **1. Devise a vision for learning in Open Spaces.**

This document will set the framework for strategy planning across the Department and ensure that learning and engagement opportunities are in line with best practice and current standards.

## **2. Develop a strategy for learning for each Open Space.**

This document will allow each site to prioritise activities and opportunities to ensure that audiences and depth of engagement is adequately represented, assisting in the development of the 'menu' of opportunities

## **3. Agree a standard 'language' for learning, a minimum reporting criteria, and common evaluation techniques in Open Spaces.**

Consistent and robust reporting will provide comparable data and assist the Open Spaces in identifying opportunities or gaps in provision more readily.

## **4. Create and promote an Open Spaces Learning Network.**

The Learning Network will reinforce CoL's commitment to learning across all its Open Spaces and enable representatives to share issues around learning delivery and development.

## **5. Create a funding and promotional strategy for engagement in the Open Spaces.**

The majority of learning and engagement opportunities are currently grant funded. Learning and engagement is consistently popular with grant-funding organisations and this strategy would allow the Open Spaces to capitalise on this area of work.

## **6. Develop opportunities for partnerships across Open Spaces sites and with external organisations.**

Working in partnership is a key opportunity for the Open Spaces Department to deliver high quality learning and engagement.

## **7. Investigate the creation of a central role coordinating our work across Open Spaces.**

A strategic coordinating role based in the Directorate would provide support in developing provision across Open Spaces, allowing the department to respond more quickly to opportunities and maintain relevancy.





# APPENDIX 1 – A COMMON LANGUAGE

We propose the following common language to be used when planning, reporting and evaluating formal and informal learning activities:

## Formal Learning & Engagement

| Work Experience and Internship  | Bespoke Learning Session   | Learning Session   | School Visit   | Walk & Talk Visit  | Self-led Visit  |
|---|--|--|--|--|---|
| <ul style="list-style-type: none"><li>•Planned in advance</li><li>•Focus on skills based learning</li><li>•Clearly defined learning objectives</li><li>•Involve a 1 to 1 learning environment</li></ul> | <ul style="list-style-type: none"><li>•Planned in advance using a lesson planning technique</li><li>•Clearly defined learning objectives</li><li>•Include a plenary and assessment</li><li>•Led by a learning specialist</li><li>•Joint development of the learning objectives with the teacher and education specialist</li></ul> | <ul style="list-style-type: none"><li>•Booked in advance</li><li>•Linked to the national curriculum or other curricula</li><li>•Planned in advance using a lesson planning technique</li><li>•Clearly defined learning objectives</li><li>•Include a plenary and assessment</li><li>•Evaluated by the teachers and/or students</li><li>•Led by a learning specialist</li></ul> | <ul style="list-style-type: none"><li>•Booked in advance by an education institution</li><li>•Planned in advance by the staff member</li><li>•Use age appropriate activities and resources</li><li>•Focus on a subject rather than the site itself</li></ul> | <ul style="list-style-type: none"><li>•Planned in advance by the staff member</li><li>•Focus on the site and its attributes</li><li>•Do not necessarily use activities or resources such as online teaching support material provided by CoL but could incorporate these</li></ul> | <ul style="list-style-type: none"><li>•Not booked in advance</li><li>•Not led by a staff member</li></ul> |

## Informal Learning & Engagement

| Learning Events  | Facilitated Play Sessions   | Guided Walks   | Community Events  | Cultural Events   | Entertainment Events   |
|--|---|--|---|---|--|
| <ul style="list-style-type: none"><li>•Planned in advance using a lesson planning technique</li><li>•Encompass a range of learning and engagement styles</li><li>•Clearly defined learning objectives</li><li>•Evaluated by the participants</li><li>•Involve site-or subject specific learning objectives</li></ul> | <ul style="list-style-type: none"><li>•Planned in advance</li><li>•Encompass a range of learning styles</li><li>•Focus on social learning and skills acquisition</li><li>•Led by a specialist play leader</li></ul> | <ul style="list-style-type: none"><li>•Involve site-specific learning objectives</li><li>•Planned in advance</li></ul> | <ul style="list-style-type: none"><li>•Engage specifically with target communities or groups</li><li>•Involve site-specific learning</li><li>•Aim to promote social cohesion by bringing communities together</li></ul> | <ul style="list-style-type: none"><li>•Provide elements of cultural learning</li><li>•No clear learning objectives</li><li>•Not site-specific</li></ul> | <ul style="list-style-type: none"><li>•Have no specific learning objectives</li><li>•Not site-specific</li></ul> |

This page is intentionally left blank



By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

Document is Restricted

This page is intentionally left blank

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

Document is Restricted

This page is intentionally left blank

By virtue of paragraph(s) 3, 4 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

Document is Restricted

This page is intentionally left blank