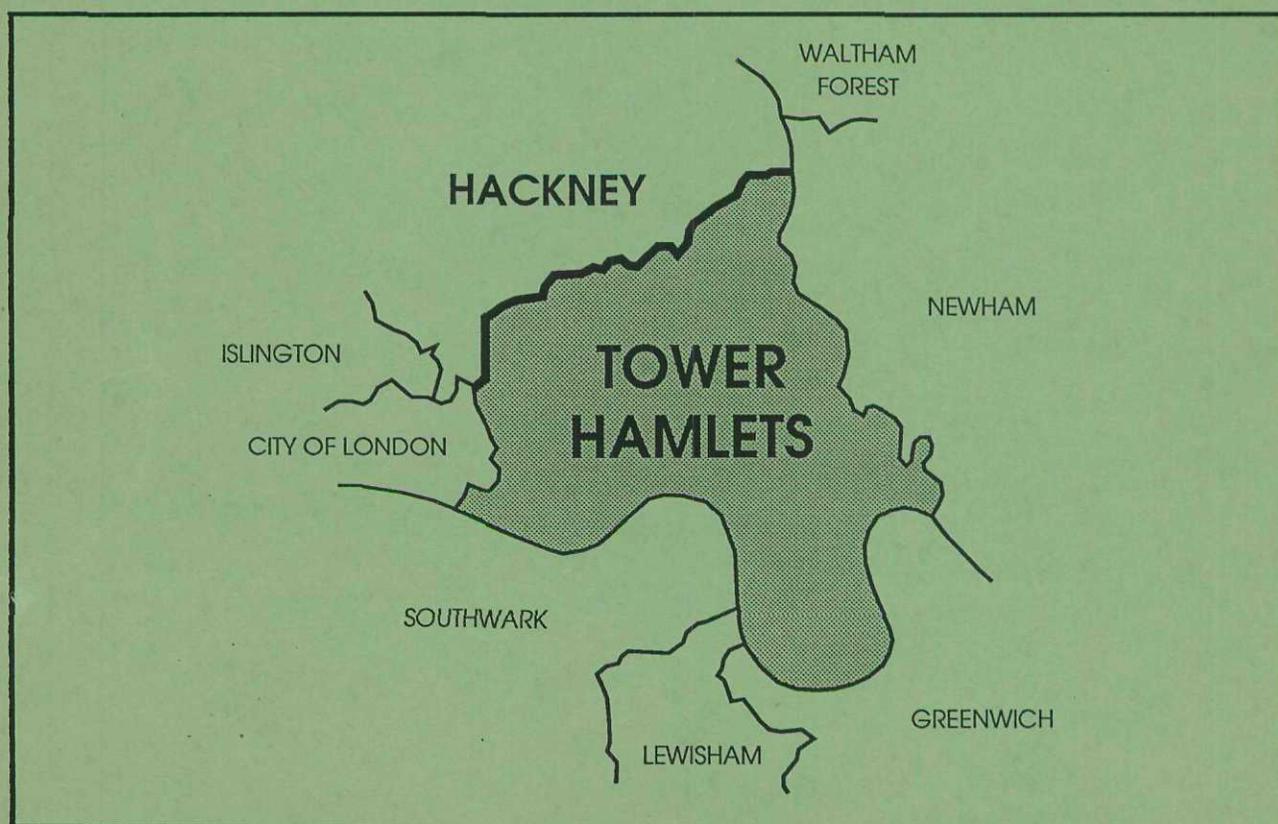


LOCAL GOVERNMENT BOUNDARY COMMISSION FOR ENGLAND

REVIEW OF GREATER LONDON, THE LONDON BOROUGHS AND THE CITY OF LONDON

LONDON BOROUGH OF TOWER HAMLETS

Boundary with : HACKNEY LB



REPORT NO. 634

LOCAL GOVERNMENT
BOUNDARY COMMISSION
FOR ENGLAND

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LOCAL GOVERNMENT BOUNDARY COMMISSION FOR ENGLAND

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SECRETARY OF STATE FOR THE ENVIRONMENT

REVIEW OF GREATER LONDON, THE LONDON BOROUGHS AND THE CITY OF LONDON

THE LONDON BOROUGH OF TOWER HAMLETS AND ITS BOUNDARY WITH THE LONDON BOROUGH OF HACKNEY

COMMISSION'S FINAL REPORT AND PROPOSALS

INTRODUCTION

1. On 1 April 1987 we announced the start of a review of Greater London, the London Boroughs and the City of London, as part of the programme of reviews we are required to undertake by virtue of section 48(1) of the Local Government Act 1972. We wrote to each of the local authorities concerned.

2. Copies of our letter were sent to the adjoining London boroughs; the appropriate county, district and parish councils bordering Greater London; the local authority associations; Members of Parliament with constituency interests; and the headquarters of the main political parties. In addition, copies were sent to the Metropolitan Police and to those government departments, regional health authorities, electricity, gas and water undertakings which might have an interest, as well as to local television and radio stations serving the area, and a number of other interested persons and organisations.

3. The London boroughs and the City of London were requested to assist us in publicising the start of the review by inserting a notice for two successive weeks in local newspapers, so as to give a wide coverage in the areas concerned.

4. A period of seven months from the date of our letter was allowed for all local authorities or any person or body interested in the review to send us their views on whether changes to the Borough boundary were desirable and, if so, what those changes should be and how they would serve the interests

of effective and convenient local government, the criterion laid down in the 1972 Act.

5. This report concerns the boundary between Tower Hamlets and Hackney only. Our consideration of the boundaries between Tower Hamlets and Newham, and between Tower Hamlets and the City of London, will be the subject of separate reports.

OUR APPROACH TO THE REVIEW OF GREATER LONDON

General

6. As with our previous London borough reports, we have thought it appropriate to commence with some relevant general considerations which have been raised by our examination of Tower Hamlets and other London borough areas.

7. We took the opportunity in our Report No 550, "People and Places", to explain in some detail the approach we take to our work and the factors which we take into consideration when conducting reviews, including the guidelines given to us by the Secretary of State (set out in Department of the Environment Circular 20/86 in the case of the reviews of London).

8. Subsequently, in July 1988, we issued a press notice, copies of which were sent to London boroughs, explaining the manner in which we proposed to conduct the review of London boundaries. In the notice we said that, from the evidence seen so far, this was unlikely to be the right time to advocate comprehensive change in the pattern of London government - although the notice listed a number of submissions for major changes to particular boundaries which had been made to the Commission, some of which the Commission had foreseen in "People and Places". These and other major changes to particular boundaries are being considered by the Commission as part of its Review.

Wider London Issues

9. When we commenced our review in 1987, we received a number of suggestions advocating radical change to certain London

boroughs and to the City of London, including, in some cases, their abolition. Some of these suggestions have engendered considerable publicity and support from residents of the areas concerned, many of whom wrote to us, or signed or submitted petitions. In the context of this review of Tower Hamlets' boundary with Hackney, we received two late suggestions from members of the public advocating the re-creation of the former borough of Shoreditch.

10. Our review of the London boroughs and the City of London is the first such review to have been undertaken since the creation of the present London boroughs in 1965, under the provisions of the London Government Act 1963. Although our view remains that this review is not the right occasion for a fundamental reappraisal of the extent of London or the pattern of London boroughs, which would inevitably raise questions about the nature and structure of London government, we do see it as very much part of our role to identify and record any general issues which arise and which may need to be considered in any more fundamental review of London in the future.

Docklands

11. While we have decided not to pursue suggestions for radical change to the pattern of London local government, given the history and development potential of the Docklands area we felt it appropriate to consider whether there was a case for the creation of a new London borough centred on Docklands. Such a new borough would be an amalgam of parts of existing boroughs covering the Docklands area, including Tower Hamlets. However, we received no submissions which suggested such major change and noted that Tower Hamlets had specifically opposed it.

12. We therefore took the view that, in general, the existing pattern of borough boundaries in the Docklands area is satisfactory, and that the social and historical ties within Tower Hamlets are sufficiently strong to justify its continuation as a separate authority. Accordingly, we decided not to pursue the creation of a new borough for Docklands, and have confined our consideration to minor changes along the general line of

Tower Hamlets' present boundaries.

THE SUBMISSIONS MADE TO US

13. In response to our letter of 1 April 1987, we received submissions from the London Boroughs of Tower Hamlets and Hackney. No other representations were received.

OUR DRAFT PROPOSALS

(a) Shoreditch High Street

14. Tower Hamlets suggested realigning the boundary along Shoreditch High Street, from Hackney Road to Fleur de Lis Street, thereby uniting the Boundary Estate and Bishopsgate goodsyards in its authority. Hackney did not submit any suggestions for change.

15. The Boundary Estate is a housing estate owned by Tower Hamlets, a small part of which, Cleeve House, is currently within Hackney. We agreed with Tower Hamlets that the estate's administration and maintenance would be facilitated if it were united in its authority.

16. We also noted that Bishopsgate goodsyards is the subject of a redevelopment proposal, and considered that its division between Tower Hamlets and Hackney was undesirable. We believed that it would be in the interests of effective and convenient local government to unite the goodsyards in one borough and that, as the major part is located in Tower Hamlets, it would be appropriate to unite it in that authority.

17. We therefore decided to adopt Tower Hamlets' suggestion as our draft proposal for Shoreditch High Street.

(b) Victoria Park

18. Tower Hamlets suggested that Victoria Park should be brought wholly within its area, but did not suggest a precise realignment. Hackney did not submit any suggestions for change.

19. We acknowledged that the existing boundary in this area was defaced, running arbitrarily across the park, and took the view that the administration and maintenance of the park would be simplified if it were united in one authority. As the greater part of the park is currently in Tower Hamlets, we considered that it should be united in that Council's area. We therefore decided to adopt Tower Hamlets' suggestion as our draft proposal, and to realign the boundary along the north-western perimeter of the park between Grove Road and Cadogan Terrace.

(c) Hackney Wick

20. Hackney suggested a realignment of the boundary in the Hackney Wick area, pointing out that the existing boundary between Wallis Road and the River Lee is ill-defined and divides an industrial estate. Accordingly, Hackney suggested that the boundary east of Wallis Road be realigned along the Hackney Wick railway line, thereby uniting the East Cross Centre in Hackney, and transferring Hackney Wick railway station to its authority.

21. We agreed that the existing boundary in this area was unsatisfactory. We noted that Hackney Wick was largely isolated from virtually all surrounding centres of population by a combination of natural and man-made features. Nevertheless, we felt that the area appeared to have links with Homerton in Hackney, and that to unite it in that Borough would reflect community ties.

22. We considered that a realignment of the existing boundary to the southern edge of the Hackney Wick railway line would provide a clear, identifiable boundary. We also noted that, in the east, such a realignment would link with our draft proposal to realign Newham's boundary with Tower Hamlets and Hackney along the River Lee. We therefore decided to adopt Hackney's suggestion as our draft proposal.

INTERIM DECISION TO MAKE NO PROPOSAL

Goldsmith's Row/Regent's Canal

23. Hackney suggested realigning the boundary south from the Regent's Canal along Mare Street, and then west along Hackney Road to the existing boundary at Goldsmith's Row. The Council expressed the view that this would result in more effective management of the Hackney Road Improvement Area and other urban regeneration schemes. We received no other suggestions for change.

24. We noted that Hackney's suggestion would transfer the Dinmont Estate and other local authority housing to its area. However, we considered that these residential areas looked south to Tower Hamlets for services, and that a realignment of the boundary along Hackney Road would have the undesirable effect of dividing a community.

25. In view of this, and having regard to the fact that the existing boundary in the area is well defined, particularly along the Regent's Canal, we took an interim decision to make no proposals.

ANNOUNCEMENT OF OUR DRAFT PROPOSALS/INTERIM DECISION

26. The letter announcing our draft proposals and interim decision was published on 12 April 1991. Copies were sent to the local authorities concerned, and to bodies and organisations we considered might have an interest in this review. We arranged for a notice to be published announcing our draft proposals and interim decision. In addition, Tower Hamlets and Hackney were asked to post copies of the notice at places where public notices are customarily displayed. They were also asked to place copies of our letter on deposit for inspection at their main offices for a period of eight weeks. Comments were invited by 7 June 1991.

RESPONSE TO OUR DRAFT PROPOSALS/INTERIM DECISION

27. We received a total of 29 representations in response to our

draft proposals letter, including comments from the London Boroughs of Tower Hamlets and Hackney, a Hackney councillor, five local organisations, two residents' associations and 14 individuals and local businesses. We also received three petitions, comprising a total of 455 signatures, from local residents and traders. The Metropolitan Police advised us that it had no objections to our draft proposals. The London Waste Regulation Authority indicated that it had no comments.

OUR DECISIONS AND FINAL PROPOSALS

(a) Shoreditch High Street

28. Tower Hamlets supported our draft proposal to unite the Boundary Estate and the former Bishopsgate goodsyards in its area, as did the City and East London Family Health Services Authority, and nine residents of Cleeve House, which forms part of the Boundary Estate.

29. However, our draft proposal was opposed by Hackney, on the grounds that a realignment along Shoreditch High Street would sever the historical links between Shoreditch and St Leonard's Church; divide the existing business community; and disrupt the delivery of services and the planning of new development, particularly in the area of the Bishopsgate goodsyards. The Council informed us that it had granted outline planning permission for the development of an office block in its part of the goodsyards site, and expressed the view that uniting the site in Tower Hamlets would jeopardise the training initiatives, and the necessary road and environmental improvements, that it had negotiated with the developer.

30. A firm of chartered surveyors, acting as agents for the goodsyards' developers, also opposed our draft proposal, on grounds similar to those submitted by Hackney. They considered that further liaison with a different local authority would lead to the project being considerably delayed. Furthermore, the agents informed us that the proposed development had been planned with the existing boundary in mind and, in consequence, the boundary would not be defaced by new building.

31. Our draft proposal was also opposed by a Hackney councillor, the Friends of Hackney Archives, the Hackney South and Shoreditch Conservative Association, the Hackney South and Shoreditch Constituency Labour Party, the Vicar of St. Leonard's Church and by three members of the public. Several of these respondents objected to the transfer of St Leonard's Church to Tower Hamlets. They asserted that the church has significant links with Shoreditch, and that its transfer to Tower Hamlets would separate it from its traditional community. The Vicar of St. Leonard's expressed concern that a day nursery housed in the church, and funded by Hackney, would face an uncertain future if our draft proposal were implemented. He also pointed out that plans to convert the crypt, with the assistance of Hackney Health Authority, into a community day centre for people with long-term mental health problems might similarly be jeopardised.

32. We also received a petition bearing 40 signatures from local residents. They opposed the transfer of the church on the grounds that it would represent a profound break between the local community, which they considered to have a strong and close-knit identity, and its historical setting.

33. The Hackney South and Shoreditch Conservative Association considered Shoreditch High Street to be unsuitable as a boundary, suggesting that it acts as a focus for the surrounding community rather than as a divide. The Association felt the existing boundary to be satisfactory, and a realignment unnecessary.

34. We noted that our draft proposal to realign the boundary along Shoreditch High Street had been opposed by many local residents, on the grounds that it would sever historical links and damage long-standing community ties, particularly with St Leonard's Church. However, we also noted that the tenants of Cleeve House, part of the Boundary Estate, had supported our draft proposal. We considered whether there was any alternative alignment which would both meet local residents' objections and still unite the estate. However, we concluded that any feasible alternative would provide only minimal benefits in terms of effective and convenient local government.

35. We acknowledged that, with the exception of that length of it which crosses the former Bishopsgate goodsyard, the existing boundary is well-defined. We also noted that the development proposals for the goodsyard site respected the existing boundary, and would not result in defacement. In view of this, and in recognition of residents' comments that St. Leonard's Church shares a long-standing community of interest with Shoreditch, we concluded that a realignment to Shoreditch High Street was no longer justifiable. We have therefore decided to withdraw our draft proposal.

36. As indicated in paragraph 9 above, we received two late representations from members of the public advocating the re-creation of the former borough of Shoreditch. However, having regard to the effect such major change would have on the pattern of authorities in this part of inner London, and in the absence of any popular support from residents, we have decided not to pursue the suggestion.

(b) Victoria Park

37. Our draft proposal to unite Victoria Park was supported by Tower Hamlets and by the City and East London Family Health Services Authority. However, it was opposed by Hackney, the Hackney South and Shoreditch Conservative Association, the Hackney South and Shoreditch Constituency Labour Party, the Community of Reconciliation and Fellowship, and by one member of the public.

38. Hackney opposed the park being united in Tower Hamlets on the grounds that its current division does not interfere with day-to-day management, and ensures that both authorities, and consequently all local residents, are consulted on planning and related matters. The Hackney South and Shoreditch Conservative Association opposed our draft proposal on similar grounds.

39. The Community of Reconciliation and Fellowship suggested that streets adjacent to Victoria Park in the E9 postal district of Hackney should also be transferred to Tower Hamlets, on the grounds that the residents of South Hackney look southwards

towards that authority.

40. We reaffirmed our view that uniting Victoria Park in one authority would create a clear and durable boundary, and facilitate planning and the administration of the area. However, in considering the suggestion that streets adjacent to Victoria Park should also be transferred to Tower Hamlets, we considered that the park effectively separated South Hackney residents from services and facilities in Tower Hamlets. Accordingly, we concluded that the suggestion made by the Community of Reconciliation and Fellowship took little account of community ties and ignored the barrier effect of Victoria Park. We have therefore decided to confirm our draft proposal as final.

(c) Hackney Wick

41. Our draft proposal to unite Hackney Wick in Hackney was supported by Tower Hamlets, Hackney and the City and East London Family Health Services Authority. However, it was opposed by the Hackney South and Shoreditch Constituency Labour Party, but no grounds were given.

42. We considered the Constituency Labour Party's objection but, in view of the support for our draft proposal from the two authorities concerned, have decided to confirm it as final.

(d) Goldsmith's Row/Regent's Canal

43. Our interim decision to make no proposals for the boundary in this area was supported by Tower Hamlets, the City and East London Family Health Services Authority, the Dinmont Estate Resident's Association, the St Peter's Estate Area Committee, three local businesses and by three members of the public. In addition, we received a petition from the Hackney Road Traders and another from the Bethnal Green Neighbourhood Centre, comprising 73 and 342 signatures respectively, also in support. Hackney did not comment on our interim decision.

44. We received no other representations, and have decided to confirm our interim decision as final.

ELECTORAL CONSEQUENCES

45. Our final proposals have some limited electoral consequences for the local authorities affected by this review. The details of our proposals for changes in electoral arrangements are described in Annex B to this report.

CONCLUSION

46. We believe that our final proposals, which are summarised in Annex C to this report, are in the interests of effective and convenient local government and we commend them to you accordingly.

PUBLICATION

47. A separate letter is being sent to the London Boroughs of Tower Hamlets and Hackney asking them to deposit copies of this report at their main offices for inspection for a period of six months. They are also being asked to put notices to that effect on public notice boards. Arrangements have been made for similar notices to be inserted in the local press. The text of the notice will explain that the Commission has fulfilled its statutory role in this matter and that it now falls to you to make an Order implementing the proposals, if you think fit, though not earlier than six weeks from the date our final proposals are submitted to you. Copies of this report, with the maps attached at Annex A illustrating the proposed changes, are being sent to all those who received our draft proposals letter of 12 April 1991, and to those who made written representations to us.

Signed

G J ELLERTON (Chairman)

K F J ENNALS

G R PRENTICE

HELEN SARKANY

C W SMITH

R D COMPTON
Secretary
5 March 1992

LOCAL GOVERNMENT BOUNDARY COMMISSION FOR ENGLAND

REVIEWS OF GREATER LONDON, THE LONDON BOROUGHS
AND THE CITY OF LONDON

TOWER HAMLETS LB

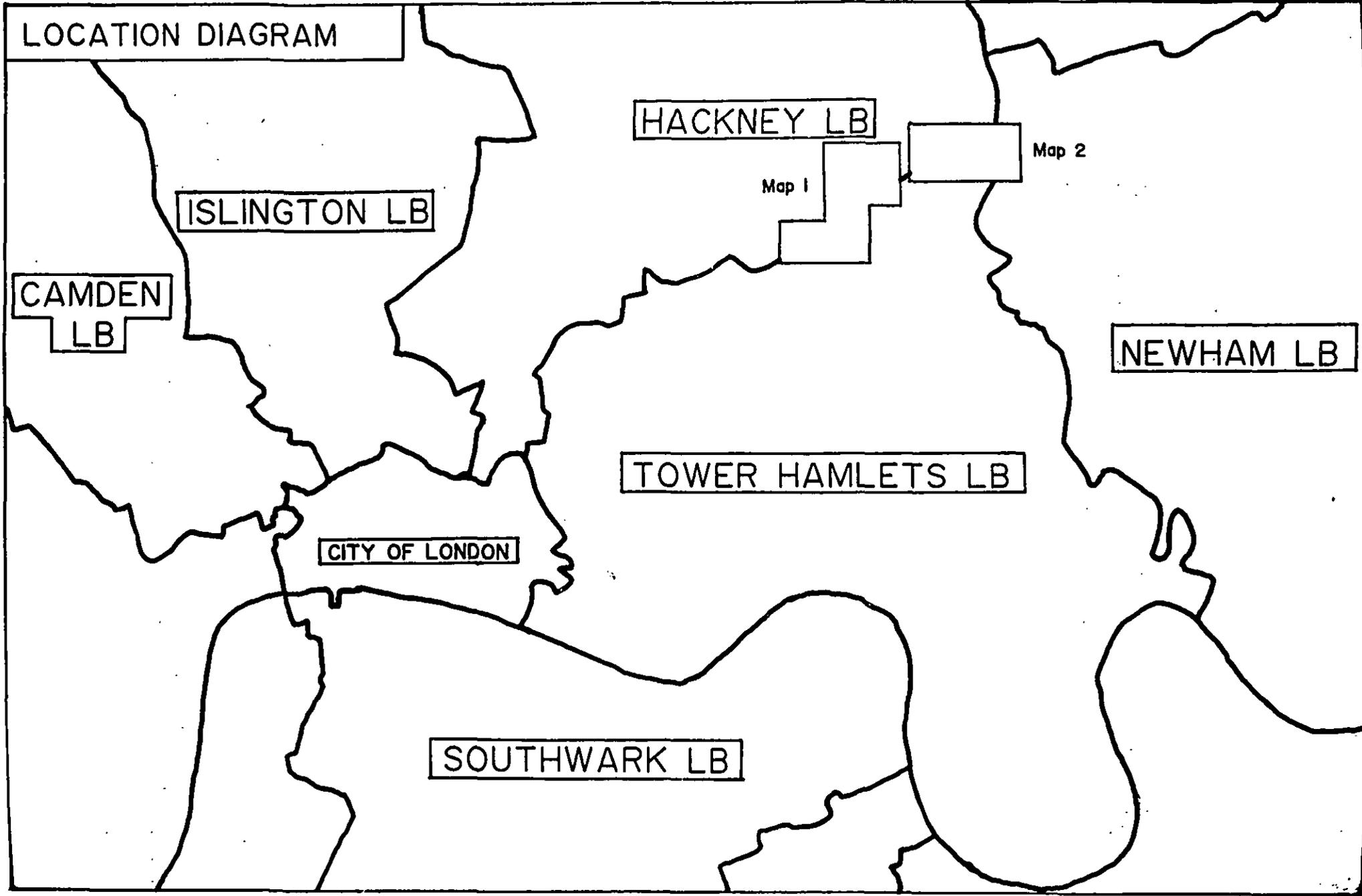
AFFECTING HACKNEY LB

FINAL PROPOSALS

Existing Boundary	—————
Proposed Boundary	- - - - -
Other boundary divisions

Produced by Ordnance Survey for the
Local Government Boundary Commission for England

LOCATION DIAGRAM



HACKNEY LB

Area D

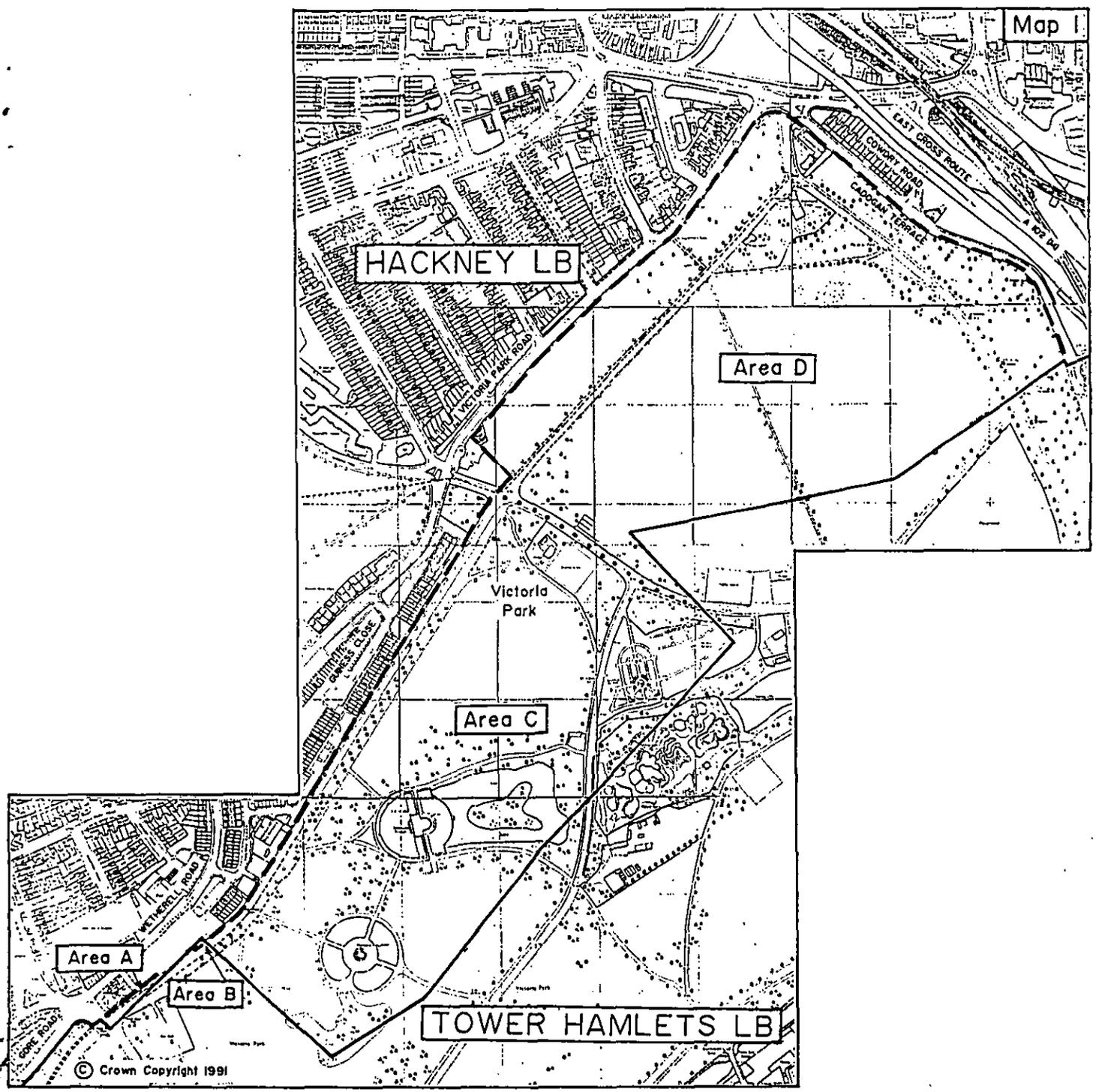
Area C

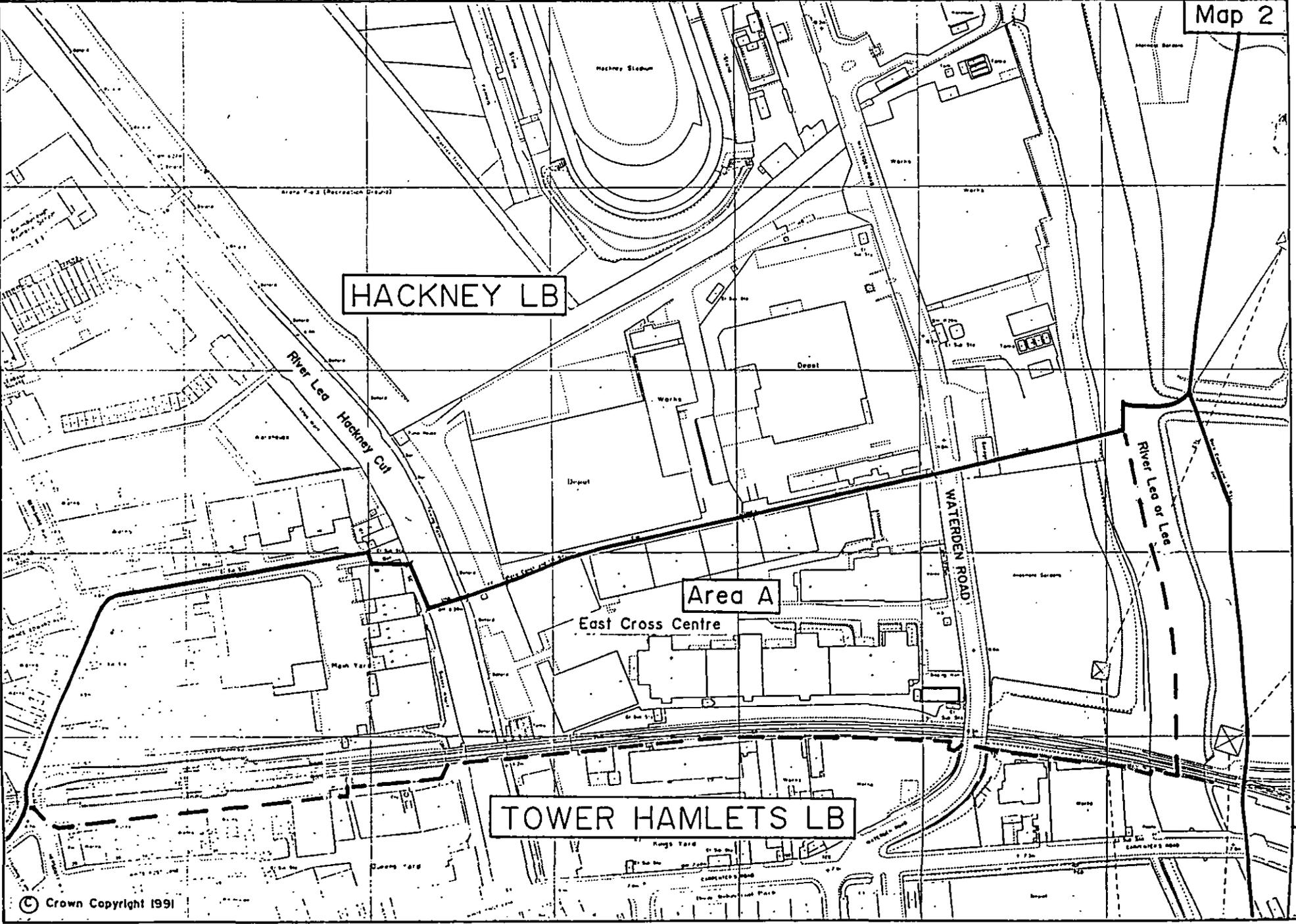
Victoria Park

Area A

Area B

TOWER HAMLETS LB





HACKNEY LB

Area A

TOWER HAMLETS LB

East Cross Centre

WATERDEN ROAD

River Lea
Hockney Cut

River Lea or Lee

CONSEQUENTIAL CHANGES

MAP NO.	AREA REF.	FROM	TO	MAP NO.	AREA REF.	FROM	TO		
1	A C	Hackney LB Victoria Ward	Tower Hamlets LB Park Ward	2	A	Tower Hamlets LB Park Ward	Hackney LB Wick Ward		
	B	Tower Hamlets LB Park Ward	Hackney LB Victoria Ward						
	D	Hackney LB Wick Ward	Tower Hamlets LB Park Ward						

SUMMARY OF PROPOSED BOUNDARY CHANGES

Victoria Park	Realignment to unite Victoria Park in Tower Hamlets	Paragraphs 37-40, Map 1
Hackney Wick	Realignment along the Hackney Wick Railway line to unite Hackney Wick in Hackney	Paragraphs 41-42 Map 2