



Epping Forest & Commons Committee

Date: MONDAY, 11 MAY 2015
Time: 11.00 am
Venue: COMMITTEE ROOM - 2ND FLOOR WEST WING, GUILDHALL

Members: George Abrahams
Deputy John Barker
Deputy Stanley Ginsburg
Alderman Gordon Haines
Alderman Sir Paul Judge
Deputy Catherine McGuinness
Sylvia Moys
Barbara Newman
Virginia Rounding
Philip Woodhouse
Deputy Alex Deane (Ex-Officio Member)
Alderman Ian Luder (Ex-Officio Member)

For consideration of Business Relating to Epping Forest Only

Verderer Peter Adams
Verderer Michael Chapman DL
Verderer Richard Morris
Verderer Dr. Joanna Thomas

Enquiries: Natasha Dogra
Natasha.Dogra@cityoflondon.gov.uk

Lunch will be served in the Guildhall Club at 1pm.
N.B. Part of this meeting may be subject to audio visual recording.

John Barradell
Town Clerk and Chief Executive

AGENDA

Agenda

Part 1 - Public Agenda

1. **APOLOGIES**
2. **MEMBERS' DECLARATIONS UNDER THE CODE OF CONDUCT IN RESPECT OF ITEMS ON THE AGENDA**
3. **ORDER OF THE COURT OF COMMON COUNCIL 23 APRIL 2015**
To receive the Order of the Court of Common Council.

For Information
(Pages 1 - 2)
4. **ELECTION OF CHAIRMAN**
To elect a Chairman in accordance with Standing Order 29.

For Decision
5. **ELECTION OF DEPUTY CHAIRMAN**
To elect a Deputy Chairman in accordance with Standing Order 30.

For Decision
6. **MINUTES**
To agree the minutes of the previous meeting.

For Decision
(Pages 3 - 14)
7. **COMMITTEE APPOINTMENTS 2015/16**
Report of the Town Clerk.

For Decision
(Pages 15 - 20)
8. **PROMOTION OF A CITY OF LONDON CORPORATION (OPEN SPACES) BILL**
Report of the Remembrancer.

For Decision
(Pages 21 - 28)

9. OPEN SPACES BUSINESS PLAN

Report of the Director of Open Spaces.

For Decision
(Pages 29 - 64)

10. APPLICATION FOR BASIC PAYMENT SCHEME FUNDING

Report of the Superintendent of Epping Forest.

For Decision
(Pages 65 - 70)

11. WAYLEAVES REVIEW

Report of the Superintendent of Epping Forest, Superintendent of Burnham Beeches, Stoke and City Commons Superintendent of Hampstead Heath

For Decision
(Pages 71 - 76)

Epping Forest

12. SUPERINTENDENT'S UPDATE

The Superintendent of Epping Forest to be heard.

For Information

13. WARLIES PARK - UPSHIRE MILLENNIUM FIELD

Report of the Superintendent of Epping Forest.

For Decision
(Pages 77 - 82)

14. PLANNING CASEWORK

Report of the Superintendent of Epping Forest.

For Information
(Pages 83 - 94)

15. EPPING FOREST FOOTBALL CHARGES 2015/16

Report of the Superintendent of Epping Forest.

For Information
(Pages 95 - 100)

16. ANNUAL REPORT OF LICENCES ISSUED 1 APRIL 2014 TO 31 MARCH 2015

Report of the Superintendent of Epping Forest.

For Information
(Pages 101 - 104)

**17. WANSTEAD PARK: LANDSCAPE CONSERVATION AND REGENERATION
PROGRESS UPDATE**

Report of the Superintendent of Epping Forest.

For Information
(Pages 105 - 112)

18. CYCLING AT POLE HILL

Report of the Superintendent of Epping Forest.

For Decision
(Pages 113 - 120)

19. BRANCHING OUT PROJECT EXTENSION

Report of the Superintendent of Epping Forest.

For Information
(Pages 121 - 124)

**20. ANNUAL REPORT OF FLY TIPPING AND WASTE DISPOSAL AT EPPING
FOREST - 1 APRIL 2014 TO 31 MARCH 2015**

Report of the Superintendent of Epping Forest.

For Information
(Pages 125 - 132)

21. EPPING FOREST MANAGEMENT PLAN (PHASE 1 CONSULTATION)

Report of the Superintendent of Epping Forest.

Management Plan document (Appendix 3) to be circulated separately, with the agenda introduction to follow.

For Decision
(Pages 133 - 146)

Burnham Beeches, Stoke Common & City Commons

22. SUPERINTENDENT'S UPDATE

The Superintendent of Burnham Beeches, Stoke Common and City Commons to be heard.

For Information

23. **QUESTIONS ON MATTERS RELATING TO THE WORK OF THE COMMITTEE**
24. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT**

Part 2 - Non-Public Agenda

25. 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

26. NON-PUBLIC MINUTES

To agree the minutes of the previous meeting.

For Decision
(Pages 147 - 150)

27. GATEWAY 7 OUTCOME REPORT: JUBILEE POND, RELINING AND ENHANCEMENTS

Report of the City Surveyor.

For Decision
(Pages 151 - 156)

28. BUFFER LANDS - ANNUAL AGRICULTURAL HOLDINGS REVIEW

Report of the Superintendent of Epping Forest.

For Decision
(Pages 157 - 162)

29. NON PUBLIC QUESTIONS ON MATTERS RELATING TO THE WORK OF THE COMMITTEE

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

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YARROW, Mayor	RESOLVED: That the Court of Common Council holden in the Guildhall of the City of London on Thursday 23rd April 2015, doth hereby appoint the following Committee until the first meeting of the Court in April, 2016.
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EPPING FOREST & COMMONS COMMITTEE

1. **Constitution**
A Non-Ward Committee consisting of,
 - two Aldermen nominated by the Court of Aldermen
 - 8 Commoners elected by the Court of Common Council at least one of whom shall have fewer than five years' service on the Court at the time of their appointment
 - the Chairman and Deputy Chairman of the Open Spaces & City Gardens Committee (ex-officio)
 - plus, for the consideration of business relating to Epping Forest only, four Verderers elected or appointed pursuant to the Epping Forest Act 1878.
2. **Quorum**
The quorum consists of any five Members.
For the purpose of non-Epping Forest related business the quorum must consist of five Committee Members who must be Members of the Court of Common Council.

3. **Membership 2015/16**

ALDERMEN

8 Gordon Warwick Haines
1 Sir Paul Judge

COMMONERS

5 (4) George Christopher Abrahams
12 (4) John Alfred Barker, O.B.E., Deputy
7 (3) Stanley Ginsburg J.P., Deputy
11 (3) Catherine McGuinness, M.A., Deputy
2 (2) Sylvia Doreen Moys
18 (2) Barbara Patricia Newman, C.B.E.
5 (1) Virginia Rounding
1 (1) Phillip John Woodhouse

together with the ex-officio Members referred to in paragraph 1 above and:-

Verderers pursuant to the provisions of the Epping Forest Act, 1878:-

- Mr. P. Adams
- Mr. M. Chapman, D.L.
- Mr. R. Morris, O.B.E.
- Dr. J. Thomas

4. **Terms of Reference**

To be responsible, having regard to the overall policy laid down by the Open Spaces & City Gardens Committee, for:-

- (a) exercising of the powers and duties of the Court of Common Council as Conservators of Epping Forest (registered charity no. 232990) and the various additional lands which have been acquired to protect the Forest in accordance, where appropriate, with the Epping Forest Acts 1878 and 1880 (as amended) and all other relevant legislation.
- (b) the ownership and management of the following open spaces in accordance with the provisions of the Corporation of London Open Spaces Act 1878:-
Coulson and other Commons (registered charity no. 232989), the other Commons being Kenley Common, Farthing Downs and Riddlesdown
West Wickham Common and Spring Park (registered charity no. 232988)
Ashted Common (registered charity no. 1051510)
Burnham Beeches and Stoke Common (registered charity no. 232987)

- (c) appointing such Consultative Committees as are considered necessary for the better performance of its duties including:-
Ashead Common Consultative Committee
Burnham Beeches Consultative Committee
Coulsdon Commons Consultative Committee
Epping Forest Centre Joint Consultative Committee
West Wickham Commons Consultative Committee

BARRADELL.

EPPING FOREST & COMMONS COMMITTEE
Monday, 9 March 2015

Minutes of the meeting of the Epping Forest & Commons Committee held at
Committee Room - 2nd Floor West Wing, Guildhall on Monday, 9 March 2015 at
11.00 am

Present

Members:

Alderman Gordon Haines (Chairman)
Deputy Stanley Ginsburg
Alderman Ian Luder
Deputy Catherine McGuinness
Sylvia Moys
Barbara Newman
Virginia Rounding
Verderer Peter Adams
Verderer Michael Chapman DL
Verderer Richard Morris
Verderer Dr. Joanna Thomas

Officers:

Lorraine Brook	Town Clerk's Department
Natasha Dogra	Town Clerk's Department
Sue Ireland	Director, Open Spaces
Paul Thomson	Superintendent, Epping Forest
Andy Barnard	Superintendent, Burnham Beeches, Stoke Common and City Commons
Allan Cameron	Open Spaces Department
Jeremy Dagley	Open Spaces Department
Geoff Sinclair	Open Spaces Department
Caroline Brown	Open Spaces Department
Jacqueline Eggleston	Open Spaces Department
Laura Lawson	Open Spaces Department
Jo Hurst	Open Spaces Department
Sam Cook	Remembrancer's Department
Alison Elam	Chamberlain's Department
Paul Monaghan	Department of the Built Environment
Will Wright	City Surveyor

In Attendance:

Chris Bowers	London Borough of Waltham Forest
Mark Bland	London Borough of Waltham Forest
Denise Dillon	

1. APOLOGIES

Apologies were received from George Abrahams, Deputy John Barker, Deputy Alex Deane, Alderman Jeffrey Evans and Ian Seaton.

2. **MEMBERS' DECLARATIONS UNDER THE CODE OF CONDUCT IN RESPECT OF ITEMS ON THE AGENDA**

Deputy Catherine McGuinness declared an interest as a Trustee of Epping Forest Centenary Trust.

3. **MINUTES**

RESOLVED: That the minutes of the previous meeting be agreed as an accurate record.

Matters Arising: A query was raised regarding the restrictions imposed on cycling related matters at Pole Hill. Officers confirmed that Pole Hill is not subject to cycling restrictions and that they were not aware of members of the public currently disturbing the land by creating bike jumps. In response to members continued concerns, the Superintendent of Epping Forest agreed to visit the area and to report back to Committee with a short report in May.

4. **DRAFT MINUTES OF THE WEST WICKHAM COMMONS CONSULTATIVE COMMITTEE**

The Chairman thanked Members of the Committee for their commitment and support to the West Wickham Consultative Committee meetings. The draft minutes were received by the Committee.

RESOLVED: That the draft minutes be received

5. **DRAFT MINUTES OF THE ASHTEAD COMMONS CONSULTATIVE COMMITTEE**

The Chairman thanked Members of the Committee for their commitment and support to the Ashtead Commons Consultative Committee meetings. The draft minutes were received by the Committee.

RESOLVED: That the draft minutes be received

6. **DRAFT MINUTES OF THE COULSDON COMMONS CONSULTATIVE COMMITTEE**

The Chairman thanked Members of the Committee for their commitment and support to the Coulsdon Commons Consultative Committee meetings. The draft minutes were received by the Committee.

RESOLVED: That the draft minutes be received

7. **INFRASTRUCTURE BILL**

The Committee received a report of the Remembrancer informing Members of the relevant provisions of the Infrastructure Bill (now passed into law as the Infrastructure Act) which would introduce a new regime to facilitate the control of non-native invasive species. Under this regime, Government bodies would be able to enter into voluntary agreements with landowners, setting out what measures were to be taken in order to eradicate or control an invasive species.

Where the voluntary process was unsuccessful, it would be possible to make binding orders requiring the landowner to take action or to pay the costs of doing so.

Discussions ensued regarding the inspection rota and the possible impact of additional inspection or compliance costs under the new regime. Officers clarified that there would be no requirement for a schedule of inspections. Additional duties or costs would only arise in the event that the new powers were invoked by the relevant Government body in relation to the City of London's Open Spaces. Officers were confident that the Department was already operating in a satisfactory manner which will avoid the need for further action... In response to a query; Officers confirmed that Spanish Bluebells (*Hyacinthoides hispanica*) were classed as an invasive non-native species (INNS) and its distribution was monitored by Officers.

In addition the Head of Conservation confirmed that 3 of the species listed in the report, namely Himalayan Balsam, Japanese Knotweed and Giant Hogweed were already subject to annual eradication/control programmes. The distribution of the 4th species listed Swamp Stonecrop *Crassula helmsii*, has been fully mapped at Epping Forest and is subject to regular monitoring. This latter species was however very difficult to control and as yet there is no fully effective method of eradicating it from a site only controlling its cover, as at Dungeness RSPB reserve where they have succeeded in reducing its coverage by 70% and maintaining this reduction by annual work.

RESOLVED: That the report be received

8. **EPPING FOREST - SUPERINTENDENT'S UPDATE**

The Superintendent of Epping Forest provided the Committee with a verbal update and Members noted that the Head of Visitor Services Jacqueline Eggleston commenced work today. The Chairman welcomed Jacqueline to the meeting and wished her well in her new role. Officers explained that 2,121 volunteer hours had been accrued over the last two months, which was a 34% rise compared to the same time last year.

Members noted that floodwall construction, drawdown installation and landing stage repairs were now complete at Highams Park Lake. The new footbridge was in position and the spillway had been re-profiled with imported clay. Members noted that work on the Great Gregories overwintering facility was also nearing completion with the completion of buildings, concrete pads, the construction of a screening bund and the attenuation pond.

The Committee noted that the new 2015 diary of events had now been distributed along with the Spring Forest Focus and copies were available to Members after the meeting.

The Committee noted that there had been a 60% football pitch utilisation across the winter with continued low arrears. In response to a query as to whether there was scope to supply rugby pitches for the public. Officers said they would investigate this possibility and the potential cost implications.

In response to a query regarding the Various Powers Bill, the Director of Open Spaces confirmed that informal local consultations would run until the end of April 2015 and the Epping Forest and Commons Committee would consider a report on the findings. Following similar reports to the other management Committees and then the Court of Common Council, subject to the Committees views, a draft Bill would be presented in the autumn. Formal consultation would then follow.

Members queried whether Officers had sought legal advice regarding the expansion of Theydon Bois car park on a former allotment site. Officers confirmed that advice had been reviewed and they had recently met with local campaigners to discuss the matter and decided that they would collectively investigate the matter with the District Council as the Local Planning Authority.

RESOLVED: That the update be received

9. **EPPING FOREST OPERATIONS PROGRAMME FOR 2015-2016**

The Committee considered the report of the Superintendent of Epping Forest and noted that a dominant theme of the 2015/16 Work Programme was the need to increase the area of land under wood-pasture restoration from 16.5 ha to approximately 40 ha each year. Members noted that the programme also sought to consolidate works initiated in 2013-14, such as those undertaken through the Wanstead Park Liaison Group and at Highams Park to continue with the vegetation management works visited by the Committee in November 2014.

Officers explained that tree safety would continue to be a significant aspect of the Operations Teams work in 2015. The Forest built structures survey, completed by surveyors appointed by the Built Environment team in 2014, would be developed in 2015 to create a comprehensive structures database for Epping Forest. The grassland mowing programme would be extended to include additional cutting of previously cleared wood-pasture restoration areas. Cattle grazing would be extended into new areas, such as Honey Lane Quarters, with the help of the new infrastructure including the nine new loops of the invisible fence network.

Members agreed that volunteers would be instrumental in delivering both the Highams Park works and to improve access at Swaines Green, as well as working on key areas of wood-pasture restoration elsewhere in the Forest.

Discussions ensued regarding the long term financial viability of wood-pasture restoration. Officers agreed to submit a future out-turn report assessing and itemising the costs of this work and the future maintenance of the restored areas in relation to the income and grants for this activity.. The Chairman thanked all of the staff involved with delivering the Operations Programme.

RESOLVED: That: - The Epping Forest Operations Programme for 2015/16 be approved

10. **EPPING FOREST ENFORCEMENT OF ACTIVITY: 1 JANUARY 2014 TO 31 DECEMBER 2014**

The Committee considered a report of the Superintendent of Epping Forest and noted with dismay the level of recent fines for fly tipping offences issued out by local Magistrates Courts. Officers informed Members that it was their continued intention to invite local Magistrates to visit the Forest to witness the misuse of the Forest.

The Committee approved, in March 2014, an increase in the level of Court costs and charges for the disposal of fly tips, in line with the three year Retail Price Index (RPI) of 10.01%. It was proposed to increase charges again using the RPI of 1.4%.

Officers clarified that in the case of Byelaw 3(21) erecting or building on Forest Land, a fine had been issued by Barkingside Court for £200.00, however the costs of removing and storing the display amounted to £3,141.50.0. Costs of £2,561.50 were awarded as this lower figure was considered to be proportional to the level of the fine. Members further enquired about the level of fines that remain unpaid by the guilty parties. It was noted that it was the responsibility of the Courts to recover these monies and pass them on to the City of London Corporation, and that payments to the City currently broadly reflected the national average collection rate of 62%.

Officers agreed to the recommendation of a member serving as a Magistrate to utilise higher comparator Police Officer costs in future cases. In response to a query from Members regarding the level of penalties, Officers confirmed that staff in the Forest represented themselves during court cases and always sought the maximum penalty.

RESOLVED: That:- an increase on the current figures for 2015/16 of 1.4% for court costs (in line with Retail Price Index increase of 1.4%) and 8% for disposal costs (in line with the Government Landfill Tax escalator) be approved.

11. **LBWF MINI HOLLAND PROJECT - WHIPPS CROSS ROUNDABOUT/LEA BRIDGE ROAD REMODELLING WORKS**

The Chairman welcomed Project Development Team Leader Mr Chris Bowers and Mini-Holland Programme Manager Mark Bland from the London Borough of Waltham Forest. Mr Bowers informed Members that the project was one of three schemes in the London Boroughs of Enfield, Kingston and Waltham Forest who had each received £30M of funding to develop improvements to cycling. The City of London Corporation and the London Borough of Hackney had been included in the consultation for this scheme. The intention of the programme is to provide a cycle superhighway along the Lea Bridge Road with a suitable gateway to the Borough at Whipps Cross roundabout, whilst balancing the needs of public and road users. The new T-junction replacement for the roundabout will both return land to the Forest and create additional public realm space.

Members noted that the provision for cyclists to use the roads safely and the accessibility for cyclists would be included in the programme. It was further

noted that the provision for bus stands was accounted for, along with raised kerbs and the need for safe crossing points close to bus stands. Officers also confirmed that they were in talks with Transport for London to ensure that the programme suited the needs of buses including the new service to Queen Elizabeth Park. Officers confirmed that these provisions would be delivered within the £3.5million programme budget. In response to a concern raised by a Member Officers confirmed that a stand of trees would be replaced with suitable tree species confirmed with the City. In response to a query, Officers confirmed that any lost trees would be replaced but the tree species had not yet been determined.

Officers confirmed that although Forest School was situated outside of the London Borough of Waltham Forest, they would still be included in the consultation programme. The School had also recently hosted a Road Safety Programme run by the London Borough of Waltham Forest.

The Chairman informed Members that he regularly met with Councillors from the London Borough of Waltham Forest which provided a good opportunity to hear about planned projects and proposals.

RESOLVED: That delegated authority be granted to the Superintendent in consultation with the Chairman and Deputy Chairman to agree any formal responses to public consultation and to enter into any agreements required to implement the remodelling, subject to the terms being in the best interests of the Forest.

12. **MUSEUM ACCREDITATION FOR THE VIEW**

The Committee considered the report of the Superintendent of Epping Forest and noted that the Arts Council England museum accreditation would provide a wide range of benefits for Epping Forest's museum collection. As well as opening up a number of funding channels, accreditation would ensure that the material heritage of the Forest was well cared for within a nationally recognised heritage industry framework, raise the profile of the collection and the history of the Forest, provide opportunities for workforce development and partnership working, formalise the management of the collection; and provide opportunities for inter-museum loans.

Members noted that although significant progress had been made towards achieving accreditation in the last 12 months, The View's "*working towards accreditation*" status was due to expire on 31 March 2015. Applying for an extension until 31 March 2016 would enable work to be completed in areas where the management of the collection did not currently meet the required standard.

Officers informed the Committee that to achieve museum accreditation, the Conservators were required to have access to appropriate professional advice. Consequently, a qualified Museum Mentor, who would not charge for professional advice, had been identified.

Members noted that there were minor property maintenance updates to be made at the Saw Mill to accommodate the proposals and that these would be met from the local budget; however there were no long term expenses or implications to be incurred from this work. Members were assured that the property would be suitable for storing documents and artefacts.

In response to a query from Members, Officers clarified that there was currently a backlog of items which were due to be added to the catalogue management system, eHive©. Officers were working towards updating the catalogue available online. With regards to new acquisitions, Officers explained that a majority of the items received were gifts. The Collection Development Policy would clearly state the relevant and suitable documents which would be collected.

Officers informed Members that the London Metropolitan Archive (LMA) and Keats House had been consulted and supported the proposal for The View to seek museum accreditation. Officers had a good relationship with colleagues at the LMA and continued to liaise with them regarding acquisitions and the storage of items. Members noted that achieving full accreditation would open up additional funding streams, raise the profile of the museum collection and help to secure the future of The View.

RESOLVED: That:-

- The Superintendent be authorised to apply for an extension to “*working towards accreditation*” status and undertake the work necessary to meet the accreditation standard;
- The appointment of Helen Giles as the Museum Mentor for The View and Epping Forest Collection be approved; and
- The Chairman be authorised to sign the Museum Mentor agreement on behalf of the Epping Forest and Commons Committee.

13. **SUPERINTENDENT'S UPDATE**

The Committee received a verbal update from the Superintendent of Burnham Beeches, Stoke Common and City Commons. Members noted that North London Open Spaces staff visited Burnham Beeches in early February to work with the local team on reduction work on some of the ancient pollards and staff from the two divisions were able to share knowledge and expertise. Volunteers and staff had cleared fence lines and holly for the further expansion of the invisible fencing. This would ensure in 2015 that 160ha, or 73%, of the site would be available for grazing doubling the present grazed area.

Members were presented with some of the latest proposals for signage at Kenley Common as part of the Heritage Lottery Fund application. A meeting with HLF was being held this week and would enable Officers to gauge whether any further work was needed prior to the June submission deadline. Kenley Common Rangers also led a guided walk for members of the public talking about and looking at the history of Kenley Airfield, in particular its involvement in the Battle of Britain.

The new QR code nature trail at Farthing Downs received further media coverage with the Horticulture Week, Pro Landscaper and Primary Times Magazines running the story. Farthing Downs was also featured in Sport England's "This Girl Can" campaign which was inspiring women to participate in sport or activity.

In response to a query regarding the health of the Sussex herd of cattle moved from City Commons to Epping Forest, Officers said ringworm infections are a relatively common occurrence in cattle herds as it could be easily transferred between cattle. However, it was not a serious threat to cattle condition and the Sussex cows had received ringworm treatment during the summer. In addition, the Epping Forest Head of Conservation explained that prior to being transferred to Epping Forest the Sussex herd had undergone rigorous blood tests for 5 more serious or threatening diseases (such as TB) in line with a detailed Herd Health Plan for all 3 herds approved by the assigned vets.

RESOLVED: That the update be received.

14. PROPOSED PEDESTRIAN CROSSING AT WEST WICKHAM COMMON

The Committee received the report of the Superintendent of Burnham Beeches, Stoke Common and City Commons, and noted that Members had previously agreed a proposal by Transport for London (TfL) to locate a Pegasus crossing on the A232, subject to TfL gaining support from local residents for the scheme. The public consultation had been unfavourable, and TfL had recently provided a revised proposal to locate a Pelican crossing 20 metres further west along the Croydon Road that was more likely to gain local support. TfL sought the City's agreement, prior to the necessary further public consultation on the revised proposal.

RESOLVED: That:-

- Option 3: to facilitate the installation of a Pelican crossing on West Wickham Common be approved;
- The Superintendent of the Burnham Beeches, Stoke & City Commons be authorised to liaise with Transport for London on the proposal, minimising the impact on the Open Space as far as was reasonably practicable; and
- The Superintendent of Burnham Beeches, Stoke and City Commons be instructed to report back to the Committee on the outcome of the public consultation and TFL's response, with more detailed proposals clarifying any subsequent requirement to dedicate land for highway use.

15. SPORTS AND MISCELLANEOUS CHARGES FOR BURNHAM BEECHES, STOKE COMMON AND THE CITY COMMONS

The Committee received a report of the Superintendent of Burnham Beeches, Stoke Common and City Commons regarding charges for sports facilities and miscellaneous items that were provided by the Burnham Beeches, Stoke Common and City Commons Division.

RESOLVED: That the proposed charges for 2015-16 be approved.

16. **BURNHAM BEECHES, STOKE COMMON AND CITY COMMONS MANAGEMENT PRIORITIES FOR 2015-16**

At this point Deputy McGuinness left the meeting.

The Committee received a report of the Superintendent of Burnham Beeches, Stoke Common and City Commons regarding the management priorities for the Burnham Beeches, Stoke Common and City Commons Division that would guide the annual work programme during the period 1 April 2015 to 31 March 2016.

RESOLVED: That the Management Priorities for 2015-16 be approved.

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

A question was raised regarding the information available to Members regarding the workload and visits associated with being a Member of the Epping Forest and Commons Committee. The Town Clerk agreed to circulate relevant information regarding the degree of involvement associated with being a Member of this Committee when appointments were due to be made to the Committee, along with the relevant dates of scheduled Open Spaces visits.

The Chairman informed Members that useful email information in the form of newsletters and leaflets are regularly circulated regarding the work undertaken at Epping Forest, Burnham Beeches and City Commons. Members were asked to request these publications from Officers if they did not already receive them.

18. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT**

There was one item of business which the Chairman agreed was urgent and must be considered at this Committee meeting due to the requirement for a decision to be made at the Court of Common Council meeting on 23rd April 2015.

The Chairman informed the Committee that he had spoken with Members regarding the chairmanship of the Epping Forest and Commons Committee for the next municipal year. Members were informed that the Chairman was minded to seek the necessary permissions to extend his tenure as Chairman for a fourth and final year.

Virginia Rounding moved that the Chairman be given the opportunity to seek the necessary permissions to stand for the Chairmanship of this Committee for a fourth and final year. Alderman Haines underlined that this was not intended, in any way, to set a precedent, but would offer continuity and stability to the work of the Committee. To allow a natural succession into the role of Chairman, Alderman Haines clarified that he would not seek to exercise his right to stand for the role of Deputy Chairman in the next municipal year, should the Committee agree this extension to his current chairmanship.

Barbara Newman seconded this motion.

The Committee voted unanimously in favour of the Motion with the exception of the Chairman who abstained.

The Town Clerk explained that this matter would now need to be considered by the Court of Common Council on 23rd April 2015.

RESOLVED: That the Committee requests that the Policy and Resources Committee consider recommending to the Court of Common Council that Alderman Haines be allowed to stand for election of the Chairman of Epping Forest and Commons Committee for a fourth and final year.

19. **EXCLUSION OF THE PUBLIC**

It was agreed 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.

20. **NON-PUBLIC MINUTES**

The Committee received the non-public minutes.

21. **ISSUE REPORT: HIGHAMS PARK LAKE - PROJECT COST VARIATIONS**

The Committee considered the report of the Superintendent of Epping Forest.

22. **THE WARREN HOUSE - COMPLETION OF THE CONSERVATION MANAGEMENT PLAN**

The Committee considered the report of the Superintendent of Epping Forest.

23. **DEMOLITION OF POULTRY SHEDS, WOODREDON, EPPING FOREST**

The Committee considered the report of the Superintendent of Epping Forest.

24. **PREVIOUS ACTION ON RESTRICTIVE COVENANTS 724, 728 AND 782**

The Committee considered the report of the Superintendent of Epping Forest.

25. **REVIEW OF PROPERTY SUBJECT TO RESTRICTIVE COVENANT 724, 728 AND 782**

The Committee considered the report of the Superintendent of Epping Forest.

26. **THE URBAN DISTRICT COUNCIL OF CHINGFORD TOWN PLANNING SCHEME 1928**

The Committee considered the report of the Superintendent of Epping Forest.

27. **NON PUBLIC QUESTIONS ON MATTERS RELATING TO THE WORK OF THE COMMITTEE**

There were no questions.

28. **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 12.50 pm

Chairman

Contact Officer: Natasha Dogra
Natasha.Dogra@cityoflondon.gov.uk

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Agenda Item 7

Committee(s)	Dated:
Epping Forest and Commons	11/05/2015
Subject: 2015/16 Committee Appointments	Public
Report of: Town Clerk	For Decision

Summary

The Committee is asked to consider its appointments for the next twelve months. Current membership of the various Sub Committees, Consultative Committees, Steering Groups and Management Project is explained in the attached appendix. Provision for appointing an observer from amongst the Verderers, to serve as an observer on the Open Spaces, City Gardens and West Ham Park Committee is also referred to. It is expected that this appointment would encompass the strategic open spaces capacity of that Committee.

Recommendations

I **recommend** that:-

- a) consideration be given to the appointment and composition of the following Sub Committees, Consultative Committees, Steering Groups, and Management Projects:
 - **Reference Sub Committee**
 - **Ashted Common Consultative Committee**
 - **Burnham Beeches Consultative Group**
 - **West Wickham Commons Consultative Committee**
 - **Coulsdon Commons Consultative Committee**
 - **Epping Forest Centre Joint Consultative Committee**
 - **Epping Forest Management Plan Steering Group**
 - **Wanstead Flats Playing Fields Committee; and**
- b) consideration be given to the appointment of a representative to the Open Spaces, City Gardens and West Ham Park Committee for 2015/16 as a local observer for this Committee.

Recommendation

Members are asked to:

- Appoint Members to the relevant Sub Committees of the Epping Forest and Commons Committee.

Main Report

Background

The Committee makes a number of appointments to Sub Committees, Consultative Committees, Steering Groups and Management Projects that fall within its remit. These are reviewed annually.

There are a number of outstanding vacancies, which the Committee has struggled to fill in recent years. It should be noted that the current practice of inviting Common Councilmen who are not members of this Committee to help fill some of the vacancies has continued. Similarly, former Common Councilmen have continued to serve on some of these groups as the Committee's representatives. Members may wish to think of ways to re-establishing the link between this Committee and the various groups and sub Committees to which it makes appointments.

The report also advises on the attendance of the Senior Verderer of the Epping Forest & Commons Committee to the City's Open Spaces, City Gardens and West Ham Park Committee.

Options

That consideration be given to making the various appointments detailed in the report, from amongst the Committee membership. Consideration would then be given to filling any subsequent vacancies from existing or former Common Councilmen.

- The Committee are asked to appoint seven representatives onto the Reference Sub Committee, and two Verderers.
- The Committee are asked to appoint **three** representatives onto the Ashted Common Consultative Committee.
- The Committee are asked to appoint **two** representatives onto the Burnham Beeches Consultative Group.
- The Committee are asked to appoint **three** representatives onto the Coulsdon Commons Consultative Committee
- The Committee are asked to appoint **three** representatives onto the West Wickham Commons Consultative Committee
- The Committee are asked to appoint **three** representatives onto the Epping Forest Centre Joint Consultative Committee
- The Committee are asked to appoint **six** representatives onto the Epping Forest Management Plan Steering Group.
- The Committee are asked to appoint **two** representatives onto the Wanstead Flats Playing Fields Committee.
- The Committee are asked to appoint **one** representative onto the Open Spaces and City Gardens Committee.

Implications

There are no financial, legal and risk implications.

Conclusion

That consideration be made to making appointments to the various Sub Committees, Consultative Committees, Steering Groups and Management Projects detailed in the report.

Appendices

- Appendix 1

Contact:

Natasha Dogra

Tel: 020 7332 134

Natasha.dogra@cityoflondon.gov.uk

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EPPING FOREST AND COMMONS COMMITTEE- COMMITTEE
APPOINTMENTS 2015/2016

EXISTING 2014/2015 MEMBERSHIP

Epping Forest Reference Sub Committee

Alderman Haines
George Abrahams
Deputy Barker
Deputy McGuinness
Alderman Evans
Sylvia Moys
Barbara Newman
Virginia Rounding
Two Verderers

Ashted Commons Consultative Committee

Alderman Haines
George Abrahams
Sylvia Moys
Barbara Newman
1 Vacancy

Burnham Beeches Consultative Committee

Alderman Haines
George Abrahams
Sylvia Moys
Barbara Newman

Coulsdon Common Consultative Committee

Alderman Haines
George Abrahams
Verderer Adams
Sylvia Moys
Barbara Newman

West Wickham Commons Consultative Committee

Alderman Haines
George Abrahams
Verderer Adams
Sylvia Moys
Barbara Newman

Epping Forest Centre Joint Consultative Committee

Alderman Haines
George Abrahams
Verderer Adams
Verderer Morris
Deputy McGuinness

Epping Forest Management Plan Steering Group

Alderman Haines
George Abrahams
Verderer Adams
Sylvia Moys
Deputy McGuinness
Verderer Thomas
Verderer Chapman
1 Vacancy

Wanstead Flats Playing Fields Committee

Alderman Haines
George Abrahams
Verderer Thomas
Verderer Adams

Opens Spaces & City Gardens Committee representative

Verderer Adams

Committee:	Date:
Epping Forest and Commons	11 th May 2015
Subject: Promotion of a City of London Corporation (Open Spaces) Bill	Public
Report of: Remembrancer	For Decision

Summary

On 3rd November 2014, the Committee agreed that local consultation should be carried out with a view to the promotion of a private Bill in Parliament to make changes to the legislative framework governing the City Corporation's Open Spaces. In the light of that consultation and following further internal discussion, a number of provisions as described in the main body of this Report are now being put forward for the Committee's consideration. The principal aims of the changes would be to clarify and expand the management powers available to the Corporation, to increase opportunities to generate revenue for the benefit of the Open Spaces (consistently with their status as a public resource), and to strengthen enforcement powers.

Recommendation

The Committee is invited to approve a recommendation, subject to the concurrence of the Policy and Resources Committee and the Court of Common Council, that a City of London Corporation (Open Spaces) Bill be promoted to seek the legislative changes described in this Report.

Main Report

Introduction

1. The statutory Open Spaces managed by the City Corporation largely continue to be governed by nineteenth-century legislation, with only limited modifications since 1878 (most significantly in the 1930s and the 1970s). While this legislation has served its basic purpose of preserving the Open Spaces as valuable places of public recreation and enjoyment, there are a number of respects in which it is unclear or out of date. This can leave the City Corporation exercising management functions in reliance on its position as landowner, where it would be more appropriate to be able to draw on express statutory powers. The Open Spaces Department has also identified features of the current legislation which impede the ability to generate income for the Open Spaces, without compromising their essential function as a natural amenity and public recreational resource. A need for new powers to

deal effectively with anti-social behaviour and low-level crime has also been identified.

2. For these reasons the Committee was invited last year (3rd November) to approve an informal consultation to seek out local views about potential changes to the legislation. Following the approval of the Committee, a discussion paper was published and a number of responses received (as summarised below). Officers have considered these and further internal discussion has taken place about the legal and practical background. As a result, it has been decided to seek agreement to a number of legislative changes. These broadly follow the proposals canvassed in the discussion paper. If the Policy and Resources Committee and the Court of Common Council agree to the promotion of a Bill, the parliamentary process would offer a formal opportunity for interested parties to submit views about the detailed merits of the proposals.

Proposed provisions for inclusion in the Bill

3. The provisions described below would apply (so far as this Committee is concerned) to all land held under the Epping Forest Act 1878 and the Corporation of London (Open Spaces) Act 1878, with the enforcement powers also applying to the deer sanctuary adjoining Epping Forest (and regulated under the City of London (Various Powers) Act 1959). Land held solely in a private capacity and not under any statutory regime, such as the Epping Forest buffer land, would not be affected. In relation to Epping Forest and the deer sanctuary, powers would be exercised by the City Corporation acting as the Conservators of Epping Forest.

Management powers

4. An express power is proposed for the City Corporation to carry out husbandry and land management in the Open Spaces, including in particular the cutting, chipping, mulching, collecting, swaling (a method of controlled burning) or cultivation of vegetation, and the grazing of animals (whether directly by the City Corporation or by agreement with other persons). This power would have to be exercised consistently with the City Corporation's duty to preserve the natural aspect of the Open Spaces, and would also be subject to those rights of common which are still exercisable in Epping Forest and Ashted Common. It is not intended that the Open Spaces should be managed in a different way as a result of the power, but rather to provide greater legal clarity. At present the legislation contains an express power of management only in relation to trees, pollards and underwoods (shrubs in wooded areas), which does not reflect the full range of activities which need to be carried out in order to preserve the environment of the Open Spaces.

Leases

5. An extended power to let premises such as cafés is proposed, with the maximum period set at twenty-one years (as opposed to the current three-year maximum for refreshment facilities). Leases of longer length should attract greater private investment and thus improve the standard of facility on offer. The power of letting would be exercisable in connection with all services

and facilities which the City Corporation is able to provide through a third party. An express power is required for letting because of the inalienable status of the Open Spaces. The extended period would not prevent the Corporation from exercising contractual rights to terminate arrangements with providers early, for instance if the standard of provision were to prove unsatisfactory.

Agreements regarding utilities

6. A power is proposed to enter into agreement with utilities companies to lay infrastructure such as water-pipes and electricity-cables in the Open Spaces. A number of such agreements have been entered into in the past in reliance on the City Corporation's general powers as landowner. It is however desirable to remove any room for debate about the nature of such agreements by providing an express power in legislation, incorporating protective provisions. Infrastructure would have to be underground (enabling reinstatement of the surface after digging) unless overground installation would not harm the amenity of the Open Spaces.

Highways and traffic management

7. It is also proposed to empower the City Corporation to enter into formal agreements with local councils about highways and traffic management functions. These could cover, for instance, the installation or removal of cattle-grids, traffic controls, or the management of parts of the Open Spaces so as to complement road safety schemes. The provision would not expand the substantive powers of either party over the land under its control, but would provide a formal framework whereby the interests of users of the Open Spaces and users of the local roads network could both be taken into account.

Revenue-generating powers

8. It is proposed to seek an express power to enable events such as wedding receptions, recitals and exhibitions to take place in the Open Spaces in defined circumstances. The Open Spaces would offer attractive venues for a range of events such as these. Without compromising the essential purpose of the Open Spaces, the Open Spaces Department believes that significant revenue could be generated to support their running costs. Although some small-scale use of the Open Spaces for private events has already started in reliance on the City Corporation's position as landowner and charitable trustee, it is preferable to have an express power laid down in legislation to set out the circumstances in which such events may be allowed, particularly if it might be necessary to impose temporary restrictions on public access to limited areas in order to enable events to go ahead. The power would be subject to safeguards in order to ensure that it would only be used consistently with the main purposes of the Open Spaces and would not materially harm the amenity they provide for public recreation and enjoyment. In particular, policies would be produced in consultation with interested parties (including the consultative committees) as to the types and frequency of events which could be held.

9. There are a number of lodges and other buildings in the Open Spaces which are no longer required for management purposes. They represent a resource which could be deployed for the benefit of the Open Spaces, but under the present legislation there are only limited circumstances in which they can be used for purposes other than managing the Open Spaces. A power is therefore proposed to grant leases or licences for up to 21 years in order to enable such buildings to be used for residential, commercial, charitable or other purposes, provided that no material harm to the amenity the Open Spaces provide would result.
10. Recent years have seen an increase in the use of the Open Spaces for commercial activity, such as paid dog-walking and fitness instruction. A mechanism to obtain a contribution to the running costs of the Open Spaces from those who use them for private profit would appear consistent with the public recreational purposes for which they are maintained. A power is therefore proposed to introduce a licensing scheme for commercial use of the Open Spaces, to subject profit-making activities specified in the scheme to a requirement that a license is purchased and its conditions adhered to.

Enforcement powers

11. It is proposed to make clear that the standard scale of fines introduced in 1982 applies to offences under the byelaws applicable in the Open Spaces. Prior to the introduction of the standard scale (which provides five 'levels' of fine updated periodically by secondary legislation), amounts of fine were enshrined in primary legislation with no means of up-rating for inflation. The fines for the Open Spaces were last updated in 1977, when the maximum was set at £200. By way of comparison, most byelaws for open spaces operated by local authorities now make use of level 2 on the standard scale, which is currently set at £500 but is shortly to rise to £2,000. The courts in certain cases have been prepared to accept that the standard scale does apply to the City Corporation's Open Spaces, but the legislative position is not entirely clear. It is therefore desirable to settle the position. Although primarily relating to byelaw offences, the proposal also includes offences under section 9(5) of the Epping Forest Act 1878 (failing to comply with protective measures restricting horse-riding).
12. A power is proposed to be able to issue fixed penalty notices for certain offences committed in the Open Spaces. These would primarily be offences against the byelaws but would also include littering, offences under section 9(5) of the Epping Forest Act 1878, and, if the proposals in this report are taken forward, contraventions of licensing schemes for commercial activity. Fixed penalty notices offer suspected offenders the option to pay a lesser fine (of up to £100) in order to avoid criminal prosecution. They thus provide an intermediate option between an informal warning and full prosecution in the magistrates' court. They are now widely used by police forces and local authorities in relation to anti-social behaviour and other low-level criminality.
13. The public right of access to the Open Spaces means that there is limited scope to protect them, their users or the staff managing them from the small number of people who use them to engage in anti-social behaviour or other wrongdoing. A power is proposed (along the lines of those available to local

authorities under anti-social behaviour legislation) to take action against persons who behave in this way in the Open Spaces. In other public recreational resources, such as National Trust land and Forestry Commission forests, offenders against byelaws may be dealt with through removal or exclusion.

14. A power is proposed to require persons believed to have committed an offence in the Open Spaces to give their name and address. This power is now commonly conferred on bodies (such as London borough councils and TfL) which issue fixed penalty notices or carry out private prosecutions, and prevents offenders from (lawfully) evading enforcement by refusing to supply their details. At present in the Open Spaces police assistance has to be invoked where a suspected offender refuses to give his name or address voluntarily. Whilst the offence will not guarantee cooperation, it makes it more likely.
15. It is also proposed to clarify the City Corporation's powers with respect to objects abandoned or unlawfully deposited in the Open Spaces. These might range from placards and posters to camping equipment or motor vehicles. The Corporation's common-law powers and duties with respect to such objects are currently unclear. A formal procedure would require the Corporation to impound any object removed from the Open Spaces (apart from those manifestly without value) for a period of fourteen days during which the owner could pay storage fees and recover it. After that period the Corporation would be empowered to sell or dispose of the object. For abandoned motor vehicles special provision would be made to tie in with the existing regime used by local authorities.

Miscellaneous

16. The general powers of the City Corporation to provide services and facilities to visiting members of the public were obtained in relation to the City Commons in 1933 and 1977. As a result they do not currently apply to Ashstead Common or Stoke Common, which were acquired in 1991 and 2007 respectively. It is proposed to extend the ability to provide such services and facilities to Ashtead Common and Stoke Common, and also to ensure that any future acquisitions under the Corporation of London (Open Spaces) Act 1878 would be covered.
17. A power is proposed to enable the City Corporation to authorise officers to appear in magistrates' courts on behalf of the Corporation in connection with cases involving the Open Spaces. Such a power would achieve consistency with local government legislation by which officers of local authorities may be authorised to appear on behalf of the authority by which they are employed.

Consultation

18. The consultation attracted a large number of responses from individuals and organisations, particularly in relation to Epping Forest. The general tenor was positive, although a number of specific concerns were raised. Mostly these went to specific questions of practical implementation rather than to the general principle of the proposals. It is the view of Officers that they can be

satisfactorily addressed through appropriate management plans and policies and through local engagement in decisions taken about the exercise of the new powers.

19. The proposals with respect to management powers were largely supported, subject to the concern that they should not lead to the creation of an 'over-developed' environment. This view was particularly concentrated on the proposal to permit longer leases of refreshment facilities, with several respondents arguing that large, well-known commercial operators would not be suitable. Grazing attracted supporters and detractors in equal measure, again more in relation to local policy than to the power itself. The need to generate additional revenue was generally appreciated, and allowing a wider use of buildings was particularly well supported. Many respondents however stressed that public recreation must remain paramount, and a few accordingly expressed concern about allowing large-scale events, especially at times and places popular with ordinary visitors. The proposal to licence commercial activity saw views expressed on both sides, although with significantly more in support than against. The proposals for new enforcement powers were strongly supported across the piece, with criticisms focused almost entirely on the adequacy of resources devoted to enforcement rather than on the principle of additional enforcement tools.
20. The Discussion Paper was also presented by the Superintendent to the consultative committees for Ashted Common, the Coulsdon Commons and the West Wickham Commons. A number of points of clarification were sought and given but no substantial criticism of the proposals was made.

Strategic implications

21. The proposals described above would advance Key Policy Priorities 2 ("improving the value for money of our services within the constraints of reduced resources") and 6 ("increasing the outreach and impact of the City's cultural, heritage and leisure contribution to the life of London and the nation") in the Corporate Plan 2015–19. The proposals would facilitate efficiency savings and the delivery of the Service-Based Review (KPP2), enhance the potential for the City Corporation's leisure facilities to generate additional income in order to maintain quality of content in an era of reduced resource (KPP5), and assist in providing safe, secure and accessible Open Spaces (KPP5).
22. The Open Spaces Business Plan 2015/17–2017/18, as agreed by the Open Spaces and City Gardens Committee on 20th April 2015 and shortly due to be considered by other relevant committees, includes reference to legislative proposals as a key project on the Open Spaces Roadmap. The proposals would enable or facilitate a number of other projects set out in the Roadmap.

Financial and risk implications

23. The Bill would enable or facilitate the generation of revenue to be applied for the benefit of the Open Spaces. For example, it is estimated that the letting of residential lodges at Epping Forest would generate net income of £120,000 per annum.

24. The costs of promoting the Bill are estimated to be in the region of £75,000 (covering items such as parliamentary fees, printing and statutory notices), provided that the Bill were unopposed. If the Bill were to be opposed by petition, the costs would be significantly greater.
25. There is an element of non-financial risk in the form of reputational damage if the proposed management or revenue-generating powers were regarded as detracting from the central purpose of the Open Spaces as unspoilt places of free public resort, or if the proposed enforcement powers were perceived as excessive. Clear explanation of the content and background of the proposals, willingness to include appropriate safeguards in the legislation, and the development of policies to guide the implementation of the proposed powers will be needed to enable such risk to be dealt with effectively.

Next steps

26. Similar reports will be submitted to the other management committees seeking agreement to the proposed provisions to the extent that they apply to the Open Spaces within the remit of each committee. If the proposals are agreed by the management committees, the Policy and Resources Committee will be invited to submit a recommendation to the Court of Common Council that authority be given to promote a Bill. If authorised, the Bill would be deposited in Parliament in November this year. It is then likely to be in Parliament for two sessions.

Conclusion

27. The Open Spaces Department wishes to take this opportunity to amend and supplement the legislation governing the Open Spaces so as to provide a clear basis for a full range of appropriate management activities, to ensure continued financial sustainability, and to strengthen the ability of the City Corporation to protect against misuse in an effective and proportionate manner. These proposals are presented to the Committee to give effect to these objectives.

Appendices

(None.)

Background Papers

- Report of the Remembrancer and the Director of Open Spaces on Open Spaces Legislation, 3rd November 2015.
- Minutes of the meeting of the Coulsdon Commons Consultative Committee, 14th January 2015.
- Minutes of the meeting of the West Wickham Commons Consultative Committee, 20th January 2015.
- Minutes of the meeting of the Ashstead Common Consultative Committee, 27th January 2015.

Paul Double

Remembrancer

020 7332 1195

paul.double@cityoflondon.gov.uk

Committee(s):	Date(s):
Open Spaces & City Gardens - For Decision	20 April
West Ham Park - For Decision	20 April
Port Health - For Decision	5 May
Epping Forest & Commons - For Decision	11 May
Hampstead Heath, Highgate Wood & Queen's Park - For Decision	18 May 2015
Subject: Open Spaces Business Plan 2015/16 – 17/18	Public
Report of: Director of Open Spaces	For Decision
Summary	
<p>The Open Spaces Business Plan 2015/16 – 17/18 focuses on delivering our charitable objectives and our four departmental objectives:</p> <ul style="list-style-type: none"> • Protect and conserve the ecology, biodiversity and heritage of our sites • Embed financial sustainability across our activities by delivering identified programmes and projects • Enrich the lives of Londoners by providing a high quality and engaging learning and volunteering offer • Improve the health and wellbeing of our communities through access to green space and recreation <p>The delivery of these objectives is supported by a number of corporate, departmental and divisional projects and programmes. These are illustrated on our roadmap. These programmes are an ambitious plan for change which will allow our charities to operate more effectively both individually and as a collective, to deliver of objectives in a way that is effective and sustainable.</p>	
Recommendation	
It is recommended that Members approve the Open Spaces Business Plan 2015/16 – 17/18	

Main Report

Background

1. In line with City of London business planning guidance, the Open Spaces Business Plan covers a three year period and is reviewed on an annual basis.

Current Position

2. The business plan for 2015/16-17/18 presents a slightly changed approach from previous years as it focuses on the department's roadmap for key programmes and projects. Roadmaps have started to be introduced across the City of London to illustrate priority projects including a timeline and milestones.
3. The roadmap presents an overview of programmes and activities and it is supported by a suite of project and programme management documents which include a new "Opportunity Outline", "Corporate Impact Assessment", "Project Initiation Document" and "Highlight Report". These documents form the basis of a new corporate gateway process for the scoping, delivering and monitoring of non-capital projects.
4. The Open Spaces department has been at the forefront of adopting the new roadmap approach as we believe it will help us in delivering our ambitious programme of change. This programme will allow us to achieve our departmental savings over the next three years while focusing our attention and activities on delivering and understanding outcomes for our communities.

The Open Spaces Charities

5. This year the business plan also reflects the significance of our eight charities – Ashted Common, Burnham Beeches & Stoke Common, Coulsdon & Other Commons, Epping Forest, Hampstead Heath, Highgate Wood & Queen's Park, West Ham Park, West Wickham Common and Spring Park. Although each of the charities has slightly differently stated charitable objectives, they focus on the preservation of the open space for public recreation and enjoyment. These twin goals of preservation of space and community benefit are reflected in our vision and our departmental objectives.
6. The recognition of our charities has been highlighted this year as a reminder of our obligations as custodians of our open spaces for the benefit of our communities. This is reflected by the new Open Spaces identity which highlights each individual charity.

Departmental Objectives

7. The business plan presents four departmental objectives, which support our charitable objectives:
 - Protect and conserve the ecology, biodiversity and heritage of our sites
 - Embed financial sustainability across our activities by delivering identified programmes and projects
 - Enrich the lives of Londoners by providing a high quality and engaging learning and volunteering offer
 - Improving the health and wellbeing of our communities through access to green space and recreation

8. Our achievement of these objectives is supported by our roadmap projects and programmes.

Key Projects and Programmes

9. The projects and programmes which form the roadmap are:
 - Learning
 - Sports
 - Various Powers Bill
 - Promoting our services
 - Energy efficiency
 - Fleet and equipment review
 - Wayleaves
 - Ponds Project
 - Lodges and operational property review
 - Car parks
 - Cafes
10. The roadmap also reflects a number of corporate projects which will have an impact on the work of the department – service based review; strategic energy review; customer service transformation; oracle business intelligence; City People (I-Trent) upgrade; Investors in People and revised appraisal system roll out.

Key Performance Indicators

11. A new set of indicators were introduced in last year's business plan. The department is now looking to develop these indicators further with a "basket of indicators" which will sit behind each KPI which will allow us to consider a broader range of performance measures.
12. An additional KPI – energy efficiency and sustainability – has been introduced to reflect the importance this is considered by the department. The targets have been taken from the department's Sustainability Improvement Plan.

The Cemetery and Crematorium

13. As in the previous business plan, a different set of KPIs are included for the Cemetery and Crematorium to reflect their operation as a business rather than a charity. These are:
 - Maintain 24% market share of cremation
 - Maintain 8% market share of burials

- Income compared to income target
- Target of 60% of cremation using the new fully abated cremator

Corporate & Strategic Implications

14. The delivery of the Open Spaces Business Plan 2015/16 – 17/18 will support the City of London’s strategic aim “to provide valued services to London and the nation” and the key policy priority of “maintaining the quality of our public services whilst reducing our expenditure and improving our efficiency”.

Conclusion

15. The roadmap which forms the basis of the Open Spaces Business Plan illustrates the eight key programmes that will deliver change and improvement across the department over the next three years. By working together more effectively as a department, we will support each of our charities in delivering to their communities.

Appendices

- **Appendix 1 - Open Spaces Business Plan 2015/16 – 17/18**

Esther Sumner

Business Manager, Open Spaces

T: 020 7332 3517

E: esther.sumner@cityoflondon.gov.uk

Open Spaces Business Plan 2015/16 – 2017/18

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1. Director's introduction

We began 2014/5 by looking at the longer term; considering what Open Spaces will need to provide for communities over the next 50 years. Many of the landscapes we manage require long term planning. With the projected growth in London's population, pressures on the NHS and education, as well as substantial reductions in central government grants which have left local authorities with major decisions to make over the levels of service they provide; we determined to focus on ensuring our green spaces would be able to meet the challenges of these changes. Whilst the City of London Corporation is not simply a local authority, we do provide local services. Like other organisations, we are facing serious economic challenges; we are, however, working hard to ensure our financial position remains stable. In reviewing our services we are challenging what and how we provide them, as well as the way we currently operate. This will, allow us to explore more efficient, effective and innovative ways of working. We have used this work to develop a programme of change for 2015 onwards.

As well as planning ahead, there were some significant achievements in 2014. The two reservoir projects – Hampstead Heath's Ponds and Epping Forest's Highams Park Lake – have been examples of excellent joint working with engineers from the Department of the Built Environment, as well as community engagement. Highams Park now has a new dam and significantly less silt, as well as achieving a solution for the home of the local scout canoeists. At Hampstead Heath, following a successful outcome of the Judicial Review and planning permission, work has been able to start on site; achieving the tight planned timescale. Both projects have benefitted from some great staff support, working closely with a wide range of community groups.

Other projects that have made good progress include the Cemetery and Crematorium Shoot, providing additional burial space, where work is now ready to be commencing on site in 2015/6. The Kenley Heritage Lottery Project, involved an interesting workshop on maintaining heritage assets and now has all resources in place to commence work on site later in 2015. As significant part of the grazing strategy was achieved with the completion of the Great Gregory's buildings providing overwintering facilities for 170 cattle including Epping's longhorn and red poll cattle as well as City Common's Sussex cattle. This will enable the herd to grow further in subsequent years, improving wood pasture management.

We are indebted to both staff and volunteers for all their achievements in 2014; with nearly 50,000 volunteer hours, up 10% on 2013, volunteers enable us to together achieve some significant projects; for example the visitor surveys at Epping Forest and the woodland management at City Commons. I was delighted that two Superintendents, Bob Warnock and Andy Barnard, were successful in their appointments to new roles within the Department.

The introduction of a new visual identity, focussing on our charitable trusts, has started to draw together messaging for each site. We continue to focus on improving our web site; seeking to understand the requirements of our customers and using social media to support their interest. We have made good use of QR codes on some sites to direct further information and visitor experience.

This Plan provides our direction for 2015/6 and beyond; focussing on ensuring our green spaces are preserved for recreation and enjoyment, whilst protecting local biodiversity and heritage; providing opportunities for both community and individual enrichment. Our projects are challenging all of us

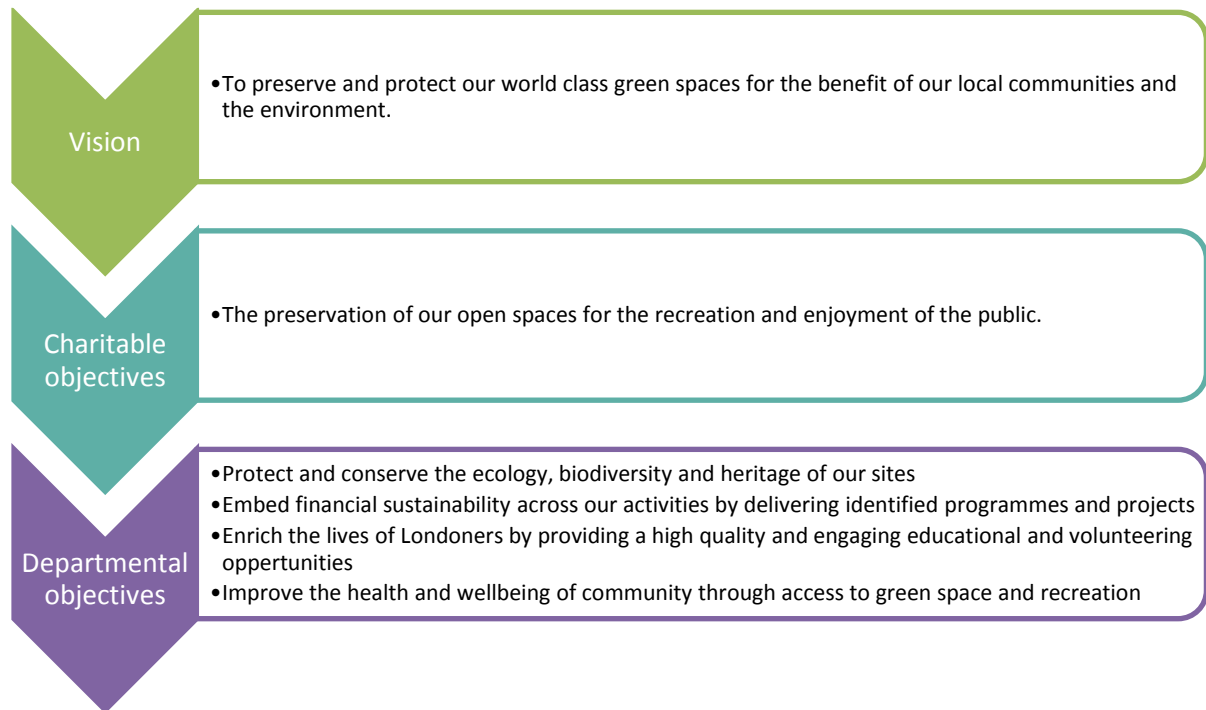
to do things differently and some of them will require our staff to develop new skills – particularly around developing ideas into financially viable projects, managing projects and managing change. Each of our divisional training plans will need to reflect these new requirements alongside day-to-day operational considerations.

In preparing for change, we recognise the need to develop staff skills both in project management, leadership and managing change; as well as developing management information to better understand our customers, empower staff and achieve improvements and efficiencies. Specific projects will focus on the opportunity that the introduction of a Various Powers Bill will enable; a strategic property review and a new Learning Strategy. We will seek further opportunities to become more efficient through energy and fleet reviews, together with achieving additional funding from wayleaves, car parking, cafes and other opportunities to promote our services. Although our focus must be on developing our skills, reducing costs and increasing income; there are several significant projects that must also be delivered. The Ponds Project will be a year for considerable upheaval on site, whilst construction starts; working with the community to ensure the short term impact is limited where possible. At Epping Forest the new management plan will be presented for public consultation.

These projects present an ambitious programme of change that will allow our charities to operate more effectively in delivering their objectives and our Departmental objectives, in a way which is effective, efficient, sustainable and wide reaching.

2. Our vision and objectives

The Open Spaces Department is integral to the service that the City of London offers to the community of London and beyond. Our green infrastructure contributes to ecological diversity and conservation as well as positive outcomes for people - enjoyment, recreation, wellbeing and health.

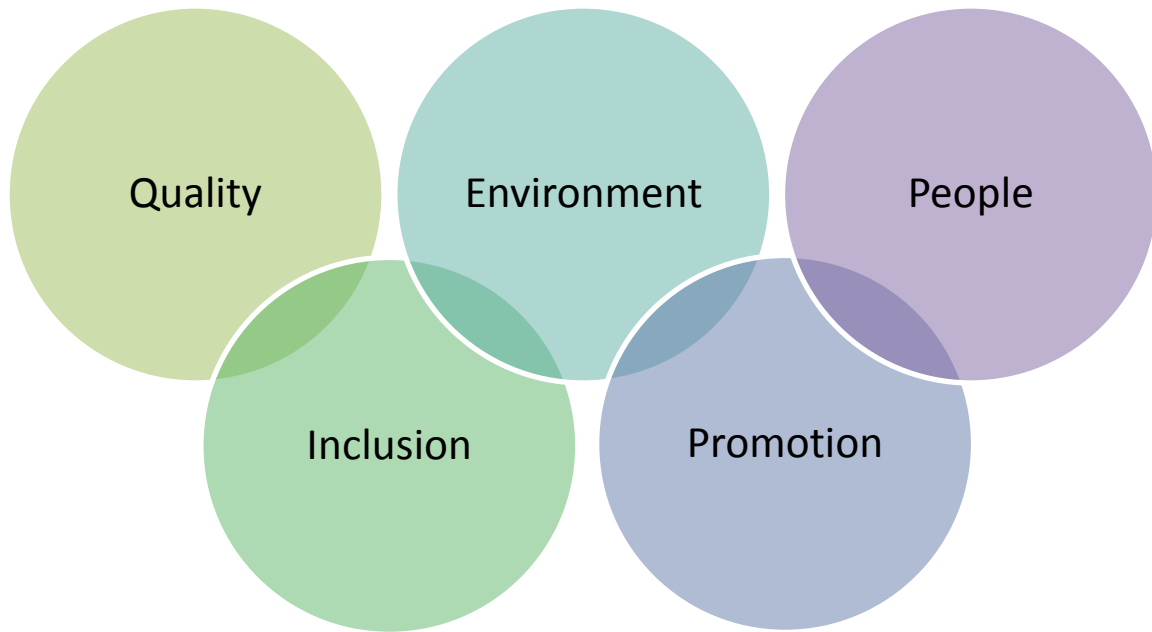


This vision reflects the objectives of each of our eight charities, which focus on the preservation of our green spaces for the recreation and enjoyment of the public. The objectives for each of our charities are included in appendix 2.

The Department's objectives reflect our charities' joint focus on communities and the landscape we all enjoy. Through this business plan, the Open Spaces Department through its charities at Ashted Common, Burnham Beeches & Stock Common, Coulson Common & Other Commons, Epping Forest, Hampstead Heath, Highgate Wood & Queen's Park, West Ham Park, West Wickham Common & Spring Park and as well as our Cemetery & Crematorium will:

- Protect and conserve the ecology, biodiversity and heritage of our sites
- Embed financial sustainability across our activities by delivering identified programmes and projects
- Enrich the lives of Londoners by providing a high quality and engaging educational and volunteering opportunities
- Improve the health and wellbeing of community through access to green space and recreation

In delivering our charity and departmental objectives, we are also conscious of our five departmental values of quality, inclusion, environment, promotion and people; and the City's values of lead, empower and trust.



3. Delivering our key priorities

The delivery of our charitable objectives for each open space and our four departmental objectives is supported by a number of corporate, departmental and divisional projects and programmes. These are illustrated on our departmental roadmap.

Roadmaps are being introduced across the City of London to illustrate priority projects including a timeline and milestones. Each roadmap presents an overview of programmes and activities and it is supported by a suite of project and programme management documents which include new “Opportunity Outlines”, “Corporate Impact Assessments”, “Project Initiation Documents” and “Highlight Reports”. These documents form the basis of a new corporate gateway process for the scoping, delivering and monitoring of non-capital projects.

Our departmental roadmap also reflects those corporate cross cutting projects which will impact on the department, as well as those projects that we are running as a Department. Our departmental programmes are:

Learning	<ul style="list-style-type: none"> •City Bridge Trust Bid Education strategy and operating model Golders Hill Park Zoo and Queen's Park Children's Farm One O'Clock Club Volunteering and outreach work at City Gardens and West Ham Park Hampstead Heath education and play facilities
Sports	<ul style="list-style-type: none"> •Sports strategy Charging Paddling pools Wanstead Park changing facility improvement Hampstead Heath Lido Golf course recovery Online sports booking Operating model
Various Powers bill	<ul style="list-style-type: none"> •Management powers Income generation Enforcement
Promoting our services	<ul style="list-style-type: none"> •Market research Events Charging Commercial activity Promotion of charities Increase awareness of services Understanding of costs Digital development
Energy efficiency	<ul style="list-style-type: none"> •Audit of property Reduction in utility usage Increase electricity generation
Fleet & equipment review	<ul style="list-style-type: none"> •Audit of equality and costs Disposal Management options
Wayleaves	<ul style="list-style-type: none"> •New charging model Annual process of review Enforcement
Ponds Project	<ul style="list-style-type: none"> •Engineering and landscaping project to improve dam safety, improve water quality and create diverse habitats
Lodges and operational property review	<ul style="list-style-type: none"> •Identification of surplus property Exploration of short and long term leasing opportunities Disposal of surplus assets Income generation
Car Parks	<ul style="list-style-type: none"> •Divisional based projects considering charging strategy and infrastructure to support this
Cafes	<ul style="list-style-type: none"> •Development of food sales, concessions and cafe Service improvements Increased income

Together these projects present an ambitious programme of change that will allow our charities to operate more effectively together in order to deliver each of the charities' objectives and our departmental objectives in a way which is effective, efficient, sustainable and wide reaching. Our roadmap is attached at appendix 1.

A separate list of future capital projects is included at appendix 3. However over the next three years the Department will primarily be focusing on our roadmap projects and programmes. As a result only those capital projects associated with roadmap projects have been added to the business plan.

4. Performance measures

As the Directorate undertakes the change programme as part of our key priority projects and programmes to secure financial sustainability and to meet our key objectives, it will be increasingly important for staff to have access to information about our customers and our business performance to inform decisions.

New Key Performance Indicators (KPIs) were introduced in 2014/15 – Conservation, Customer Satisfaction, Finance and People Management. These will continue as: Preserving the ecology and biodiversity of our sites, Customer Satisfaction, Finance and Developing our staff. A new indicator, Energy efficiency and sustainability, has been added to reflect two of our roadmap projects – Energy Efficiency and Fleet Review.

To enable decisions to be based on good evidence, we are developing the performance indicators established by the previous business plan. To facilitate this, a broader basket of site specific indicators will sit behind each KPI. These will drill down into further detail. The development of a broader range of indicators will also enable us to recognise the variety and differences between each of our 14 open green.

KPI	Performance 2014/15	Basket of Indicators for 2015/16
Preserving the ecology and biodiversity of our sites	Target of all sites having either a current management plan or work on next plan initiated met by the end of 2014/15	<ul style="list-style-type: none"> • Sites with current management plan • Green flags awards • Green heritage awards • SSSI condition • London in Bloom awards • Heritage assets at risk
Customer satisfaction	Target of all divisions to have completed a hundred “60 second surveys” met in 2014/15	<p>Completion of hundred 60 second surveys for each site</p> <p>A basket of indicators will be developed during 2015/16 following a market segmentation exercise and as part of the Promoting our Services roadmap project. These indicators will link to COL Customer Strategy</p>
Finance - Income as a percentage of local expenditure (actuals)	<p>Goal of increase percentage for 14/15 compared to 13/14</p> <p>TBC at year end</p>	<ul style="list-style-type: none"> • Road map projects successfully delivered • Net profit evaluation of events • Net profit evaluation of commercial activity
Developing our staff	<p>Target of trainings spend of 1.5% of direct employee costs</p> <p>TBC at year end</p>	<p>Target of training spend of 1.5% of direct employee costs</p> <p>A basket of indicators will be developed during 2015/16 that link to Investors in People, a training analysis and a departmental workforce strategy. It</p>

		is anticipated that these indicators will consider the effectiveness of training and how it is contributing to the business; staff progression and retention; development of core skills over and above business specialist.
Energy efficiency and sustainability	Performance against the Department Sustainability Improvement Plan	<ul style="list-style-type: none"> • Reduce utility consumption by 2.5% per annum • Reduce fuel consumption by 5% per annum • Increase in electricity generation of 100KW (two additional buildings generating at least 50KW each)

The Cemetery & Crematorium has an additional set of Key Performance Indicators which reflect the commercial and regulatory environment in which it operates.

Target 2014/15 and 2015/16	Performance 2014/15
Maintain 24% market share of cremations	Confirm at end of April – expect to meet target
Maintain 8% market share of burials	Confirm at end of April – expect to meet target
Income compared to income target	Confirm at year end – expect to exceed income target
Percentage cremations using the new fully abated cremator – target of 60%	Confirm at end of year – expect to be below target due to technical issues with the cremator

In addition to our KPIs, as part of our roadmap projects, we are also embedding consideration of outcomes in each project and programme as they are developed. Over time the development, monitoring and refinement of our outcomes will feed into our KPIs and indicators.

5. Our People

The Open Spaces Department employs 350 staff across a broad range of activities including arboriculturalists, litter pickers, rangers, constabulary, lifeguards, bereavement services, grounds maintenance, administration, marketing, sports, fleet management and education. A structure chart is included at appendix 6.

Our roadmap projects are challenging all of the staff in the Open Spaces Department to do things differently and some of them will require some of our staff to develop new skills – particularly around developing ideas into financially viable projects, managing projects and managing change. Each of our divisional training plans will need to reflect these new requirements alongside day-to-day operational considerations.

Investors in People

The City of London Corporation being assessed over a period of three years against the Investors in People (IIP) core standard and the wider IIP framework. In year one (September 2014) the assessment focused on validating the ‘one team’ culture and effectiveness of leaders and managers.

In September 2015 the assessment focus will be on the effectiveness of engagement of frontline teams in all elements of strategy implementation and in year three the assessment focus will be on the skills of managers in evaluating the outcomes from learning and development activities.

In September 2014 the City Corporation met the evidence requirements of the IIP core standard and enough of the wider framework evidences from indicators 1, 3, 4 and 5 to secure recognition as a Bronze Investor in People. It is hoped that by the last assessment in September 2016 enough of the wider IIP framework evidences will have been met to secure the Gold award.

An Open Spaces Departmental action plan based on the 2014 assessment has been developed. Superintendents and their teams are working towards imbedding the IIP principles into everyday management, develop and share areas of good practice and gathering evidence for the next assessment.

Workforce planning

In recognition of our need to effectively manage and develop our workforce, we will be replacing our Human Resources Improvement Group with a Workforce Planning Group. This departmental group will contribute to a broader corporate programme of activity around workforce planning.

Succession Planning

The Department recognises the need to succession plan both as part of individuals development but also to secure positive outcomes for the Department. The Senior Leadership Team will be discussing how to take this forward with our HR Business Partner.

Learning priorities and outcomes

The department has a suite of learning priorities which are: project management, people management, leadership, financial awareness, managing and working with volunteers, operational training and coaching/mentoring skills. In setting our learning priorities for this business plan period, consideration has been given to our charitable and departmental objectives, and our roadmap projects and programmes.

Our learning priorities will be used to identify appropriate learning opportunities. Learning outcomes will be set for each learning opportunity, such as courses, conferences or events, and outcomes will be evaluated on completion of learning and cost-benefit will be evaluated. This will allow the Department to understand the impact of its learning programme and to highlight those learning opportunities which have proved particularly valuable.

Volunteers

We are hugely grateful for the work of our volunteers who support a wide range of activities across our green spaces including woodland management, ecological surveys, ecological enhancements, event organisation & delivery, mentoring, visitor engagement and installing new planting schemes. Some of activities and services are only possible due to the time given by volunteers.

In recognising the support of our volunteers in managing and maintaining our green spaces, we also recognise that volunteering should be a beneficial and enjoyable experience for those who volunteer. Volunteering can contribute to a range of outcomes including: connectivity to open space and the wider community, exercise, a sense of wellbeing, engagement with others and skills development. As part of our learning programme, we will be developing a series of outcomes and

indicators which will help us to assess and understand the impact of volunteering for those who participate.

A volunteering programme is now embedded at each of our sites with the exception of the Cemetery & Crematorium. The Department will continue to develop its volunteering offer and ensure that the contribution of volunteers is maximised through its Volunteering Improvement Group which brings representatives from across the Department together to share good practice.

As we progress our roadmap projects and programmes we will continue to work with communities and volunteers to deliver the services they need.

6. Risk Register

The Open Spaces Department manages risk through a Departmental risk register, divisional risk registers, generic risk assessments and dynamic risk assessments. The Department also currently has one risk on the Corporate Risk Register – Corporate Risk 11.

Risks are managed on a divisional basis and each divisional management team is responsible for managing risks locally. Risks are escalated to the Departmental risk register to reflect those risks which cut across divisions, or which would have an impact which would be felt beyond the division. Risks are escalated to the Corporate Risk Register in accordance with the City of London Risk Management Strategy.

Generic risk assessments have been produced by the Open Spaces Risk Assessment Group and agreed by Senior Leadership Team to ensure a common standard across the Department. These generic risk assessments are then used as a basis for preparing risk assessments and safe systems of work in each of the divisions.

Dynamic risk assessments are conducted by staff prior to undertaking any risky activity. Where alterations are made to agreed safe methods of working these decisions must be documented.

The most significant risks facing the Department are our ability to deliver our roadmap projects & programmes; animal, plant & tree disease; and health & safety.

Each roadmap project will develop its own risk register for the project and the associated change implementation. These risks will be managed by the project lead and reported to the programme board or programme executive. Risks and issues will be escalated by the programme executives to the Department's Senior Leadership Team as necessary, who in turn may choose to escalate risk further through the corporate process.

7. Health and safety

Health and Safety is managed in the Department through the Health & Safety Improvement Group which meets quarterly and is chaired by the Director. Each division is represented at this meeting, and each divisional representative is charged with communicating the outcomes and recommendations of the Health & Safety Improvement group to their divisions. The minutes of the meetings are circulated through the Department and made available on divisional notice boards.

The Health & Safety Improvement Group has a Risk Assessment Sub Group which is currently reviewing and rationalising risk assessments and safe systems of work.

Each division also has its own Health & Safety group which escalates issues up to the Departmental Health & Safety Improvement Group as necessary.

The Director represents the Department on the City of London Health & Safety Committee which is chaired by the Town Clerk. The Open Spaces Technical Manager also attends the City of London Safety Managers Forum.

The Open Spaces Department uses 12 indicators to monitor Health & Safety which are attached in appendix 5. An annual Health & Safety audit is carried out to monitor the 12 Health & Safety indicators. The audit is carried out by each division carrying out a self-assessment which is followed in alternate years by a validation from another division.

The current areas the Department is focusing on to improve are:

- Managing contractors
- Maintenance of equipment
- Working with the public/lone working
- Musculo-skeletal issues
- Premises fire risk assessments
- Noise and vibration
- Risk assessments for the use of chemicals.

8. Property and asset management

The Open Spaces Department is the custodian of the City's open space land, while the City Surveyor is responsible for the maintenance of the buildings and other built infrastructure. The Open Spaces Department will be working together with the City Surveyors and Chamberlains as part of the operational property review during the course of this business plan to review our operational assets to ensure that assets are used effectively and sustainably and any surplus assets are identified.

Preparations for this review have already identified surplus assets including surplus lodges, the "rabbit triangle" and a toilet block at the Cemetery and an empty office at Farthing Downs. This work is reflected on our roadmap. Discussions have also started to consider cases where assets could become surplus in the future, such as Heathfield House which currently houses the management and administration team for Hampstead Heath, Highgate Wood & Queen's Park.

9. Summary Business Plan

Our Vision is:	To preserve and protect our world class open spaces for the benefit of our local communities and the environment.
Our Charitable Objectives are:	The preservation of our open spaces for the recreation and enjoyment of the public.
Our Departmental Objectives are:	<ul style="list-style-type: none"> • Protect and conserve the ecology, biodiversity and heritage of our sites • Embed financial sustainability across our activities by delivering identified programmes and projects • Enrich the lives of Londoners by providing a high quality and engaging educational and volunteering opportunities • Improving the health and wellbeing of community through access to green space and recreation

Our Key Performance Indicators are:		
Description:	2013/14 performance	2014/15 target
Preserving the ecology and biodiversity of our sites	Target of all divisions to have completed a hundred “60 second surveys” met in 2014/15	Basket of indicators: <ul style="list-style-type: none"> • Sites with current management plan • Green flags awards • Green heritage awards • SSSI condition • London in Bloom awards • Heritage assets at risk
Customer satisfaction	Target of all divisions to have completed a hundred “60 second surveys” met in 2014/15	100 surveys per site completed. A basket of indicators will be developed during 2015/16 following a market segmentation exercise and as part of the Promoting our Services roadmap project. These indicators will link to COL Customer Strategy
Finance - Income as a percentage of local expenditure	TBC at year end	<ul style="list-style-type: none"> • Road map projects successfully delivered • Net profit evaluation of events • Net profit evaluation of commercial activity
Developing our staff	TBC at year end	Target of training spend of 1.5% of direct employee costs

		A basket of indicators will be developed during 2015/16 that link to Investors in People, a training analysis and a departmental workforce strategy. It is anticipated that these indicators will consider the effectiveness of training and how it is contributing to the business; staff progression and retention; development of core skills over and above business specialist.
Energy efficiency and sustainability	New indicator	<ul style="list-style-type: none"> • Reduce utility consumption by 2.5% per annum • Reduce fuel consumption by 5% per annum • Increase in electricity generation of 100KW (two additional buildings generating at least 50KW each)

Our Financial Information:					
	2013/14 Actual	2014/15 Original Budget	2014/15 Revised Budget	2014/15 Forecast Outturn (latest)	2015/16 Original Budget
Employees	£13,777	£14,206	£13,850	£13,850	£14,256
Premises	£2,118	£1,849	£1,983	£1,983	£1,771
Transport	£639	£597	£1,027	£1,027	£622
Supplies & Services	£2,455	£2,142	£2,100	£2,100	£2,152
Third Party Payments	£61	£78	£112	£112	£78
Transfer to Reserve	£213	£100	£66	£66	£74
Total Expenditure	£19,263	£18,972	£19,138	£19,138	£18,953
Total Income	-£8,344	-£8,376	-£8,376	-£8,626	-£8,280
Total Local Risk	£10,919	£10,596	£10,762	£10,512	£10,673
Central Risk	-£2,235	-£1,203	-£516	-£516	-£619
Total Local and Central	£8,684	£9,393	£10,246	£9,996	£10,054
Recharges	£4,019	£3,829	£4,031	£4,031	£3,992
Total Net Expenditure	£12,703	£13,222	£14,277	£14,027	£14,046
City Surveyor Local Risk	£3,164	£4,785	£4,181	£4,181	£5,039
Total Net Expenditure	£15,867	£18,007	£18,458	£18,208	£19,085

Our People													
Total staff	353												
Full time	314												
Part time	39 (figure does not include seasonal casual staff at Hampstead Heath and Epping Forest)												
Turnover	10-15% of permanent posts become vacant in any one year												
Vacancies	All vacancies are advertised internally within the City of London. From April 2015, all vacancies for Team Leaders and above it will be advertised across the department prior to any further recruitment in order to identify existing employees would like to be considered for secondment, acting up or to have development experience.												
Sickness absence	<p>The Open Spaces department is predominantly a manual worker department and the average number of days lost for the 12 months ending December 2014 was 6.2 days per employee. This compares favourably with the corporate average.</p> <p>The main areas which caused the sickness absence in late 2014 were musculo-skeletal problems such as knee, back, neck, hip and shoulder injuries and infections such as flu, coughs, cold etc. These absences accounted for 52.6% of all sickness absences during the period October to December 2014.</p>												
Gender	74.2% of staff are males, whilst 25.8% of staff are females												
Age range	<p>The Open Spaces Department has an aging workforce, with over 70% employees over 41</p> <table border="1"> <tbody> <tr> <td>20 and under</td> <td>0.6%</td> </tr> <tr> <td>21-30</td> <td>9.1%</td> </tr> <tr> <td>31-40</td> <td>20.1%</td> </tr> <tr> <td>41-50</td> <td>36.3%</td> </tr> <tr> <td>51-60</td> <td>27.8%</td> </tr> <tr> <td>61 plus</td> <td>6.2%</td> </tr> </tbody> </table>	20 and under	0.6%	21-30	9.1%	31-40	20.1%	41-50	36.3%	51-60	27.8%	61 plus	6.2%
20 and under	0.6%												
21-30	9.1%												
31-40	20.1%												
41-50	36.3%												
51-60	27.8%												
61 plus	6.2%												
Ethnicity	89.39% of the workforce are white British/European, 1.52% are Asian, 3.33% are black, 5.57% are classified as being of mixed ethnicity												

10. Appendices

1. The Open Spaces Department Roadmap and divisional roadmaps
2. Charitable objectives
3. Capital projects
4. Risk register
5. Health & Safety indicators
6. Structure charts

Programme / Project			2015												RAG		
EPPING FOREST Updated March 2015			Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec			
Executive	Lead																
Open Spaces Department projects and priorities																	
Learning Programme <i>Education strategy for Open Spaces. Funding bid for City Bridge Trust and delivery of learning programme. Delivery of SBR Education related projects.</i>	SBR	Martin Rodman	Grace Rawnsley	• Strategy developed • OO	• Design programme	• Prepare and submit Bid			• Bid considered by CBT committee	• Initiation of non bid projects							
Sports Programme <i>Feasibility review of sports provision across open spaces. Sports and play strategy for Open Spaces. Potential new operating model to deliver SBR savings.</i>	SBR	Bob Warnock	Declan Gallagher	• OO produced	• Supplier requirements and selection	• Data gathering and evaluation	• Options developed and evaluated	• PID development and approval	• Sports programme set up and sub project OO's produced								
Ponds Project <i>Necessary works at Highgate and Hampstead to ensure safety and prevent flooding as a result of extreme storm events. Legal duty.</i>	P	Philip Everett	Tom Creed (DBE) Bob Warnock (OS)	• S106 signed	• Site Clearance	• Mobilise	• Construction (18 month programme)										
Various Powers Bill <i>Seeking changes to legislation governing Open Spaces to give clarity and flexibility to management of open spaces enabling opportunities to deliver more efficient and effective services.</i>		Paul Thomson	Jo Hurst	• Informal Consultation			• Committee scrutiny and Court of Common Council					• Bill deposition with Parliament					
Promoting our services <i>A range of initiatives across all open spaces to review events and promotions, raising awareness of our services, their costs. Income generation.</i>	SBR	Gary Burks	Esther Sumner			• OO produced	• POS programme set up and short medium and long term opportunities outlined										
Energy Efficiency <i>A range of energy saving and environmental projects across open spaces including utility consumption and renewable energy projects.</i>		Andy Barnard	tbc			• OO produced	• Utility consumption improvement plan	• Action plans developed and agreed with City Surveyor					• Project specification				
Fleet and equipment review <i>Review of all fleet and equipment used across Open Spaces to maximise effective use of these resources.</i>		Andy Barnard	tbc	• OO produced	• Audit of Fleet and Equipment across Open Spaces					• Short, medium and long term options identified							
Wayleaves <i>Review of Wayleave charges and introduce a structured approach to charging across Open Spaces</i>	SBR	Paul Thomson	Sue Rigley	• OO produced	• High end Wayleaves review	• Full business case	• Develop approach and proposals for charging structure			• Committee Approval	• Service agreements - OO produced	• 1st october fee increases					
Lodges (& specific properties) review <i>Short and long term rental of lodges and properties in our Open Spaces.</i>	SBR	Paul Thomson	Jeremy Dagley			• OO produced											
Epping Projects																	
Promoting our services - Epping <i>Review of current charges, sponsorship of football, produce sales (chip, venison, cattle) - professionalising our retail services (improving the promotion of our services and increasing sales), review of events, wedding licence, sponsorship of publications</i>	SBR		Jacqueline Egglestone			• OO produced	• POS programme set up and short medium and long term opportunities outlined					• Short term - charging review					

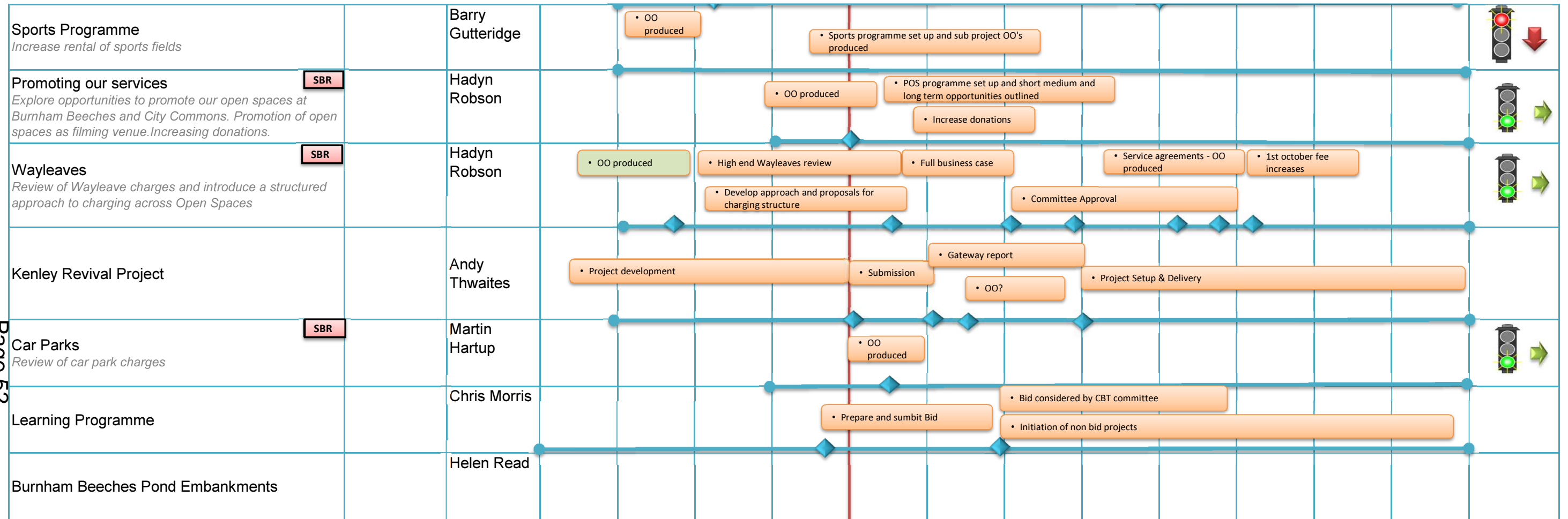
Learning Programme - Epping <i>Funding bid for City Bridge Trust and delivery of learning programme. Implementation of projects and new operating model.</i>	SBR	Jo Price	<ul style="list-style-type: none"> OO produced Design programme Prepare and submit Bid Bid considered by CBT committee 	
Various Powers Bill <i>Seeking changes to legislation governing Open Spaces on which other projects are dependent</i>		Jo Hurst	<ul style="list-style-type: none"> Informal Consultation Committee scrutiny and Court of Common Council Bill deposition with Parliament 	
Lodges (& specific properties) review - Epping <i>Short term leasing of Forest lodges with longer term options dependant on Various Powers Bill.</i>	SBR	Jeremy Dagley	<ul style="list-style-type: none"> OO produced 	
Sports Programme - Epping <i>Sponsorship of football, Golfcourse recovery - Review and improvement of Golf Course facilities and services to make improvements and increase use. Renovation of changing facilities at Wanstead Flats</i>	SBR	James Thatcher	<ul style="list-style-type: none"> Sports programme OO 23/2 OO Golf Course recovery OO Sponsorship of football OO Wanstead Flats 	
Wayleaves - Epping <i>Review of Wayleave charges and introduce a structured approach to charging across Open Spaces (just handgates and utilities)</i>	SBR	Paul Thomson Sue Rigley	<ul style="list-style-type: none"> OO produced High end Wayleaves review Develop approach and proposals for charging structure Full business case Committee Approval Service agreements - OO produced 1st october fee increases 	
Car Parks - Epping <i>Review of car park charges</i>	SBR		<ul style="list-style-type: none"> OO produced 	
Eppin Forest management Plan	Paul Thomson	?	<ul style="list-style-type: none"> Consultation 	
Forest Transport Strategy	Paul Thomson	?		
Buffer Land - Englad woodland grant scheme	Paul Thomson	?		
High Beach Master Plan	Paul Thomson	?		
Arbitration Land Review	Paul Thomson	?		
Land Registration Project	Paul Thomson	?		

- Project is in a critical state
- Project is slipping,
- Project is on track
- Project Milestone
- Project is in a controlled state
- Positive direction of travel
- Negative direction of travel
- Project Closed

Burnham Beeches and City Commons Roadmap

Programme / Project Updated April 2015			2015												RAG
Executive	Lead	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec		
Open Spaces Department projects and priorities															
Learning Programme <i>Education strategy for Open Spaces. Funding bid for City Bridge Trust and delivery of learning programme. Delivery of SBR Education related projects.</i>	Martin Rodman	Grace Rawnsley	• Framework developed • OO	• Design programme	• Prepare and submit Bid			• Bid considered by CBT committee	• Initiation of non bid projects					🟡➡	
Sports Programme <i>Feasibility review of sports provision across open spaces. Sports and play strategy for Open Spaces. Potential new operating model to deliver SBR savings.</i>	Bob Warnock	Declan Gallagher	• OO produced	• Data gathering and evaluation • Supplier requirements and selection	• Options developed and evaluated • PID development and approval	• Sports programme set up and sub project OO's produced								🔴⬇	
Ponds Project <i>Necessary works at Highgate and Hampstead to ensure safety and prevent flooding as a result of extreme storm events. Legal duty.</i>	Philip Everett	Tom Creed (DBE) Bob Warnock (OS)	• S106 signed	• Site Clearance	• Mobilise	• Construction (18 month programme)								🟢➡	
Various Powers Bill <i>Seeking changes to legislation governing Open Spaces to give clarity and flexibility to management of open spaces enabling opportunities to deliver more efficient and effective services.</i>	Paul Thomson	Jo Hurst		• Informal Consultation		• Committee scrutiny and Court of Common Council					• Bill deposition with Parliament			🟡➡	
Promoting our services <i>A range of initiatives across all open spaces to review events and promotions, raising awareness of our services, their costs. Income generation.</i>	Gary Burks	Esther Sumner			• OO produced	• POS programme set up and short medium and long term opportunities outlined								🟢➡	
Energy Efficiency <i>A range of energy saving and environmental projects across open spaces including utility consumption and renewable energy projects.</i>	Andy Barnard	Jonathan Meares			• OO produced	• Utility consumption improvement plan	• Action plans developed and agreed with City Surveyor				• Project specification			🟢➡	
Fleet and equipment review <i>Review of all fleet and equipment used across Open Spaces to maximise effective use of these resources.</i>	Andy Barnard	Geoff Sinclair	• OO produced	• Audit of Fleet and Equipment across Open Spaces	• Review of operational demand			• Short, medium and long term options identified						🟡➡	
Wayleaves <i>Review of Wayleave charges and introduce a structured approach to charging across Open Spaces</i>	Paul Thomson	Sue Rigley	• OO produced	• High end Wayleaves review	• Full business case			• Service agreements - OO produced	• 1st october fee increases					🟢➡	
Lodges (& specific properties) review <i>Short and long term rental of lodges and properties in our Open Spaces.</i>	Paul Thomson	Jeremy Dagley			• OO produced									🔴➡	
Burnham Beeches and City Commons															
Energy Efficiency <i>A range of energy saving and environmental projects across open spaces.....Solar power, sustainability improvement opportunities</i>		Allan Cameron			• OO produced	• Utility consumption improvement plan	• Action plans developed and agreed with City Surveyor				• Project specification			🟢➡	
Fleet and equipment review <i>Opportunities to share equipment and vehicles with other Open Spaces divisions and local agencies/authorities. Opportunities for contracting out to reduce equipment and fleet.</i>		Martin Hartup	• OO produced	• Audit of Fleet and Equipment across Open Spaces	• Review of operational demand			• Short, medium and long term options identified						🟡➡	

Burnham Beeches and City Commons Roadmap



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Project is in a critical state
Project is slipping,
Project is on track

- Project Milestone
- Project is in a controlled state
- Positive direction of travel
- Negative direction of travel
- Project Closed

Charitable objectives

Charity	Objective	Charity Number
Ashtead Common	The Ashtead Common charity was established under the Corporation of London (Open Spaces) Act 1878, which states that the purpose of the charity is the preservation of the Common at Ashtead for the recreation and enjoyment of the public.	1051510
Burnham Beeches & Stoke Common	The Burnham Beeches charity was established under the Corporation of London (Open Spaces) Act 1878, which states that the purpose of the charity is the preservation of the open spaces known as Burnham beeches, "The Beeches", for the recreation and enjoyment of the public.	232987
Coulsdon & Other Commons	The objectives of the Charities are the preservation of the open space known collectively as West Wickham Common and Spring Park Wood, and Coulsdon and other Commons for the recreation and enjoyment of the public. The charities have identical objectives and are managed and accounted for as one unit, therefore separate accounts and financial statements are not published for each charity.	232989
Epping Forest	The purpose of the charity is the preservation of Epping Forest in perpetuity by the City of London Corporation as the conservators of Epping Forest, as an open space for the reaction and enjoyment of the public	232990
Hampstead Heath	The objective of the charity is the preservation of Hampstead Heath for the recreation and enjoyment of the public	803392
Highgate Wood & Queen's Park	The purpose of the charity is the preservation in perpetuity by the City of London Corporation of the open spaces known as Highgate Wood, Highgate and Queen's Park, Kilburn for the use by the public for exercise and recreation	232986
West Ham Park	The park is held on trust forever "as an open public grounds and garden for the resort and recreation of adults and playgrounds for children"	206948
West Wickham Common & Spring Park	The objectives of the two Charities are the preservation of the open space known collectively as West Wickham Common and Spring Park Wood, and Coulsdon and other Commons for the recreation and enjoyment of the public	232988

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Projects

In progress

Hampstead Heath Ponds Project – due to complete October 2016

Shoot project – due to complete October 2016

Queen's Park playground modernisation – due to complete early summer 2015

Short term (2016-18)

Kenley Revival project

Queen's Park Café improvements

Parliament Hill Café improvements

Seething Lane Garden (S106)

St Botolph's Bishopsgate (S106)

Medium term (2018-2020)

Parliament Hill paddling pool

Queen's Park paddling pool

Hampstead Heath educational facility change of use

Changing Room renovation at Wanstead Flats

Burnham Beeches Pond embankments

Wanstead Park HLF bid

Senator House Garden (S106)

Long term (beyond 2020)

City Churchyard management arrangements

Restoration of memorials at Bunhill Fields

Hampstead Heath operational buildings

Hampstead Heath lido

Open Space signs

Replacement of the cremators

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Open Spaces Risk Register

Code	Description (Cause, Event, Impact)	Risk owner	Current Risk Matrix	Target Risk Matrix	Target Date
CR11	<p>Cause: The earth dams on Hampstead Heath are vulnerable to erosion caused by overtopping</p> <p>Event: Severe rainfall event which causes erosion which results in breach, leading to failure of one or more dams</p> <p>Impact: Loss of life within the downstream community and disruption to property and infrastructure – including Kings Cross station and the Royal Free Hospital. A major emergency response would need to be initiated by Camden Council and the police at a time when they are likely to already be dealing with significant surface water flooding. Damage to downstream buildings and infrastructure would result in significant re-build costs. The City's reputation would be damaged. An inquiry and legal action could be launched against the City.</p> <p>The Ponds Project has been</p>	Sue Ireland			31-Oct-2016

Code	Description (Cause, Event, Impact)	Risk owner	Current Risk Matrix	Target Risk Matrix	Target Date
	initiated to mitigate this risk as the current interim mitigations of telemetry, weather monitoring, an on-site emergency action plan do not address the issue of the dam's vulnerability to overtopping				
OSD 001	<p>Causes: Poor understanding or utilisation of health and safety policies, procedures and safe systems of work; inadequate training; failure to implement results of audits; dynamic risk assessments not undertaken</p> <p>Event: Staff or contractors undertake unsafe working practices</p> <p>Impact: Injury or death of a member of staff, contractor or a member of the public.</p>	Sue Ireland			01-Apr-2016
OSD 002	<p>Causes: Severe wind, prolonged heat, heavy snow, heavy rainfall - potential to increase with climate change</p> <p>Event: Severe weather at one or more site</p> <p>Impact: Strong winds cause tree limb drop, prolonged heat results in fires, snow disrupts sites access, rainfall results in flooding and impassable areas, site closures</p>	Sue Ireland			01-Apr-2016

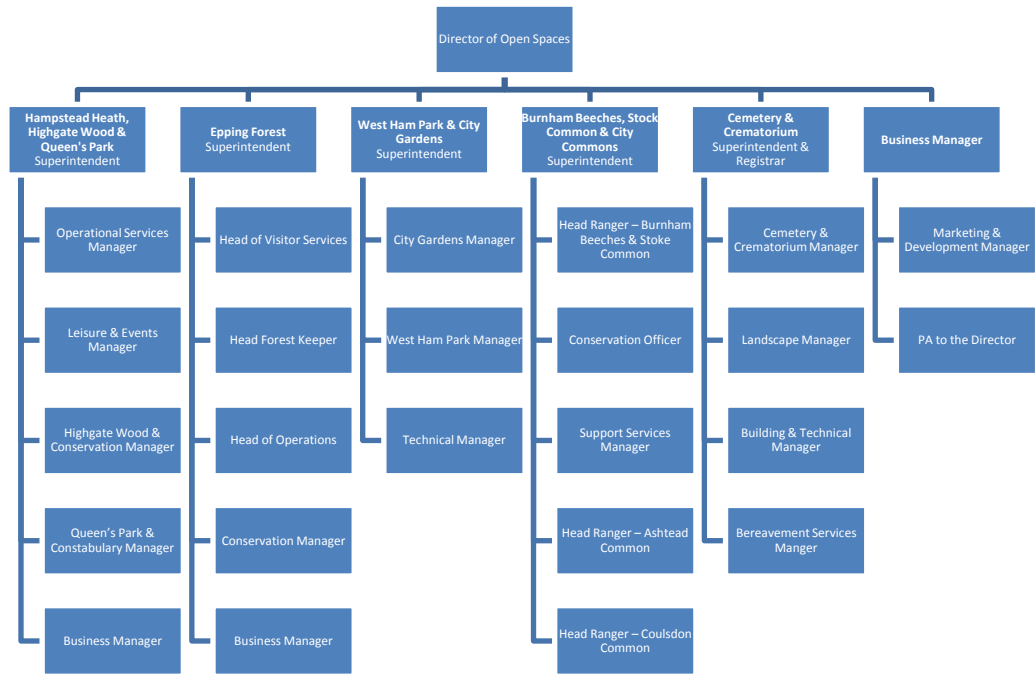
Code	Description (Cause, Event, Impact)	Risk owner	Current Risk Matrix	Target Risk Matrix	Target Date
OSD 003	<p>Causes: Lack of appropriate skill sets to deliver projects; cultural resistance; initial scoping of project outcomes and timescales inaccurate</p> <p>Event: Department is unable to deliver its roadmap projects and programmes in agreed timescales or achieve agreed outcomes</p> <p>Impact: Alternative savings undertaken which may not be consistent with achieving cultural change or improving outcomes.</p>	Sue Ireland			01-Apr-2016
OSD 004	<p>Causes: Inadequate proactive and reactive maintenance; failure to identify and communicate maintenance issues</p> <p>Event: Operational or public buildings become unusable</p> <p>Impact: Service capability disrupted; ineffective use of staff resources; damage to corporate reputation; increased costs for reactive maintenance</p>	Sue Ireland			01-Apr-2016
OSD 005	<p>Causes: Inadequate biosecurity, buying of infected trees, plants or cattle, spread of windblown Oak Processionary Moth (OPM) from adjacent sites</p> <p>Event: Sites become infected by animal, plant or tree diseases</p> <p>Impact: Public access to sites restricted, animal culls, tree decline, reputational damage, cost</p>	Sue Ireland			01-Apr-2016

Code	Description (Cause, Event, Impact)	Risk owner	Current Risk Matrix	Target Risk Matrix	Target Date
	of control of invasive species, risk to human health from OPM or other invasives				
OSD 006	<p>Cause: Pressure on housing and infrastructure in London and South East; failure to monitor planning applications and challenge them appropriately; challenge unsuccessful; lack of resources to employ specialist support</p> <p>Event: Major development near an open space</p> <p>Impact: Permanent environmental damage to plants, landscape and wildlife, access issues, potential for encroachment</p>	Sue Ireland			01-Apr-2016
D 007	<p>Cause: Failure to provide attractive employment prospects for skilled staff.</p> <p>Event: Staff capacity greatly reduced as skilled workers move to other fields.</p> <p>Impact: Reduced capacity, decline in quality of work, reduced ability to deliver core responsibilities, staff motivation declines.</p>	Sue Ireland			01-Apr-2016

Health & Safety Indicators

1. **Organisation, Implementation and Communication.** Each Division must have a local Health & Safety Plan and statement, and ensure that is regularly updated, clearly communicated and understood by all staff.
2. **Risk Management.** Each Division should have Risk Assessments and Safe Systems of Work in place that cover all activities, operations and premises and adhere to current legislation and City Codes of Practice.
3. **Training.** All staff shall receive a thorough health & safety induction followed by regular recorded and evaluated training determined by legislation, risk assessments and duties.
4. **Volunteers, Contractors and Suppliers.** Each Division should have local arrangements to ensure that all third parties are working in accordance with health & safety legislation.
5. **Accident and Near Miss Reporting.** Each Division must have procedures to ensure the reporting, investigation and analysis of accidents, incidents and near misses in accordance with City and Departmental Codes of Practice.
6. **Central Support.** Each Division should have arrangements in place with the City Surveyors Department, the Occupational Health Section and the central Health and Safety Section to ensure central support according to the schedules defined in the Open Spaces Health & Safety Policy.
7. **Checklists, Inspections and Maintenance Records.** Each Division should ensure that all statutory tests and inspections are undertaken in accordance with current legislation and that infrastructure is regularly inspected according to an accurate asset inventory.
8. **Policies.** Based on Departmental guidance, each Division should define site specific policies (as applicable) on Water Safety, Tree Safety, Play Equipment, Vehicle Safety, Events and Lone Working.
9. **First Aid.** Each Division should have appropriate first aid arrangements relating to training and provision according to current legislation and local risk assessments.
10. **Emergency Action Plans.** Each Division should have plans and procedures to deal with emergencies and disasters.
11. **Fire Safety.** Each Division should have appropriate fire safety equipment, training and procedures based on local fire risk assessments.
12. **Monitoring and Review.** Each Division should review their local Health & Safety Plan on an annual basis, advising the Open Spaces Health & Safety Committee of any key issues arising from this process.

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Committee(s) Epping Forest and Commons	Dated: 11/05/2015
Subject: Application for Basic Payment Scheme Funding	Public
Report of: Superintendent of Epping Forest SEF 28/15	For Decision

Summary

Since 2005 direct grant payments from the European Union (EU) for the area of agricultural land under management, including grasslands available for grazing or fodder, have been made through the Single Payment Scheme (SPS) administered by the Rural Payments Agency. These area payments have been applied for and successfully claimed annually since 2005 for the eligible land within Burnham Beeches & Stoke Common, City Commons, and Epping Forest and its Buffer Land Estate.

Following an extensive review by the EU and the agriculture ministers of its Member states over the last two years the SPS has been replaced by the Basic Payment Scheme (BPS). The eligibility criteria and the cross-compliance rules, which ensure good environmental management, remain very similar to those of the SPS. The payment rate, however, is likely to be around 10% lower, although the exact reduction depends on the size of the total UK claim and remains to be determined. The income from SPS in 2014 was £211,000, representing a significant contribution to the land management costs for the Open Spaces Divisions named above. The BPS income for 2015 is likely to be in the range £190,000-210,000 should the proposed application be approved.

The RPA has modified how the applications are made for BPS compared to SPS. As a result it would be operationally appropriate for the Superintendents for these Open Spaces divisions to be able to submit the applications *in lieu* of the Director.

Recommendation(s)

Members are asked to approve:

- (an) application(s) for grant under the new Basic Payment Scheme (BPS);
- the sale of any excess SPS entitlements no longer valid under BPS, the income (between £1,000 - £4,000) from which would go towards grazing and grassland management;
- the delegation of the powers of authorisation from the Director to the Superintendents of the relevant Divisions to submit the claim applications.

Main Report

Background

1. For many decades, funding from the European Union (EU) has been provided to support farmers' incomes by way of a subsidy system under the Common Agricultural Policy (CAP). On 26th June 2003 EU farm ministers adopted a fundamental reform to the CAP and introduced the Single Payment Scheme (SPS). The new scheme was aimed at changing the way in which the EU supported the farming sector by removing the link between subsidies and the types and levels of production, a so-called "decoupling".
2. Instead, future claims for support would be made on the basis of the area of eligible agricultural land, including arable land and grasslands, grazed or mown. The grasslands encompassed common grazing lands, as at Burnham Beeches, Stoke Common and Ashted Common, or lands over which commoners' grazing rights existed, as at Epping Forest.
3. The SPS was also intended to ensure more environmentally-friendly farming was encouraged and rewarded. Farmers were required to "cross-comply", adhering to rules about pesticides, fertilisers, animal welfare and soil protection. This shift away from crops produced and livestock owned, and the emphasis on environmentally-friendly farming, provided an opportunity for three Open Spaces areas, Burnham Beeches & Stoke Common, City Commons and Epping Forest to make claims under the new grant to support land management.
4. The UK Government introduced the new scheme in 2005. The new payments were phased in reflecting historic support for cropping and livestock numbers, thus allowing previously subsidised farmers time to adjust. As a result, for new claimants like the Open Spaces Divisions, the grant income rose steadily over the period 2005 – 2012 because historic payments declined as a proportion of the grant and shifted to new hectare payments.
5. Annual income from this scheme has not been based on a fixed payment sum. Claimants were issued with entitlements in 2005 based on the number of hectares of eligible land. The value of the entitlements changed each year and was based on the total UK claim of entitlements, as well as the Euro: Sterling exchange rate on the 30th September in any one claim year. Therefore, the amount of grant received changed from year to year.
6. As part of the Scheme, inspections are carried out by government agencies, including the Rural Payments Agency (RPA), which checks on the acreage and condition of eligible land being claimed and ensures the rules of cross-compliance are being followed. All three Open Spaces divisions have been inspected by the RPA. At all three sites the RPA made changes to the mapping information and clarified the eligibility of some areas.

Current Position

7. In 2012 a review of the CAP by the EU was started. As part of the reform of the CAP, changes have been made to the direct payment schemes (agricultural subsidies) for all EU countries. As a result, from 2015, the SPS has been replaced by the Basic Payment Scheme (BPS), which started on 1st January 2015. The first claims that can be made under this scheme will be in June 2015.
8. The new BPS is largely similar to the previous SPS which it replaces. There have been changes to the rules around the eligibility of land and the types of businesses and organisations that can apply. Cross compliance rules have also been modified, consolidated and clarified (see 'Legal Implications' paragraphs below).
9. The RPA is the government agency administering this scheme. The RPA handbook for the 2015 scheme year states that applicants can apply if their businesses are separate entities. To date Burnham Beeches and Stoke Common, City Commons and Epping Forest have applied for SPS under separate RPA business numbers. The Superintendents of Burnham Beeches & City Commons and Epping Forest met with land agents Whirledge & Nott in January 2015 to seek advice on their applications. It was decided that the Open Spaces would be viewed as one 'business' by the RPA and, therefore, we should merge the business details held by the RPA.
10. The RPA has created a new website for online BPS applications. However, this has been beset with IT problems and the agency is reverting to paper applications for the 2015 claim year. The RPA are currently working under emergency measures to help farmers submit BPS claims. It was considered that submitting a request to merge our business details at this time would jeopardise the correct processing of our claims (the RPA have made data entry errors before when making changes to our business details). Therefore, the intention is to apply to merge after June 2015 when all claims have been submitted. Therefore, for 2015 only, the Divisions will continue to claim as three separate entities.
11. The RPA's website further requires that each person acting on behalf of a site has to define their level of authority. From 2016, for the submission of the BPS applications, staff will need to prepare applications online. Currently, only the Director has the appropriate level of financial responsibility to authorise a submission because of the claim value. It would be operationally appropriate for the Superintendents to have authority to submit these on-line applications.
12. The payment rate of BPS is expected to be lower than that for SPS. Strutt & Parker, which has acted as term land agents for the Epping Forest Conservators during the period of the SPS, advises that grant income should be expected to be reduced by the order of 10%.
13. Clarifications made by the RPA to the amount of eligible land, the Divisions' reviews of their eligible land and changes to the scheme rules have resulted in

Epping Forest holding more entitlements than it has eligible land. Surplus entitlements will be 'lost' in the 2015 scheme year by the RPA removing them.

Proposals

14. It is proposed that Burnham Beeches & Stoke Common, City Commons and Epping Forest submit an application for the BPS in this and future years.
15. It is proposed that the excess entitlements that Epping Forest holds are transferred to City Commons to make up a short-fall of entitlements at that site. After this transfer, any remainder would be sold and the income used for the same purposes of land management as the main grant. This is likely to be between 10 – 40 entitlements worth between £1,000-£4,000 in total depending on further land eligibility analysis and market rates for entitlements.
16. It is further proposed that the Director delegates powers to the Superintendents of Burnham Beeches & City Commons and Epping Forest to authorise the BPS applications on the proviso that copies of all the submitted claims are sent to the Director.

Corporate & Strategic Implications

17. **Together Strategy:** The proposal set out above meets the *City Together* vision of a "World Class City" addressing one of the 5 themes: "A World Class City which protects, promotes and enhances our environment".
18. Open Spaces Department Business Plan: – the recommendations of this report support the Plan's strategic aims to provide high quality accessible Open Spaces and supports the management plans for Burnham Beeches, Stoke Common, City Commons and Epping Forest.

Implications

19. **Financial:** Income for the three sites in 2014 from the SPS was £211,000 combined and was divided as follows: Epping Forest £94,000; City Commons £60,000; Burnham Beeches & Stoke Common £54,000. The BPS payment rates are expected to be about 10% lower than SPS at the time of writing, although the exact reduction awaits confirmation from the RPA depending, as it does, upon the size of the total UK claim to the EU. However, a revision of the area of land on which the claim can be made has resulted in City Commons and Epping Forest proposing to claim a greater hectareage than in 2014. At this stage, therefore, it is anticipated that the grant claimed would be in the range £190,000-210,000 but this will also be dependent on exchange rates (see below).
20. The BPS payment rate each year will be based on the Euro: Sterling exchange rate as it was for SPS. However, the average exchange rate across the whole of September, rather than the specific rate on the 30th September, will now be used.
21. In preparing for an application under this new Scheme, advice of specialist agricultural land agents at both Whirlledge & Nott and Strutt & Parker has been

sought to supplement the considerable in-house expertise that has been built up over the last 10 years of the SPS. They have advised on areas around our eligibility to apply for the BPS, the merging of the sites into one 'business' and other new scheme queries.

Legal: under the BPS, as under the SPS, the rules of cross-compliance need to be followed. These rules are in two parts. Firstly, there are 'Statutory Management Requirements' (known as 'SMRs') that cover directives that are largely already in force on public health, animal welfare, plant health and the environment. Secondly there are rules for keeping land in 'Good Agricultural and Environmental Condition' (known as 'GAECs').

There are few significant changes under the BPS, mostly consolidation and clarifications. The main change that affects Open Spaces divisions is due to a GAEC that covers the timing of the cutting of trees and woody vegetation. This would affect removal of trees, crown reduction, pollarding and other tree conservation works during the summer. With the support of Natural England, a derogation from this rule has been sought for these works.

22. **Property:** No implications other than the requirements of cross-compliance outlined in 'Legal' above.

Conclusions

23. Under a European Union (EU) review of the Common Agricultural Policy (CAP) changes have been made to the agri-environment grant schemes. Direct payments to agricultural land managers, which were made under the Single Payment Scheme (SPS), are to be made in future under a new scheme entitled the Basic Payment Scheme (BPS). The BPS is similar in many respects to the SPS it replaces and the payment rate, although likely to be reduced by around 10%, is still based on a per hectare rate and linked to rules of cross-compliance. These rules remain largely the same as under SPS and are there to ensure good husbandry of land and that standards of animal welfare, environmental protection and public health are met.
24. Following 10 years of SPS claims, it is recommended that an application is made this year for the BPS grant for eligible land within Burnham Beeches & Stoke Common, City Commons and Epping Forest and its Buffer Lands.
25. Furthermore, it is recommended that the Superintendents of these Open Spaces divisions be delegated powers of authorisation from the Director to submit the claim applications.

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Background Papers

Epping Forest Work Programme for 2005-06. Report to Epping Forest & Commons Committee of 7th March 2005

SEF 27/15 Buffer Lands: Annual Agricultural Holdings Review. Report to Epping Forest & Commons Committee for this 11th May 2015 meeting (see attached)

Dr Jeremy Dagley MCIEEM

Head of Conservation, Epping Forest

T: 020 8532 5313

E: Jeremy.dagley@cityoflondon.gov.uk

Dr Sally Gadsdon

Environmental Stewardship Officer, Epping Forest

T: 020 8532 5329

E: sally.gadsdon@cityoflondon.gov.uk

Committee(s)	Dated:
Epping Forest and Commons Hampstead Heath, Highgate Wood and Queen's Park Open Spaces	11 May 2015 18 May 2015 10 June 2015
Subject: Wayleaves Review SEF 26/15	Public
Report of: Superintendent of Epping Forest Superintendent of Burnham Beeches, Stoke and City Commons Superintendent of Hampstead Heath	For Decision

Summary

A wide range of residential properties, farms, community facilities and businesses rely on access across City of London land, either from the public highway or City land itself, to land in their ownership or occupation. This access may be for pedestrian or vehicular purposes and / or for the passage of utility services. Access requirements for new or existing 'enclosures' created by the City of London's acquisition of land are largely managed by Wayleave agreements.

The current expected annual income from Open Spaces Motorgate and Handgate Wayleaves is approximately £18,000 per annum which is credited to the local risk budgets of the respective Superintendents.

The arrangements for issuing Wayleaves across the Open Spaces, including the fees, have not been reviewed since 2005. Wayleave charges are standardised across the Open Spaces Department and since 2005 have stood at; Motorgate £50 per annum, Handgate £5 per annum, Services £10 per annum, with an administration fee of £50 and £25 respectively being charged to establish each new Wayleave.

This report seeks approval to put in place a more structured and uniform approach to charges and to the management of our Wayleave agreements.

Recommendation(s)

Members are asked to:

- Approve Option 2 of this report which links the charging of Motorgates to existing Council Tax bandings, and increases Handgates from £5 per annum to £10 per annum.
- Delegate authority to the Superintendent of Epping Forest in conjunction with the City Surveyor to obtain professional valuation advice on a number of

commercial access Wayleave agreements for further determination by your Committee.

Main Report

Background

1. A wide range of residential properties, farms, community facilities and businesses rely on access across City of London land, either from the public highway or City land itself, to land in their ownership or occupation. This access may be for pedestrian or vehicular purposes and / or for the passage of utility services. Access requirements for new or existing 'enclosures' created by the City of London's acquisition of land are largely managed by Wayleave agreements.
2. Wayleave agreements have been favoured by the City to ensure that those parties seeking access do not acquire prescriptive rights which would be contrary to the legislation applying to each of the Open Spaces which generally provides that the City shall not sell, demise or otherwise alienate any part of the lands in question, except as provided for.
3. The arrangements for issuing Wayleaves across the Open Spaces, including the fees, have not been reviewed since 2005. Wayleave charges are standardised across the Open Spaces Department and since 2005 have stood at; Motorgate £50 per annum, Handgate £5 per annum, Services £10 per annum, with an administration fee of £50 being charged to establish each new Motorgate Wayleave and £25 for each Handgate or Service Wayleave.
4. The majority of Handgates at Epping Forest are 4-yearly agreements; any increase in Handgate fees will therefore take 3 years from the next renewal date of 1st October 2015 for the full increase in income to be realised.
5. At Burnham Beeches the Handgates continue until the ownership of the property changes.

Current Position

6. The expected annual income from Open Spaces Motorgate and Handgate Wayleaves is approximately £18,000 per annum:

	Motorgates	Handgates	Total income
Epping Forest	£11,760	£2,765	£14,525
City Commons	£850	£2,095	£2,945
Hampstead Heath	N/A	£330	£330
			£17,800

7. In addition to the above, there are various Wayleaves granted for 'non-standard' access, for example serving multiple properties or business activity. These may require individual valuation for which the Superintendent may need assistance from external consultants to help assess the most appropriate tariff.

8. There are also approximately 1,500 Service Wayleaves with an estimated annual income of £12,500. The annual fees for these agreements vary enormously, particularly those granted for utilities where many can be as little as £0.05p. A separate review of these agreements at a later date will be required, ahead of implementing any changes to the fees.
9. Current charges, although standardised across our Open Spaces do not raise funds that are commensurate with the cost of managing and administration of the land and the services provided. This report proposes adoption of a fairer and more structured approach to charges.

Options - Charging Model Proposals

10. The open spaces Senior Management Team was asked to consider two charging models:

Option 1 (Not Recommended).

- A universal 100 percent increase across the Open Spaces Motorgates and Handgates Wayleaves. This would result in a projected increased in the annual income from £17,800 to £35,600.

	Motorgates	Handgates	Total income
Epping Forest	£23,520	£5,530	£29,050
City Commons	£1,700	£4,190	£5,890
Hampstead Heath	N/A	£660	£660
			£35,600

- This charging model was used in 2005 when the Wayleaves were previously reviewed and is therefore a tried and tested approach. The process is simple, quick and achievable within the given timescale to meet the next annual renewal date of 1 October 2015.
- However, the charging model is controversial and may be considered inequitable by some as all properties of different size and value will pay the same charge.
- The increased projected income of £17,800 is not considered to be sufficient to meet the increased income from Wayleaves being proposed in the Service Based Review, with £25,000 additional income being included for 2015 / 2016.

Option 2 (Recommended)

- This model links the charging of Motorgates to the existing council tax bandings, A-H.
- Officer research has found that there is a standard percentage escalation between council tax bands nationally.
- The table below identifies the number of Motorgates within each banding; the difference between the Motorgate bandings reflecting the percentage increase between local authority council tax bandings.

- The Motorgate fee charged for properties in council tax banding 'A' setting the benchmark of fees from £70 per annum, which represents the current value of £50 when linked to the retail price index over the last 10 years.

Council Tax Banding	Quantity of Motorgates	Revised Fee	Increase between bandings	Projected Total Income
A	7	£70.00		£490.00
B	0	£81.00	16.67%	£0.00
C	9	£93.00	14.29%	£837.00
D	22	£105.00	12.50%	£2,310.00
E	82	£128.00	22.22%	£10,496.00
F	53	£151.00	18.18%	£8,003.00
G	51	£175.00	15.38%	£8,925.00
H	29	£210.00	20.00%	£6,090.00
				£37,151.00

- The Handgate Wayleaves to increase from £5 per annum to £10 per annum resulting in an increased income for Handgates from £5,190 pa to £10,380 pa
- The total increase in income for Motorgates and Handgates will be approximately £30,000 pa.
- This proposal represents a progressive approach on a well-established and well-accepted model for property sizes, which may again be seen as inequable by some.
- However, the higher valued properties in council tax bands E – H will see their Motorgate Wayleave charge being increased from the current fee of £50 to between 157% and 320% more.

Issues

11. The charging model proposals do not come without risk:

- The principle of moving from a uniform to a progressive charge based on property value will involve a debate on the relative fairness of such a charge.
- The proposed increases could be damaging to service continuity, public goodwill and could impact on the City's income and reputation.
- Increased pressure on administration resources to deal with enquiries and complaints.
- There would be greater potential (and inherent costs) for enforcement action being required in respect of persistent non-payers (See Wayleave Enforcement Policy).

Wayleave Enforcement Policy

12. To address the persistent non-payment of Wayleave fees by some property owners, your Committee approved at your meeting of 8 July 2013, a trial Wayleave Motorgate enforcement policy at Epping Forest.

13. Enforcement would be undertaken by warning letters, potentially followed by, as a last resort, the withdrawal of Wayleave agreements and the obstruction of wayleaves with concrete barriers until both outstanding debts and the cost of enforcement are fully settled. A charge of £350 would be made to cover enforcement obstruction costs.
14. The revised percentage increases proposed above, in particular in the higher valued properties in Charging Model 2 in council tax bands E – H, have the potential to generate a greater number of non-payers of Wayleave fees, resulting in exposing to staff to potential risks of abuse and violence which would be fully Risk Assessed and managed through a Safe System of Work (SSoW). Professional bailiffs may be employed to support staff in the management of enforcement action; the costs of which should be recoverable through the enforcement process.

Implications

15. **Corporate & Strategic Implications:** The proposed action in Option 2 supports the Open Spaces Department Business Plan by protecting Open Spaces for the enjoyment of future generations, improves our use of resources through increased income generation and further meets the City Together vision of a World Class City by protecting, promoting and enhancing our environment.
16. **Financial:** £25,000 pa additional income from Wayleaves for 2015 / 2016 was proposed in the City's Service Based Review.
17. **Legal:** The City's wayleaves are by their nature, licences. They are granted on the express basis that the permission is personal to the licensee and that such permission continues during the pleasure of the City until determined by the City at any time by notice in writing. Licensees are asked to pay an annual licence fee.
18. The general position is that open space is inalienable and cannot be disposed of (s.8 of the Corporation of London (Open Spaces) Act 1878, section 7(2) of the Epping Forest Act 1878, section 13 of the Hampstead Heath Act 1871 and article 5 (2) of the London Government Reorganisation (Hampstead Heath) Order 1989). The granting of a licence does not bind the open space. Wayleaves granting permissions for access across the open space should continue to be nothing more than licences and should not grant more permanent rights that would bind the open space.
19. **Property:** Although there may well be an argument that the value of cross-overs should be the same no matter where they are situated, established valuation principles recognise that the value of land used to provide access to third party property is related to the value of the property that the access serves.
20. Therefore it does not seem unfair or unreasonable to make use of the Council Tax Banding system as the basis to calculate various access cross-over tariffs for the least to the most expensive dwellings, bearing in mind that the charges

should remain affordable at the lower end of the tariff and any increase such that it does not meet wholesale opposition.

21. **Public Relations:** the planned increase in Wayleave fees will not be well received by the Motorgate Wayleave holders and any enforcement action taken could result in negative publicity for the City of London. Answers to an anticipated list of Frequently Asked Questions will be posted on the City's website.

Conclusion

22. Wayleave fees have not been reviewed for 10 years. There is a need to strike a balance between maintaining rights to the land and achieving an income that is commensurate with the cost of managing and administration of the land and the services provided. The recommended Charging Model proposes adoption of a more structured and fair approach to charges, whilst significantly raising the annual income for the Open Spaces department.

Appendices

- None

Background Papers

OS/02/05/OS – Wayleaves for Handgates and Motorgates – review of current arrangements

SEF 28/13 - Epping Forest Pilot Wayleave Enforcement Policy

Sue Rigley

Land Agency & Planning Officer

T: 020 8532 5305

E: sue.rigley@cityoflondon.gov.uk

Committee(s)	Dated:
Epping Forest and Commons	11 May 2015
Subject: Warlies Park – Upshire Millennium Field SEF 17/15	Public
Report of: Superintendent of Epping Forest	For Decision

Summary

A field at Upshire on the Warlies Park Estate, part of City of London’s Buffer Land, has been utilised for community benefit for many years, firstly as St Thomas’ Cricket Club and since 2002 as the Upshire Millennium Field (UMF).

This report seeks approval to a request from the UMF Trustees to grant a further lease to the Upshire Millennium Trust in respect of the Millennium Field for a period of three years. The Trustees have sought a continuing commitment to the peppercorn rent enjoyed since the Greater London Council’s ownership of the site.

Recommendation(s)

Members are asked to:

- Approve the grant of a lease to the Upshire Millennium Trust in respect of the Warlies Park Millennium Field for a period of three years from the 12th May 2015 at a peppercorn rent and to exclude the protection provision of S.24-28 Landlord & Tenant Act 1954 and that the Comptroller and City Solicitor be instructed to complete the necessary documentation with each side to bear its costs.

Main Report

Background

1. The Upshire Millennium Trust (Trust) has been using the Upshire Millennium Field, being part of the City’s Buffer lands, for informal recreation and local events since 2002. Prior to this, the field was leased to the St Thomas’ Cricket Club and was run and maintained by the Club.
2. The Upshire Millennium Trust was set up to care for and administer the site. In 2002, when a lease was first granted to the Trust, grants had been obtained from the local town council and funds had been raised by the local community to help towards clearance and maintenance of the site.
3. The field is primarily used as an informal recreation ground for community benefit. Past activities have included a Country fair in 2010.

4. Due to finances, the Trust has been unable to put on any major public activity in the past three years, although the Trust is slowly building up funds with smaller activities and are hopeful that a larger community event may take place in the future.
5. The Trust holds a lease of the Millennium Field for a period of 3 years from the 12th May 2012 at a peppercorn rent and which excludes the protection provisions of S.24-28 Landlord & Tenant Act 1954, thereby removing the statutory right for the Trust to seek a new tenancy when their lease ends.

Current Position

6. The current lease to the Trust expires on the 12th May 2015. It is seeking a new lease on similar terms and conditions which include provision to pay a fair proportion of the City's costs in maintaining public access and an obligation to manage the field according to good husbandry.
7. The Trust are committed to keeping the Millennium Field in good order for the public to enjoy and have maintained fences, hedges and seats over the last three years.
8. The Upshire Millennium Trust wishes to take a further three year lease which the Superintendent supports. The Trust continues to be a satisfactory tenant supporting and encouraging local use in addition to holding small local events. Its activities and use compliment the purposes of the Forest and its Buffer Lands.

Proposals

9. It is proposed that a lease for a period of three years is granted to the Upshire Millennium Trust from the 12th May 2015 at a peppercorn rent and to exclude the provisions of Section 24-28, Landlord & Tenant Act 1954, and otherwise upon similar terms to the existing lease.

Corporate & Strategic Implications

10. **Together Strategy:** The granting of a lease to the Upshire Millennium Trust is in line with the vision of the City of London as 'The heart of a World Class City that: 'supports our communities', specifically by encouraging and supporting services and initiatives which benefit communities within the City and City fringes, contributing to local prosperity.

Implications

11. **Financial:** The Trustees have sought a continuing commitment to the peppercorn rent enjoyed since the Greater London Council's ownership of the site. Although only a peppercorn rent, this arrangement represents savings to the Epping Forest division in terms of reduced grassland maintenance costs. There are no other financial implications arising from this proposal.

12. **Legal:** the City has the power to deal with the proposed letting under the provisions of Section 27 of the Green Belt (London and Home Counties) Act 1938.

13. **Property:** The letting proposal ensures that the City retains proper control over the use of the land.

Conclusion

14. The grant of a further tenancy to the Upshire Millennium Trust will give the opportunity for volunteers in the local community to provide a community managed facility extending public access and enjoyment of a section of Buffer land at little cost to the City of London.

Appendices

- Appendix 1 – Plan of Upshire Millennium Field

Background Papers

SEF 29/07 Warlies Park: Upshire Millennium Field

SEF 20/09 Warlies Park: Upshire Millennium Field

SEF 16/12 Warlies Park: Upshire Millennium Field

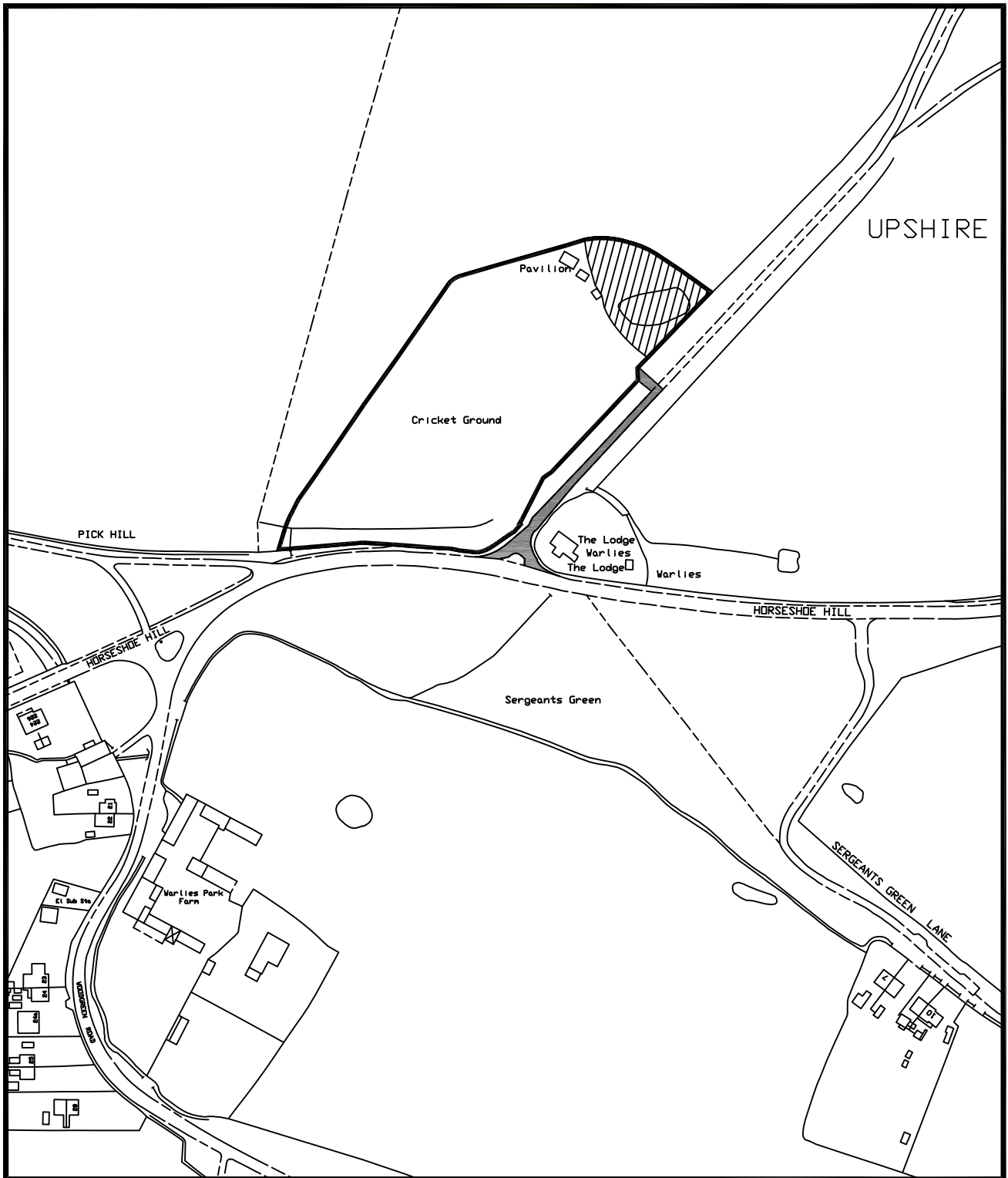
Sue Rigley

Land Agency & Planning Officer

T: 020 8532 5305

E: sue.rigley@cityoflondon.gov.uk

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SCALE 1 : 2500

Address :
 Upshire Millennium Field,
 Former St. Thomas's Cricket Ground,
 Horseshoe Hill,
 Upshire, EN9

Title :
 Committee Plan

Drawing No :
 5-C-27262 -02

Pro code UPRN



P.G.Bennett, MA (Cantab) FRICS
 City Surveyor

CITY SURVEYOR'S DEPARTMENT
 Corporate Property Group :
 Cartographic Plans & Research Section

Print Scale :
 1 : 1 @ A4

Date :
 May 2012

Drawn by :
 K.T.

Notes :

Rev:									
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Committee(s)	Dated:
Epping Forest and Commons	11 May 2015
Subject: Planning Casework SEF 18/15	Public
Report of: Superintendent of Epping Forest	For Information

Summary

The land surrounding Epping Forest continues to be subject to intense development pressure. With its crescent form and sinuous 203.5 kilometre boundary, the Forest is particularly susceptible to impacts from poorly conceived development. The successful protection of the Forest relies heavily on the Town and Country Planning System, and particularly the Metropolitan Green Belt designation. The Conservators remain staunch supporters of this widely adopted planning protection.

This report provides information on planning applications and pre-planning consultations made on behalf of your Committee, which seek to protect the context, character and setting of Epping Forest from further environmental damage.

Some 132 planning applications have been considered on your Committee's behalf, a 45% increase on last year. Objections were made to 39 applications. From these applications 44% have been refused or withdrawn, 36% have been granted permission, seven applications were for pre-application advice, and one application had Forest verge crossover implications. The 44% refused or withdrawn level compares favourably with national statistics for year ending 2014, which show a 12% refusal rate.

Recommendation(s)

Members are asked to:

- Receive the report

Main Report

Background

1. The Epping Forest Acts of 1878 and 1880 appointed the City of London Corporation to act as the Conservators of Epping Forest with specific duties to keep the Forest "*un-inclosed and unbuilt on*" reflecting the acute development pressures from a growing capital and to "*protect the natural aspect*" which was an early expression of protected landscape designation.

2. The Town and Country Planning Act 1947 introduced mandatory controls on most classes of development. The key protected landscape designations introduced in the subsequent National Parks and Access to the Countryside Act 1949 accorded specific protection to England's 10 National Parks and 35 Areas of Outstanding Natural Beauty within the planning system. The early Victorian Conservancies of Ashdown Forest; Epping Forest; Malvern Hills; and Wimbledon and Putney Commons established before this legislation do not directly enjoy similar protection.
3. Beyond ownership by the Conservators, Epping Forest has had to rely on Planning Policy developed by Local Planning Authorities (LPAs) for its further protection, particularly Metropolitan Green Belt designation. Epping Forest coincides with the jurisdictions of four LPAs – Epping Forest District Council; and the London Boroughs of Newham Redbridge and Waltham Forest and Essex County Council, which retains some strategic planning responsibilities.

Green Belt

4. Epping Forest District Council has the third highest proportion of Green Belt land of all local authority areas in England. Recent Government figures show over 90% of the area has Green Belt status protecting it from development. In its Planning our Future – Issues and Options Consultation Document 2012, the District Council states clearly that *“there will have to be some release of Green Belt land adjoining settlements to meet the needs for housing and employment growth in the period up to 2033.”*
5. Last year, officers were involved in six pre-planning consultations involving Green Belt land for housing that will impact on the Forest, meeting directly with the developers for three of the sites at Latton Priory, Stonards Hill and North Weald:
 - a. **Latton Priory** - South of Harlow, potential to deliver up to 2,500 homes over the next 20 years.
 - b. **North Weald Bassett** - A Masterplanning study for the village and the airfield.
 - c. **Stonards Hill, Epping** – approximately 150 new homes.
6. There has been no further communications from the developers on these three sites to date. However, Epping Town Council has applied to Essex County Council to register the space at Stonards Hill as a town green, evidencing its use for sports and recreation for more than 20 years. If the town council is successful in its application, the land will be protected from building work under the Commons Act 2006.
7. An update on the below three Green Belt applications from last year will be provided further in this report.
 - a. **Forest Lodge, Epping Road** – 19 homes.
 - b. **Pick Hill, Waltham Abbey** – Pickfield Nurseries, 90 homes + community facility

- c. **Lippitts Hill - The Elms Caravan Park** - 13 new residential mobile homes in place of existing use of holiday caravan & camping park.
8. 27 of the 39 applications this year were for development on the Green Belt. These ranged from tennis club lighting and extensions to demolition of sites to provide whole new residential developments. Further details are provided later in this report.
9. The Superintendent has also recently considered and objected to two proposed developments of land parcels that are subject to Covenants that were determined by an Arbitrator appointed under the Epping Forest Act. These Covenants were principally established to prevent the further development of land holdings that would affect the context and setting of Epping Forest. Restrictive Covenants are not a material consideration for planning matters and the Conservators cannot rely on Green Belt designation to protect its covenanted interests.
- Albany House, Epping New Road – this site lies within the Green Belt. The proposal was for the redevelopment of the stables and stores in association with an established stud farm together with the erection of a single family dwelling house. This application was granted by Epping Forest District Council.
 - Albion Hill, Loughton – this site is not within the Green Belt. The proposal was for the erection of three new detached dwellings and private access road within the garden of a property. This application was refused by Epping Forest District Council.
10. Part of both of the above proposals lies within land held under a covenanted agreement. At your Committee meeting on 12 January 2015 you supported the Superintendent's objections to both of these planning applications in line with the Conservators policy of 5 March 2012, where the Committee was to be required to determine whether to defend or settle such matters.
11. The Conservators continue to seek to influence Planning matters by making comments on public consultations for Local and Regional Plans and through scrutiny and comment on planning applications with regard to development
12. Such development may have a negative impact on the Forest with regard to the intensification of development, traffic generation, changes in local character and environmental impact.
13. The Conservators are not currently a statutory consultee within the planning process, and therefore LPAs are not obliged to consult the Conservators regarding applications for planning permission that may affect the Forest, its 203.5 kilometre boundary and its immediate environs. However, there are requirements for LPAs to serve notice of certain planning applications on any adjoining owners and occupiers in accordance with the Town and Country Planning (Development Management Procedure) (England) Order 2012 as amended. The weekly scrutiny by your officers of the four LPA planning lists provides the basis from which formal responses are made to the relevant LPAs.

Update on Outstanding 2014 Planning Decisions

14. The following applications were outstanding in my previous report to your Committee on 7 July 2014:
- a. EFDC – Woodside, Thornwood, North Weald – 1 gypsy pitch – **Appeal was withdrawn – See paragraph 18a below**
 - b. EFDC – Theydon Bois Tennis Club – 4 x floodlight columns - **Refused and subsequently granted on Appeal**
 - c. EFDC – 89 High Road, Loughton – 10 flats – **Refused**
 - d. EFDC - Picks Farm, Sewardstone Road – School + 308 dwellings – **Refused**
 - e. EFDC -Three Horseshoe Farm, Lippitts Hill – One dwelling – **Granted**
 - f. LBWF – 130 Bluehouse Road, E4 – Two-storey extension – **Granted**
 - g. LBWF – 2 and 4 Morgan Avenue, E17 – **Withdrawn.**

Current Position

15. Application Numbers: between 1 April 2014 and 31 March 2015 a total of 132 planning applications have been considered with the breakdown indicated

Local Authority	Applications considered	Returned Consultation
Epping Forest District Council	110	34
London Borough of Redbridge	12	2
London Borough of Waltham Forest	10	3
London Borough of Newham	0	0

16. Of the 39 applications upon which the City has commented, 14 were granted (36%) (Including one on appeal), 10 refused (26 %) and 7 (18 %) were withdrawn. A further seven applications were requests for pre-application advice. Although no comments were submitted on the one remaining application, the applicant was informed that if permission is granted for the development, access will be over Forest land.
17. The latest General Development Control Return statistics up to December 2014 shows that across England, 472,000 planning applications were submitted with 88% of applications granted. Epping Forest District Council received 1904 planning applications with 79% being granted. This is one of the lowest approval rates in England.
18. A list of all applications which were subject to a response is included at Appendix 1. The 14 applications considered to have a tangible detrimental impact on the Forest and its Buffer Lands are summarised below;
- a. **Woodside, Thornwood** - change of use of land for the stationing of caravans for residential purposes for 1 no. gypsy pitch together with the formation of additional hard-standing, a stable building and a

utility/dayroom ancillary to that use – **This was a second application which was Refused – Awaiting Appeal decision (EFDC).**

- b. **Raveners Farm** – Conversion of agricultural buildings to 3 dwellings – **Granted (EFDC).**
- c. **Netherhouse Farm, Sewardstone Road** – 16 dwellings – **Granted (EFDC)**
- d. **Albany House, Epping New Road** – Replacement stables + single dwelling – **Granted (EFDC)**
- e. **Forest Lodge, Epping Road** – demolish existing Motel (former riding school) – 19 residential units – **Refused (EFDC)**
- f. **Sixteen String Jack PH, Theydon Bois** – demolish – 13 apartments – **Refused (EFDC)**
- g. **Broadbanks, Ivy Chimneys** – Outline application to demolish stables – 5 houses – **Refused (EFDC)**

Pre-application enquiries

- h. **Land adj. Millhouse Farm, Bell Common** – 4 detached or 10 semi-detached dwellings (EFDC)
- i. **Trevelyan House, Goldings Hill** – 10 dwellings – subsequent application submitted – **Refused (EFDC)**
- j. **Forest Lodge, (nr. Wakes Arms) Epping Road** – see above 18e (EFDC)
- k. **Pickfield Nurseries, Pick Hill, Upshire** – 90 residential (EFDC)
- l. **The Elms Caravan Site, Lippitts Hill** – 16 new mobile homes – subsequent application - **Granted (EFDC)**
- m. **Knollys Nursery, Pick Hill** – 79 residential dwellings + day nursery (EFDC)

2014/2015 Consultations

- 19. Epping Forest District Council – The council has started the preparation of a new Local Plan which will replace the existing 1998 Local Plan and 2006 Alterations documents. A draft Plan (preferred options) preparation and sustainability appraisal was due for public consultation from May 2015. A revised timetable has resulted in the consultation being available December 2015.
- 20. London Borough of Waltham Forest – Green Belt and Metropolitan Open Land (MOL) Review. The review will determine whether the Borough's existing Green Belt and MOL meet the purposes as set out in the national Planning Policy Framework and will identify any anomalies in the boundaries of the designations.

Officers are involved in the consultation as a large number of the Green Belt boundaries adjoin the Forest. The review will go on to inform the Borough's Local Plan review.

21. London Borough of Redbridge – Preferred Options Extension – Alternative Development Strategies. Option 3 examined the increasing of residential densities in a 'western corridor' between Woodford Broadway / Woodford to South Woodford and Wanstead.

Future Issues

22. The Highways Agency is due to be replaced in April 2015 by Highways England, a government-owned company. The new body will have pared-down powers, with no ability to refuse a planning application and a limited consultation role. Experts warn of an increased burden on local authorities.

Corporate & Strategic Implications

23. **City Together** – The Epping Forests Division's responses to the development planning process match the City Together vision of a "World Class City" one theme of which seeks to protect, promote and enhance our environment with a specific objective of "conserving and enhancing biodiversity"
24. **Open Spaces Department Business Plan** – Specifically it meets the Open Spaces Department's Business Plan by;
- Promoting knowledge and appreciation of the environment and protecting the Open Spaces for future generations.
 - Extending partnership-working and developing closer links with the local authorities.
25. **Epping Forest Management Plan** – Epping Forest seeks greater protection from encircling development which would isolate it from surrounding countryside and increase the penetration of noise and pollution into its open spaces. This report exemplifies the need to remain vigilant and active in responding to development planning and change in order to protect the "natural aspect" of the Forest. This work seeks to encourage the Forest's LPAs to share the long-term vision set out in the Epping Forest Management Plan.

Implications

26. **Financial:** there are no direct financial implications from commenting on planning applications and strategy documents, apart from officer time allocations met by local risk expenditure. However, in the event of appeals which go to a planning inquiry there will be financial implications if the Conservators wish to take part and decide to instruct Counsel / appoint consultants. No external planning consultancy advice was commissioned on third party development during the report period
27. **Legal:** responses to planning consultations have been made on behalf of the City, as Conservators of Epping Forest with the aim of protecting the Forest environment and to preserve its amenity and character for public enjoyment,

according to the Epping Forest Acts 1878 and 1880, and where your Committee works in partnership with others including national government agencies.

28. **Property:** Review and comment upon local planning applications, and objecting to them where necessary is an important part of the proper management of the Forest, to protect its amenity and character.

Conclusion

29. Land surrounding Epping Forest continues to be subject to intense development pressure. In order to protect the context and setting of Epping Forest and its overall environmental condition, the Conservators continue to object to planning applications which are considered to pose significant threats to the Forest environment, and to lobby LPAs for the full representation of Forest interests as they revise their Local Plans

Appendices

30. Appendix 1- List of Planning Application responses by site name

Background Papers

SEF 11/14 Epping Forest Planning Casework – 2013/14

Sue Rigley

Land Agency & Planning Officer, Epping Forest

T: 020 8532 5305

E: Sue.rigley@cityoflondon.gov.uk

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Appendix A1

Planning Application Number	Address	Proposal	Decision
Epping Forest District Council			
EPF/2659/13	Oak Hill Farm, Coppice Row	Replacement perimeter fence	Refused
APP\J1535	Woodside, Thornwood, North Weald	Change of use of land for the stationing of caravans for residential purposes for 1 no. gypsy pitch	Appeal was withdrawn
EPF/1993/13	Woodside, Thornwood, North Weald	Change of use of land for the stationing of caravans for residential purposes for 1 no. gypsy pitch	Refused – subsequent appeal outstanding.
EPF/2610/13	Theydon Bois Lawn Tennis Club	Installation of lights to Court 3 – total of 4 columns and 4 lamps	Refused – Granted on appeal
EPF/2611/13	Theydon Bois Lawn Tennis Club	Installation of lights to Courts 3 and 4 – total of 8 columns and 8 lamps	Withdrawn
EPF/2442/14	89 High Road, Loughton	Demolish existing house and replace with ten flats.	Refused
EPF/2615/14	Yew Tree Cottage, High Road, Epping	Change of use from a residential annexe to a separate dwelling	Refused
EPF/0894/14	Woodberrie, Woodbury Hall, Loughton	Two-storey extension	Withdrawn
EPF/0910/14	The White House, Epping Upland	Two detached dwellings with garages within the curtilage of existing dwelling	Granted
EPF/1983/14	West Essex Golf Club	Remodel existing practice area / alteration and extension of driving range	Granted
EPF/2552/14	Warren Lodge, High Road, Epping	Replacement of demolished fire damaged dwelling	Granted
EPF/2608/14	Trevelyan House, Arewater Green, Loughton	Demolish 3 properties – replaced with 10 dwellings, access road and parking	Refused
EPF/0275/14	Three Horseshoes	Refurbish existing barn	Granted

	Farm, Lippitts Hill	to create one dwelling house with garage	
EPF/2040/15	Sixteen String Jack PH, Coppice Row, Theydon Bois	Demolish PH and erect thirteen residential apartments	Refused
EPF/0996/14	Raveners Farm, Crown Hill, Upshire	Change of use, demolish, convert and extend to form three dwellings.	Granted
EPF/2250/14	Knoll House, Bury Road, E4	Erection of detached house	Granted
EPF/1156/14	Forest Lodge Motel, High Road, Epping	Demolish and erect nineteen dwellings	Refused
EPF/0985/14	The Elms Caravan Park, Lippitts Hill	Change of use of 30 pitch static and touring holiday camping park to an extension of adjoining mobile home park and provision of sixteen additional residential park homes	Granted
EPF/2056/14	Broadbanks, Ivy Chimneys	Demolish stables – erect five detached dwellings with garages	Refused
EPF/1433/14	The Briars, Epping Road, North Weald	Convert existing dwelling to two semi-detached dwellings	Refused
EPF/2429/14	20 Albion Hill, Loughton	Three new detached dwellings	Refused
EPF/2484/14	Albany Stud, Epping New Road, Buckhurst Hill	Erection of one family dwelling and replacement of stables and stores in association with established stud farm	Granted
EPF/2369/14	Netherhouse Farm, Sewardstone Road	Twenty-one new residential dwellings	Withdrawn
EPF/2370/14	Netherhouse Farm, Sewardstone Road	Sixteen new residential dwellings	Granted
EPF/0977/14	Woodside, Bury Road, E4	New family dwelling	Withdrawn
EPF/2816/14	The Elms, Loughton Lane, Theydon Bois	Demolition of existing nursery building and bungalow. Construction of 2 no. 5 bedroom two storey dwellings with integrated garages.	Outstanding – Access required over Forest land
EPF/2804/14	Danbury, Lippitts Hill	Change of use and conversion of outbuildings to form	Granted

		three residential units	
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Redbridge			
1046/14	58 Monkams Lane, Woodford Green	Two-storey side extension	Granted
3034/14	56 Whitehall Lane, Buckhurst Hill	Detached rear building	Withdrawn

Waltham Forest			
2014/0268	2 & 4 Morgan Avenue, Walthamstow, E17	Two x three bedroom dwellings	Withdrawn
2014/1021	1 Lichfield Road, Woodford Green	Side extension to create one new dwelling	Granted
2013/1309	Royal Forest Hotel	Advertisement	Granted

Pre-application advice			
EF\2014\ENQ\01261	Willow Farm, Lippitts Hill	Additional stables, tack room, ménage and parking	
EF\2014\ENQ\01138	Land adj. Millhouse Farm, Bell Common	Four detached or ten semi-detached dwellings	
EF\2013\ENQ\01482	Pickfield Nurseries, Pick Hill, Upshire	90 new homes	
EF\2014\ENQ\00781	Knolly's Nursery, Pick Hill, Upshire	79 residential homes + children's day nursery	
Subsequent applications submitted following pre- application advice	Elms Caravan site, Forest Lodge, Trevelyan House		

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Committee(s):	Date(s):
Epping Forest and Commons	11052015
Subject: Epping Forest Football Charges 2015/16	Public
Report of: Superintendent of Epping Forest SEF 21/15	For Information

Summary

This report reviews the charges for the sport facilities that are provided at Epping Forest, and seeks approval for the proposed charges for the 2015/16 season.

The proposal following a review of charges is to hold the current published seasonal tariff charges at 2014/15 levels but reducing the season to a 30 week season from the current 32 week season which represents an effective 4% increase to the teams, while retaining a 1.6% increase for one off bookings. The prices are detailed below in Appendix One. The proposal received the support of the Wanstead Flats Playing Fields (WFPF) Committee on 26 March.

The City had held Sunday prices for the previous 5 years before increasing by 3.5% last season, while it has increased Saturday prices by 10% for the previous 3 seasons until a 3.5% increase last season. The 1:1.5 Saturday/Sunday price differential is now considered to be in balance.

Recommendations

- I recommend that the proposed charges for sports facilities in Epping Forest for 2015/16, be held at 2014/15 season rates while reducing the season duration from 32 to 30 weeks, securing an overall 4% increase, whilst retaining a 1.6% Consumer Price Index increase for individual date bookings.
- The Superintendent retains delegated powers to discount or waive charges for trial periods in order to develop both new pitch configurations and off-peak and out-of-season use, and to help target underrepresented groups identified in the Sports Development Plan.
- The Superintendent retains delegated powers to revise the current sport charges terms and conditions and retain the deposit arrangement for clubs 'block booking' pitches in advance that was introduced five years ago.

Main Report

Background

1. Since 1890 the Conservators have at the request of the London Playing Fields Society (now Foundation) provided sports facilities at Wanstead Flats. Current provision now extends to 45 pitches and 3 sports pavilions over a 'footprint' of 150 acres of Wanstead Flats.
2. Charges for the wide range of sporting facilities that are provided in the City's Open Spaces are traditionally reviewed annually. The current charges for 2014/15 were approved by the appropriate service Committees in July 2014.
3. Sports Facilities at Epping Forest include Football Pitches at Wanstead Flats. The charging regime for The Royal Epping Golf Club, Chingford Men's and Chingford Ladies golf clubs and public play 18 Hole Golf Course at Chingford will be the subject of a separate report to this Committee.
4. Charges for Season 2014/15 saw an increase in the Saturday charges and the Sunday charges that were raised by CPI (3.5%). This decision was taken to bring the current prices in line with the then rate of CPI.
5. The overall cost for football charges was also increased during the previous season by the removal of some of the higher block booking discounts which ranged from 5% to 15%.

Current Position

6. While the overall aim is to increase the income received from the sports facilities in the Open Spaces, it has been accepted that charges should aim to recover relevant costs as a minimum. For some activities, charges strive to maximise income but there is a controlled subsidy to promote the activity. Charges should also be related to the market price and local comparators, and the blend of options that has been adopted provides a flexible approach to charging that can be applied to each activity as appropriate.
7. Where concessionary charges apply, it had been agreed that they should generally be set at 50% of the full price for the facility and apply to young people under 17, students in full time education, older people aged 60 or over, disabled people, unemployed people and schools/youth organisations, on production of the appropriate identification.
8. The Superintendent has previously received delegated authority to carry out trials for limited periods in order to encourage off-peak use, to see whether demand increases as a result of different charging arrangements and to closely monitor such trials, so that they can be halted if a beneficial outcome is not achieved. They have also been allowed to consider not charging for facilities at certain times, if the cost of supervising the facility is much higher than the income received.
9. The Football Association published a 3 year Pitch Strategy last season, which recognises the importance of publically managed football provision which accounts for 80% of all grassroots football matches.

10. Since its foundation in 1959, the Wanstead Playing Fields Committee which consists of representatives of the major leagues and the southern Verderers, has been consulted on the management of football at Wanstead Flats. The Committee stated its support for these pricing revisions at its meeting of 16 March 2015.
11. 2015 sees Wanstead Flats celebrate its 125th Anniversary which it shares with the London Playing Fields Foundation (LPFF) who were the original operators of the sports pitches at WFPF until 1919. Your Committee agreed in 1890 to allow LPFF to begin an experiment to create new playing pitches which were originally occupied rent free.

Charging proposals for 2015/16

12. The proposal to reduce the length of the season is made for three reasons one to bring us into line with our major competitors, and two to respond to the biggest single reason for adverse comment from our current customers. The shorter season will also bring some small financial savings.
13. The overall charging policy has been taken into account when formulating the proposed sports charges for 2015/16, which are attached as Appendix A to this report.
14. Appendix 1 is a price comparison from local competitors and these prices have also been taken into consideration. The Superintendent will continue to monitor closely the usage of their sports facilities and the income received.
15. The Superintendents continue to consult with local users and neighbouring boroughs about their local sports strategies to ensure that the objectives for sports provision in our Open Spaces are in line with local needs. The feasibility of extending concessionary charges to include specific local groups, and to offer other discounts, possibly in association with the local Boroughs, will continue to be considered in the future.

Corporate & Strategic Implications

16. The provision of a wide range of sports facilities in the City's Open Spaces supports the following themes in the Community Strategy – A World Class City, A Healthy City, A Vibrant and Culturally Rich City, and An Inclusive and Outward Looking City.
17. The annual review of charges is also in line with the objectives in the departmental Business Plan.

Implications

18. **Legal** – Football play and facilities at Wanstead Flats are provided by virtue of Section 33(1)(xiii) of the Epping Forest Act 1878, which provides the Conservators with the power to “set apart in each or any of the Forest parishes, such parts as they think fit, for the use of the inhabitants to play at cricket and other sports, and to lay out, form and maintain, cricket grounds and grounds for other sports, and, for the better use and enjoyment of the parts so set apart, to

enter into agreements with, and confer special privileges on, particular clubs or schools”.

19. Section 76(1)(b) of the Public Health Acts Amendment Act 1907, as applied to Epping Forest, also allows the Conservators to set apart areas for the purpose of cricket, football, or any other game or recreation. Under section 56(5) of the Public Health Act 1925 the Conservators may charge reasonable sums for the use thereof.
20. **Financial** - The City’s Financial Regulations require all departments to recover full costs when setting charges to persons or external organisations, or submit reason to the appropriate service Committee when that objective is not met. It is, therefore, at the discretion of individual spending Committees to determine the actual level of fees and charges relative to the services that they provide, after taking into account local considerations and priorities.
21. The provision of football at Wanstead Flats cost £199,000 in 2014/15, compared to £202,000 in 2013/14. The level of income for 2014/15 is expected to be £69,000, representing an operational subsidy of £130,000 compared to an operational subsidy of £135,000 in 2013/4. The levels of arrears for the current year have been reduced from £3,500 in 2013/14 to £250.
22. The City’s budget management policy for 2015/16 assumes income will be at least the same as 2014/15. Previously some sports clubs have reported that they are either in financial hardship or have closed down due to economic reasons, however, the reduced season length will ensure that Wanstead Flats remains competitive with its local competitors.
23. Any change to VAT has very little impact on income as over 85% of football played at Wanstead Flats is non-vatable.

Conclusion

24. The provision of football facilities at Wanstead Flats over the past 125 years has grown to provide facilities of pan-London importance which exceeds the total public pitch provision of most adjoining Local Authorities.
25. The careful pricing of football provision is necessary in order to secure the best possible levels of public park provision in football, while also maximising the use of Epping Forest’s sporting facilities. The continued level of subsidy required to match Local Authority financial support for pitch provision remains a major concern regarding the onward sustainability of the operation.

Appendices

- Appendix 1 – Pitch Hire Fee Allocation

James Thatcher

Football Co-ordinator

T: 020 8532 1010

E: james.thatcher@cityoflondon.gov.uk

Appendix 1 –

Wanstead Flats Playing Fields 2015/16 Pitch Hire Fee Comparison

Local Authority Provider	Games	Adult		Adult		Child		Child		Mini		Mini	
		Season Fee		Casual Fee		Season Fee		Casual Fee		Season Fee		Casual Fee	
		SAT	SUN	SAT	SUN	SAT	SUN	SAT	SUN	SAT	SUN	SAT	SUN
Wanstead Flats	15	£500	£770	£62.50	£75	£240	£300	£42	£45	£215	£225	£36	£36
	<i>PPG</i>	<i>£33.33</i>	<i>£51.33</i>	<i>x</i>	<i>x</i>	<i>£16</i>	<i>£20</i>	<i>x</i>	<i>x</i>	<i>£13.45</i>	<i>£15</i>	<i>x</i>	<i>x</i>
LPGF (Fairlop and Redbridge)	14	£1174	£1209	£126	£130	£482	£482	£43	£43	£336	£336	£30	£30
	<i>PPG</i>	<i>£83.85</i>	<i>£86.35</i>			<i>£34.50</i>	<i>£34.50</i>			<i>£24</i>	<i>£24</i>		
GLL (LB Hackney)	10	£692	£692	£84	£84	£400	£400	£55	£55	£300	£300	£41	£41
	<i>PPG</i>	<i>£69.20</i>	<i>£69.20</i>	<i>x</i>	<i>x</i>	<i>£40</i>	<i>£40</i>	<i>x</i>	<i>x</i>	<i>£30</i>	<i>£30</i>	<i>x</i>	<i>x</i>
LB Newham	13	£530 £635	£530 £635	£74 £86	£74 £86	£265 £320	£265 £320	£37 £44	£37 £44	x	x	x	x
<i>Resident</i>	<i>PPG</i>	<i>£41</i>	<i>£41</i>	<i>x</i>	<i>x</i>	<i>£20</i>	<i>£20</i>	<i>x</i>	<i>x</i>	<i>x</i>	<i>x</i>	<i>x</i>	<i>x</i>
<i>Non-Res</i>		<i>£49</i>	<i>£49</i>			<i>£25</i>	<i>£25</i>						
LB Waltham Forest	13 (10 mini)	£775 £612	£910 £791	£83	£100	£387 £306	£455 £395	£42	£50	£168	£168	£23	£23
<i>Grade A</i>	<i>PPG</i>	<i>£60</i>	<i>£70</i>	<i>x</i>	<i>x</i>	<i>£30</i>	<i>£35</i>	<i>x</i>	<i>x</i>	<i>£16.80</i>	<i>£16.80</i>	<i>x</i>	<i>x</i>
<i>Grade B</i>		<i>£47</i>	<i>£61</i>			<i>£23.50</i>	<i>£30.50</i>						
LB Redbridge	13	£745	£867	£87	£99	£304	£433	£45	£50	£275	£375	£32	£32
	<i>PPG</i>	<i>£46</i>	<i>£65</i>	<i>x</i>	<i>x</i>	<i>£23</i>	<i>£32</i>	<i>x</i>	<i>x</i>	<i>£20</i>	<i>£27</i>	<i>x</i>	<i>x</i>
West Ham Park	16	£420	£600	£73	£73	X	x	£73	£73	x	x	£45	£45
	<i>PPG</i>	<i>£26.25</i>	<i>£37.50</i>	<i>x</i>	<i>x</i>	<i>X</i>	<i>x</i>	<i>x</i>	<i>x</i>	<i>x</i>	<i>x</i>	<i>x</i>	<i>x</i>

Key

Highest Price

Lowest Price

Committee(s)	Dated:
Epping Forest and Commons	11/05/2015
Subject: Annual report of licences issued 1 April 2014 to 31 March 2015	Public
Report of: Superintendent of Epping Forest SEF 20/15	For Information

Summary

This report updates your Committee on the number and variety of licences issued under delegated powers for the temporary use of Forest land in the year 1 April 2014 to 31 March 2015.

There have been 210 licences issued for various events, activities and temporary use of Forest Land which together have raised a total of £84,070.66.

The most commonly requested licences were for Filming (51) 24%; Community Events (27) 13% and Photography (24) 11.5%.

457 horse riding licences, which includes annual, weekly and replacement licences, were also issued raising a total of £13,377.07.

The total income of £97,447.73 represents a 17% increase on income from 2013/2014.

Recommendation(s)

Members are asked to:

- Receive the report

Main Report

Background

1. This report is brought to your Committee to provide an oversight of the current licencing policy. Requests are received for various services requiring the temporary use of Forest Land. These requests are for a wide variety of events and activities that individuals and companies and property owners wish to carry out on the Forest.
2. The Conservators normally levy a charge on events or activities. When a request is received the details of the event or activity are scrutinised, or in the case of access, a skip or storage, an inspection is carried out by a Forest Keeper in order to ascertain whether a licence should be granted for use of Forest Land in respect of that request.
3. The impact that any event or activity may have on the Forest, or those who use the Forest is always the major consideration in the decision making process. Consideration is always taken as to the Conservators' duties under the Epping Forest Acts 1878 and 1880 and whether any damage to Forest Land may occur. Where there are very real concerns around damage either a refundable deposit

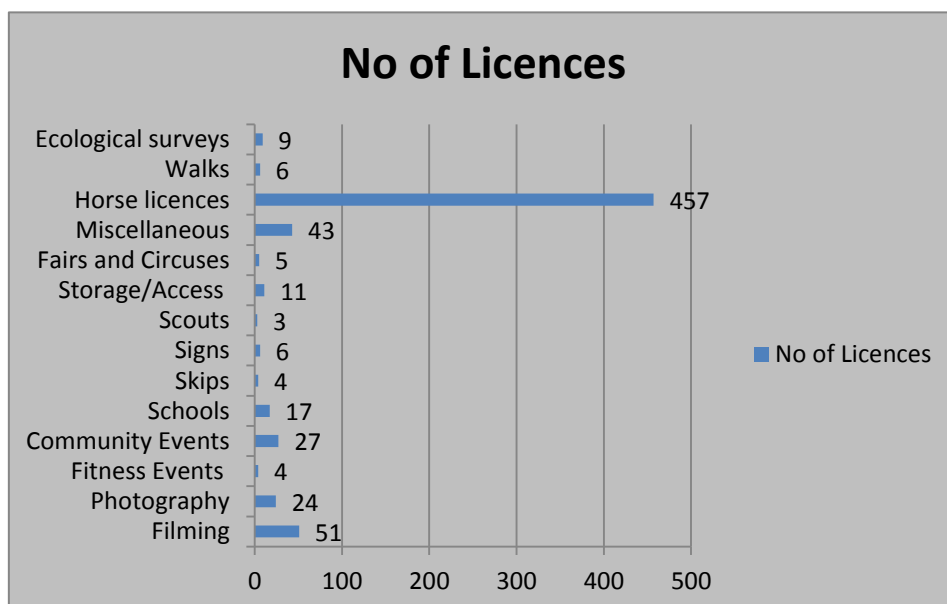
or bond is taken to cover any repairs for damage of Forest Land, or in some cases the licence request is refused.

4. Licence requests are refused for a variety of reasons: some requests are for events that are far too big for the Forest to facilitate such as festivals with expected attendances of several hundred thousand.
5. Requests for event parking on Forest Land that, in the past, have been approved are now being refused given the potential conflict with local planning regulations.
6. Charges for events, activities or other services requiring the temporary use of Forest land are set by your Committee via the approval of an annual report presented at your January meeting. The charges for filming and photography are set by an annual report taken to the Open Spaces Committee.
7. Certain classes of licence currently do not carry a charge, for example charity events and social gatherings. Similarly no charge is made for ecological study licences where the data is made available to the Conservators.

Current Position

8. The types of events and activities requested include filming, photography, fairs, circuses, fitness events, community events, school events, skips, signs, scout events and various miscellaneous activities. There have been 210 licences issued for various events, activities and temporary use of Forest Land which together have raised a total of £84,070.66. The most commonly requested licenses were Filming (51) 24%; Community Events (27) 13% and Photography (24) 11.5%. A further 457 horse riding licences, which includes annual, weekly and replacement licences, were also issued raising a total of £13,377.07.
9. Other requests come from the many properties that border, or are enclosed by, the Forest. These properties often have no direct access to the rear of their curtilages or space to place skips; site scaffolding or temporarily store building materials during repair or development works. See Table 1 below

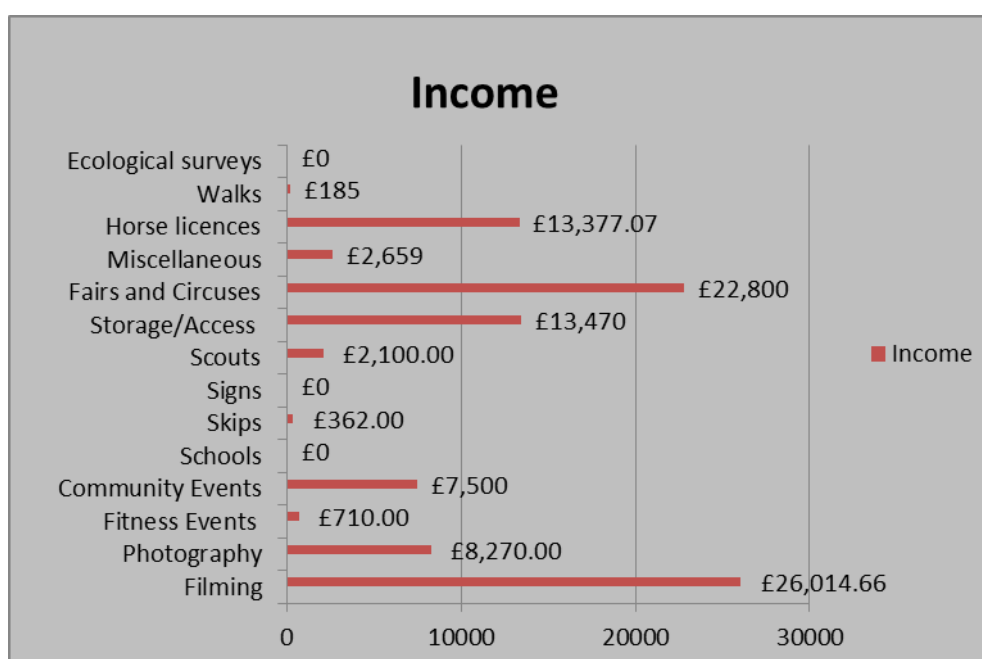
Table 1



Miscellaneous includes: Horse riding events, archaeological investigation, art installation and performance, orienteering, charity events, fungi forays, military cadet training, and golf events.

10. The licencing system serves two main purposes; to manage the impact of licenced events and activities on the Forest and on its visitors and to assist with the cost of maintaining the Forest.
11. Information as to where and when licenced activities are taking place can be communicated to other users via the Epping Forest web site, twitter feed and the many email groups that we maintain for this purpose. This enables them to plan around the activity and minimise the impact on their visit.
12. The licenced activities provide a regular, steady income which meets the cost of the administration of licences and contributes to the maintenance of the Forest. See Table 2 below

Table 2



Options

13. Your Committee's attention is drawn to the fact that the Conservators continue to licence events under the following circumstances:
 - i. Circuses on Forest Land which may contain performing wild animals. This is anticipated to change with the introduction of the Wild Animals and Circuses Bill which will gives operators until 1 December 2015 to remove any wild animals from their circus. The Bill is currently on track and supported by all parties.
 - ii. The well-established local fundraiser, the Theydon Bois Donkey Derby, is licenced in recognition of the fact the current event is centred around gambling which is contrary to the Epping Forest byelaws; Section 3(32) 'Disorderly Conduct' and Section 3(38) 'Racing on the Forest'.
 - iii. Concessionary charges of £55.00 are made to students for filming/photography licences on Epping Forest Land.

Corporate & Strategic Implications

14. The issuing of licences for the use of Forest land supports the City Together Strategy theme 'A World Class City which protects, promotes and enhances our environment.
15. This is linked to the associated Open Spaces Strategic Aim "Provide safe, secure and accessible Open Spaces and services for the benefit of London and the Nation".

Implications

16. **Finance:** The City's Financial Regulations require all departments to recover full costs when setting charges to persons or external organisations, or submit reason to the appropriate service Committee when that objective is not met. It is, therefore, at the discretion of individual spending Committees to determine the actual level of fees and charges relative to the services that provide, after taking into account local considerations and priorities.
17. The total income raised by licenced activity in Epping Forest in 2014/15 amounted to £97,447.73 representing a 17% increase on the income from 2013/14.
18. **Property:** Licensing various third party temporary activities that the City is willing to permit upon the Forest should ensure that the City retains full and proper control of the Forest, can prevent misuse, and has appropriate terms in place to protect the City and the public.
19. **Legal:** The licensing of activities on Forest Land is managed by the Superintendent under the scheme of delegation and reflects the general powers of the Conservators under section 33 – General Powers – and section 30 – Powers to make byelaws – of the Epping Forest Acts of 1878 and 1880. Licensing also prevents the inadvertent concession of various possessory rights which might otherwise be conveyed in certain circumstances.

Conclusion

20. The licensing of events and activities on Forest land is necessary to ensure that there is no major impact on the Forest and its users. Also that no possessory rights are conceded and that the use of Forest Land is properly regulated and recognised through a standard charge wherever possible.

Appendices

- None

Background Papers

Annual report of licences issued 1 April 2013 to 31 March 2014
7 July 2014
SEF 13/14

Keith French

Head Forest Keeper

T: 02085325310

E: keith.french@cityoflondon.gov.uk

Committee(s)	Dated:
Epping Forest and Commons Committee	11/05/2015
Subject: Wanstead Park: Landscape conservation and regeneration progress update SEF 22/15	Public
Report of: Superintendent of Epping Forest	For Information

Summary

The City of London is the primary landowner for the Wanstead Park Grade II* Registered Park and Garden. In 2009 Historic England placed it on the Heritage at Risk Register. The Environment Agency has also served notice in 2013 that the renewal of the 290 000 cubic metres annual abstraction licence, which supplies water to three of the Park's five lake cascade, beyond 2016 will in future be subject to works designed to reduce leakage.

This report outlines the work undertaken since 2009 to better understand the potential landscape conservation and regeneration potential of Wanstead Park. The report further sets in context a number of reports that will be forthcoming to the Epping Forest and Commons Committee upto January 2016.

Recommendation(s)

Members are asked to: Note the report.

Main Report

Background

1. This report outlines the work undertaken since 2009 at Wanstead Park to better understand its landscape conservation and regeneration needs. Aspects of this work have been considered by the EFCC over the years, including a site visit in 2014 to consider the preliminary results on Hydrological research in the park.
2. The purpose of the report is to outline the process we are following that aims to draw this diverse and extensive research work together into a Project Plan for Wanstead Park. Later in the year a number of reports will be presented to the EFCC and this current report is the background setting the forthcoming reports in context.

3. Wanstead Park was a grand house, gardens and estate dating from the 1500s which enjoyed the patronage of both Royalty and the aristocracy for over 300 years. Following a spectacular decline, the Park was added to Epping Forest by City of London acquisition in 1880 and managed as a municipal park until the 1940s.
4. To protect its heritage interest, the boundaries of the remaining estate, stretching across four landowners, including the City, was declared a Grade II Registered Park and Garden (RPG) by Historic England (then English Heritage) and the London Borough of Redbridge in 1987. Following additional research by the City Surveyor's Department the Park's listing was revised to Grade II* in 2001.
5. Most of the original water sources supplying the Park's five lake cascade have been lost to development which along with sparse maintenance and war damage has resulted in inadequate water levels across the lake system. For much of the 20th century water levels were maintained by pumping from the River Roding but this was stopped by the Environment Agency (EA) in 2002. Since then levels have been maintained through abstraction of a maximum 290 000 cubic metres from the aquifer. In 2013 the EA made renewal of the aquifer abstraction licence conditional on a plan to reduce lake leakage and advised that aquifer supplies risk being lost entirely by 2020 due to more stringent licensing.
6. Wanstead Park is also a Site of Metropolitan Importance for Nature Conservation; a Groundwater Source Protection Zone and an Archaeological Protection Zone

Heritage at Risk Register (HARR)

7. The Park was declared 'At Risk' by English Heritage in 2009, with key concerns being the divided ownership; the loss of the traditional garden design of radiating planted avenues and the poor condition of remaining park features.
8. Wanstead Park was one of fourteen London Parks which were declared 'At Risk' in 2009. Of the three other Grade II* public parks on the At Risk register, Gunnersbury Park (Hounslow/Ealing) have secured Heritage Lottery Funding of £4.7 Million, while Crystal Palace having submitted an unsuccessful £7.5 million Lottery bid are now pursuing a new development enabled approach with the Park's new owners. We also understand that Grovelands Park (Enfield) have submitted an application to the HLF.
9. The Conservation Area which largely coincides with the core of the RPG was added to the At Risk Register in 2010 largely reflecting the issues affecting the RPG.

Current Position

10. With 200 000 visits/year, Wanstead Park is one of Epping Forest's eight most popular sites. Since the 1950s the site has been managed principally for its conservation interest, reflecting the loss of the former Tea Chalet and perhaps

legal guidance received by the Conservators on the 'natural aspect' following the City's purchase of Lords Bushes in 1930.

11. In 2013, following a meeting on the future of the Park involving constituency MP John Cryer; Ward Councillors; Redbridge Heritage Champion Cllr Chris Cummings and All London Green Grid representative at the request of the Chairman of the Epping Forest and Commons Committee and the Director of Open Spaces, a Steering Group was established to explore the potential for removing the RPG from the HARR. The group currently consists of:
 - a. City of London (landowner 76%)
 - b. Wanstead Sports Grounds Limited (landowner 22%)
 - c. Church of England (landowner 1%)
 - d. London Borough of Redbridge (landowner 1%, host Local Authority, LA for closed burial yard and LPA for Conservation Area)
 - e. Historic England (formerly English Heritage): London-based Landscape Architect
 - f. Friends of Wanstead Parklands (1,000+ membership group advocating restoration)
 - g. London Borough of Waltham Forest (interested adjacent Local Authority, whose jurisdiction coincides with part of the RPG at Bushwood)

12. Historic England have indicated that to achieve the removal of the RPG from the HARR the following needs to be in place:
 - a. A Parkland Plan encompassing the entire extent of the Registered Park and Garden;
 - b. An indication of a clear change in the trajectory for management including proposals for addressing the management of the cascade and identified heritage assets;
 - c. Some evidence of implementation to demonstrate commitment, with the recent vegetation works around the Grotto cited as a good example.

Lake Cascade System

13. The 'backbone' of the garden design is a 300 year-old five lake cascade which runs through the shared ownership. According to Historic England the continued viability of the lake system is the single biggest heritage conservation consideration in the RPG.

14. Historical sources suggest that even with supplies augmented from now lost waterbodies such as the Lakehouse Lake and the Holt waterway which linked Leyton Flats with Wanstead Park there was insufficient inflow to maintain water levels in the cascade. The Environment Agency made the renewal of the 2013 abstraction licence conditional on the completion of a Hydrology Study. The 2016 licence renewal is likely to be subject to a leakage management strategy and beyond 2020, given London's growing water shortage, pumping from the aquifer may be severely curtailed or even cease.

15. An additional complication is that four of the five lakes are also Large Raised Reservoirs (LRRs) under the Reservoirs Act 1975 (three are in COL ownership). The remaining City owned sub-25,000M³ lake is monitored as an LRR as a precaution. The EA are currently undertaking a risk-based review of LRRs and have provisionally given the largest LRR – Ornamental Water – a High and unexpected assessment. This is currently being challenged by the Department of the Built Environment.

Recent Development Work

16. Working through the Wanstead Park Steering Group the City of London has sponsored a number of projects since 2012/3 to improve our understanding of the the priorities and potential actions required so that the RPG is no longer identified as at Risk. Projects completed or still under progress are outlined below:

- a. *Conservation Statement (2009)*: City of London and English Heritage funded study. The £26 900 study found that Wanstead Park had a range of significance around its Heritage features; nature conservation interest; buried archaeology and public recreation. The report recommended improvement to the Lakes; Park entrances; the maintenance of The Grotto as a managed ruin and the restoration and improvement of recent plantings.
- b. *Strategic Assessment of Wanstead Park Heritage Features (2013)*: English Heritage commissioned Compass Archaeology to carry out an assessment of the heritage status of Wanstead Park at a strategic level. The £10,000 study identified 151 'heritage assets' and 32 heritage 'events' (investigations) within the Park and assessed the assets for their condition, vulnerability, and heritage value. Recommendations about future work, including positive conservation management measures were also included. This report will be brought to EFCC in November 2015;
- c. *Hydrology Study of the Lake Cascade (2014)*: £45k study by JJB specialist consultancy and funded by the City Surveyor that established a 'water budget' for the five lake cascade system and identified significant failures within the cascade system. The report presents a complex picture of the hydrological interactions between the lakes and seeks to identify engineered solutions that could help to restore water levels in the lakes to their design level throughout the year. This report will be brought to the EFCC in September 2015;
- d. *Rhododendron Study (2013-14)*: It is believed that there could be survivals of many of the original plantings of rhododendron from the different phases of design in the Park. In 2013 and 2014, Lear Associates surveyed over a 100 different rhododendron plants for species, parentage and variety. All plants were photographed, recorded on a Global Positioning System (GPS) and foliage or flowers sampled. Other information was collected such as size of trunk and location. The full report on this work is currently pending and will be brought to the EFCC in September 2015;

- e. *Veteran Tree Survey (2015)*: Lear Associates have been engaged to survey trees identified in the Debois Survey (1990) of Wanstead Park as likely to have been planted sometime in the 1700s. The 2015 study will estimate if a 1700 planting date is sound, confirm how the trees were used in the original designed landscape, the condition the trees are in and what remedial work may be needed to prolong the life of these trees. The report on this work will not be ready till towards the end of 2015.

Wanstead Park Project Plan

17. Since English Heritage (now Historic England) added Wanstead Park to the HARR in 2009 a considerable amount of work has been undertaken to fully understand the landscape conservation and regeneration potential at the Park. This has generated a substantial resource of technical reports and there was a need to draw all these together and provide a sense of direction for activity at the park
18. LDA Design were engaged in November 2014 to undertake a review of the knowledge and evidence base on Wanstead Park and to provide direction for future planning in the Park. Working with the Wanstead Park Steering Group LDA were tasked with establishing a consensus within the partnership's key stakeholders over the scope of works that should be included in future landscape conservation and regeneration at the park. In particular they were to:
 - a. Identify a landscape conservation and regeneration programme that will lead to the removal of the park from the Historic England 'at risk' register;
 - b. Identify a landscape conservation and regeneration programme that would satisfy the criteria for the HLF Parks for People programme, which is the most realistic funding option for any larger scale projects.;
 - c. Compile the capital costs for delivering the above landscape conservation and regeneration works;
 - d. Compile the annual revenue costs of managing and maintaining the parkland post completion of any programme of works;
19. Following desk and field based assessment LDA identified the key activities that a Parkland Plan for Wanstead Park should consider and grouped these under the following three categories:
 - a. *Priority Projects*: Activities proposed for implementation within a shorter 5-6 year time frame;
 - b. *Longer-term priorities*: Activities where resource and planning needs or the project precedence require a longer time frame of 7-15 years;
 - c. *Possible Aspirations*: Activities identified as potentially desirable but which are beyond the scope of current project planning activity. These were presented to help give a longer term sense of direction to the project plan and to test out some less commonly discussed ideas. Time frame 16 years plus.

20. The three sets of proposals were put out for public comment as part of a 'Feedback Fortnight' on 23rd February 2015 to 10th March 2015. 268 individuals responded to the questionnaire. 194 people responded to the consultation via an online response form and 78 using paper questionnaires. Four organisational responses were received from English Heritage, the Friends of Epping Forest, Vision RCL and the Wren Wildlife and Conservation Group. Broadly speaking there was public support for proposals to improve access and to address water management issues while ensuring the park retains its existing natural character and expressing concerns about potential over restoration of the Park. Heritage management issues were identified as activity suited for the later phases of activity. A report on the consultation exercise is in preparation with the raw results being drawn upon by LDA in the development of the parkland plan. The Feedback Fortnight Consultation Report will be brought to the EFCC in July 2015
21. The LDA Project Plan will be completed in April 2015 and will be the culmination of over six years' worth of research activity into management options for Wanstead Park. Broadly speaking these options are presently thought likely to fall into two categories:
- a. *Works achievable within existing resources:* Activity which already fits or with some refocusing could fit within work undertaken using existing staff and financial resources. The works undertaken around the Grotto in 2014 and visited by the EFCC in 2014 are an example of this sort of activity:
 - b. *Works requiring additional resources:* The Project Plan will highlight and prioritise actions that will require significant resourcing and which are beyond the capabilities of the Epping Forest Local Risk Budget and staff. For example, works on the Lake Cascade system would feature with potential funding available from the Heritage Lottery Fund.

Proposals

22. During the 2015 EFCC committee cycle it is proposed that we promote discussion on the future of Wanstead Park. In the first instance there is a need to bring to Committee a number of outstanding reports, namely:
- a. *Strategic Assessment of Wanstead Park Heritage Features;*
 - b. *Hydrology Study of the Lake Cascade;*
 - c. *Rhododendron Study (2013-14).*
23. It is also possible that status of the LRR, Ornamental Waters, under The Reservoirs Act 1975 and the cascade, under the Flood and Water Management Act 2010, could be changed during this time which could have material consequences for management of the park.
24. It is proposed that the LDA Parkland Plan be revised as required following the different discussions at the EFCC and be brought to Committee in January 2016 for discussion on the way forward.

Corporate & Strategic Implications

City Together

25. *City Together*: The LDA Project Plan exercise and background research meet two of the key themes “A world class City that supports our communities” and “A World Class City which protects, promotes and enhances our environment”
26. *Open Spaces Department Business Plan*: The LDA Project Plan exercise and background research follow from three of the Open Spaces Department’s Strategic aims of: providing high quality accessible open spaces, involving communities in site management and adopting sustainable working practices.
27. *Corporate Plan 2013-17*: The LDA Project Plan exercise and background research meets the objective of the Corporate Plan to provide valued services to London and the nation.
28. *Statement of Community Involvement*: The City of London has consulted on the preparation of the original Conservation Statement for Wanstead Park (2011) and in 2015 consulted on the LDA Project Plan.

Implications

29. Legal Implications: The Epping Forest Act 1880 includes an additional power at section 5 to reflect the the City’s purchase of Wanstead Park in 1880..

Conclusion

30. A substantial amount of work has been undertaken to research and understand the landscape conservation and regeneration needs at Wanstead Park since it was added to the Heritage at Risk Register in 2009.
31. The LDA Parkland Plan will draw together the extensive body of research and undertake stakeholder feedback to prepare a draft Project Plan to achieve the removal of Wanstead Park from the HARR and to identify how best we can access funds under the HLF’s Parks for People programme.
32. During 2015 the landscape conservation and regeneration needs at Wanstead Park will be fully discussed within the EFCC with the aim to agree a way forward to achieve the parks removal from the HARR.

Appendices

- None

Geoff Sinclair

[Head of Operations, Epping Forest, Open Spaces Department]

T: 020 8532 5301 E: geoff.sinclair@cityoflondon.gov.uk

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Committee(s)	Dated:
Epping Forest and Commons	11/05/2015
Subject: Cycling at Pole Hill	Public
Report of: Superintendent of Epping Forest SEF 23/15	For Decision

Summary

In response to questions by your Committee regarding continuing damage by mountain biking at Pole Hill, the Superintendent agreed to investigate the current policy approach and report back to Members.

Members noted that there had been recently reported cases of cyclists physically altering Forest land to create jumps and berms.

The former brick workings at Pole Hill have left a series of gravel mounds and dips; with very little natural ground cover. The area has historically been a popular area for cyclists, particularly those who follow the sport of Bicycle Motocross (BMX). BMX courses require the construction of jumps and berms to create courses that offer more physical challenge and excitement.

Following a prolonged period of damage, associated with the popularity of BMX in the 1980s and 1990s your Committee agreed on 13 March 2006 that Pole Hill be included in the July 1997 list previously approved by your Committee where cycling is not permitted, and that signs be erected to that effect.

Determined action by staff to regularly remove excavations by cyclists and the changing fortunes of BMX have significantly reduced the use of Pole Hill by BMX enthusiasts and mountain bikers to a point where the prohibition on cycling may no longer be considered necessary or desirable.

Recommendation(s)

Members are asked to:

- Note the report

Main Report

Background

1. At 91 metres (300 feet) above sea level, Pole Hill is one of the highest points in the Forest. It is included within both the Epping Forest Site of Special Scientific Interest (SSSI) and the Special Area of Conservation (SAC) designations. The Hill is popular with visitors because of the panoramic views from the summit;

together with the Obelisks, erected in 1824, to mark the Greenwich meridian and the association with the original site of 'Cloisters' – 'The T. E. Lawrence Hut'.

2. To the north and west of Pole Hill's summit is the former Chingford Rise Estate brickworks, where the remaining Claygate beds, sand and gravel mounds have proved to be very popular with cyclists, especially as they provide a variety of terrain which enables cyclists to enjoy more adventurous cycling. Indeed the area was, and still is, promoted on a number of cycling and BMX websites as being a good place to go for this type of activity. There is little ground vegetation in this area although there are a number of mature trees, especially veteran Hornbeam pollards.
3. As a result of its popularity with cyclists prior to 2006, the area suffered a considerable degree of erosion, leaving a number of tree roots exposed. Of even more concern was the frequency with which the site was altered and excavated to create more challenging berms – raised corners –and jumps. The Works Team had to visit the area on numerous occasions to try and repair the damage, using mechanical diggers and other machinery. The erosion and the creation of BMX courses presented problems for other Forest users and led to regular complaints from members of the public.
4. Due to the level of problems at the site a report was placed before your Committee on 13 March 2006 recommending that the area (See Appendix A) be added to the July 1997 list of sites where cycling is not permitted, and that signs be erected to that effect.
5. The report noted that the Conservators have a duty under the 1878 Act to as far as possible preserve the natural aspect of the Forest. In addition, as landowners the Conservators have a duty under the Wildlife and Countryside Act 1981 (now as amended by the Countryside and Rights of Way Act 2000) to protect areas designated as a SSSI; and to protect areas designated as a SAC (at that time under the Conservation (Natural Habitats) Regulations 1994 and now under the Conservation of Habitats and Species Regulations 2010).
6. The report also noted that whilst Epping Forest Byelaw 3(45) provides that it is an offence for a person to make any offensive or improper use of the Forest or do anything tending to the injury or disfigurement thereof, requisite evidence of damage being done would be needed in order to take a prosecution under the Byelaws.
7. The report explained that frequent Forest Keeper patrolling had not been successful in dealing with this problem. Whilst it was not uncommon to find cyclists using this area it is not an offence under the Epping Forest Byelaws to use the ramps and jumps once they have been constructed. In order to enforce Byelaw 3 (45) it would be necessary to apprehend offenders with a spade, shovel or other implement to hand and have evidence of them being the persons who created the damage. Temporary notices asking cyclists to desist from damaging the site were being routinely removed and on occasion incorporated as part of the jumps. Liaison with cycling clubs, local bicycle shops and the websites

referred to above had not secured meaningful engagement with the groups involved.

8. Your Committee therefore agreed to use its powers under Section 7 of the City of London (Various Powers) Act 1977 ("the 1977 Act") to prohibit cycling at Pole Hill.
9. As directed by your Committee, excavations continued to be removed, signage was erected and higher levels of Forest Keeper patrols were maintained. The routine demolition of earth berms and ramps and the restoration of Forest land have been effective in deterring cyclists from continuing the arduous task of modifying Forest Land. Conversely, prohibition signs were regularly vandalised, even when placed on tall steel poles which had to be removed following repeated damage.
10. BMX has not maintained the popularity it enjoyed in the 1980s and 1990s while mountain biking has continued to grow in popularity. Since the introduction of BMX as an Olympic discipline in 2004, there has been a gradual resurgence of interest in BMX.

Current Position

11. Following questions raised at your Committee of both 3 November 2014 and 12 January 2015 the Superintendent has reviewed the issue of cycling in the area of Pole Hill.
12. The Central Forest Keeper team maintain regular patrols of the area and have not seen any evidence of any digging or damage to the Forest for several years. There is some use of the area by mountain bikers but during a recent visit by Officers only one mountain bike was observed passing through the area and there was very little evidence of any erosion or damage caused by cycling of any description. Some of the desire lines in the area were well used and quite muddy but the evidence suggested that footfall was the main cause. The gravel mounds and dips did not appear to be heavily used by cycles and no damage was observed.
13. The area remains on the list of sites where cycling is not permitted but no signage is currently in place or has been for several years. It is shown on the current cycling leaflet (June 2011) as a no cycling area. The City of London website cycling page was amended to include details of the Pole Hill restrictions.
14. The undulating terrain at Pole Hill continues to attract all terrain enthusiasts with advisory conversations recently undertaken with 'Giant' ¼ and 1/5 Scale Remote Control vehicle enthusiasts.

Options

15. There are three options open to your Committee:

16. Option 1 - Maintain the status of the area as a 'no cycling' site and maintain suitable signage.
17. Option 2 - Remove the area from the list of 'no cycling' sites. The evidence from a period of at least 5 years has shown that there is no longer a problem in the area. No remedial work has been required and complaints have been about an occasional off road motorbike rather than mountain bike or BMX bicycles.
18. Option 3 - Landscape the former brickworks site to both restore the character of the Forest and remove the incentive for potential future use by cycling or other all-terrain interests. Without grant support the costs of undertaking this expensive work would be prohibitive.

Proposals

19. Option 1 - maintaining the area restriction is recommended; on the grounds that previous enforcement and restoration work which has maintained a climate of compliance would be undermined by a change. Similarly, it should be noted that BMX is currently experiencing resurgence which could see renewed interest in the site.

Corporate & Strategic Implications

20. **Open Spaces Business Plan 2013-2016:** The removal of restrictions meets the Department Strategic Aim: "Provide safe, secure and accessible Open Spaces and services for the benefit of London and the nation".
21. **The City Together Strategy:** The removal of restrictions meets the key theme: "A world class City that supports our communities"

Implications

22. **Legal** Section 7(1) of the 1977 Act provides that where the Conservators consider it necessary for the purposes of the regeneration of any part or parts of Epping Forest to preserve the natural aspect thereof, or for the protection of the Forest as an open space for the recreation and enjoyment of the public, they may from time to time by the placing of notices posted at such places in the Forest as they think fit, restrict or prohibit access to any such parts of the Forest provided the total area of the part or parts to which access is restricted or prohibited or which are enclosed under this sub-section should not at any time exceed 100 acres, and provided that before restricting or prohibiting access to any part of the Forest exceeding 2.5 acres the Conservators publish notice of the proposal in a local newspaper and consider any representations received before determining whether to implement the proposal.
23. Section 7(4) of the 1977 Act provides that the Conservators, for the purpose of preserving or protecting places in Epping Forest which, in their opinion, are of special attraction to the public, have power to regulate or restrict access by the public to or within such places by the placing of notices or direction signs posted

in or in the vicinity of such places.

24. Under section 7(6) of the 1977 Act (as amended), if any person, without the authority of the Conservators or reasonable excuse, contravenes a notice posted in pursuance of subsection (1) above, or a notice or direction sign posted in pursuance of subsection (4) above, he shall be guilty of an offence and liable on summary conviction to a fine not exceeding level 2 on the standard scale.

25. **Insurance** Once the City of London becomes aware of unauthorised construction on land for which it is responsible there are Public Liability and Insurance implications in allowing the continued use embankments and structures that may not be constructed to suitable standards. Liability is best managed by the swift demolition and levelling of these structures.

26. **Financial** The only direct financial implication of the current restrictions is the printing of the current Epping Forest 'Cycling' leaflet, which was last reprinted in July 2011

Conclusion

Your Committee agreed to include the area at Pole Hill in the list of sites where cycling is not permitted on the evidence submitted in 2006 which clearly indicated that there was a problem. While the current evidence clearly indicates that there are currently no cycling-related problems at Pole Hill, there is a realistic possibility that high levels of cycling or BMX use could return undermining the previous enforcement and restoration work undertaken by Officers.

Appendices

- Appendix A - Map of area "Out of Bounds"

Background Papers

Control of Cycling 14 July 1997
Director of Open Spaces
SEF 60/97

Control of Cycling at Pole Hill 13 March 2006
Director of Open Spaces
SEF 06/06

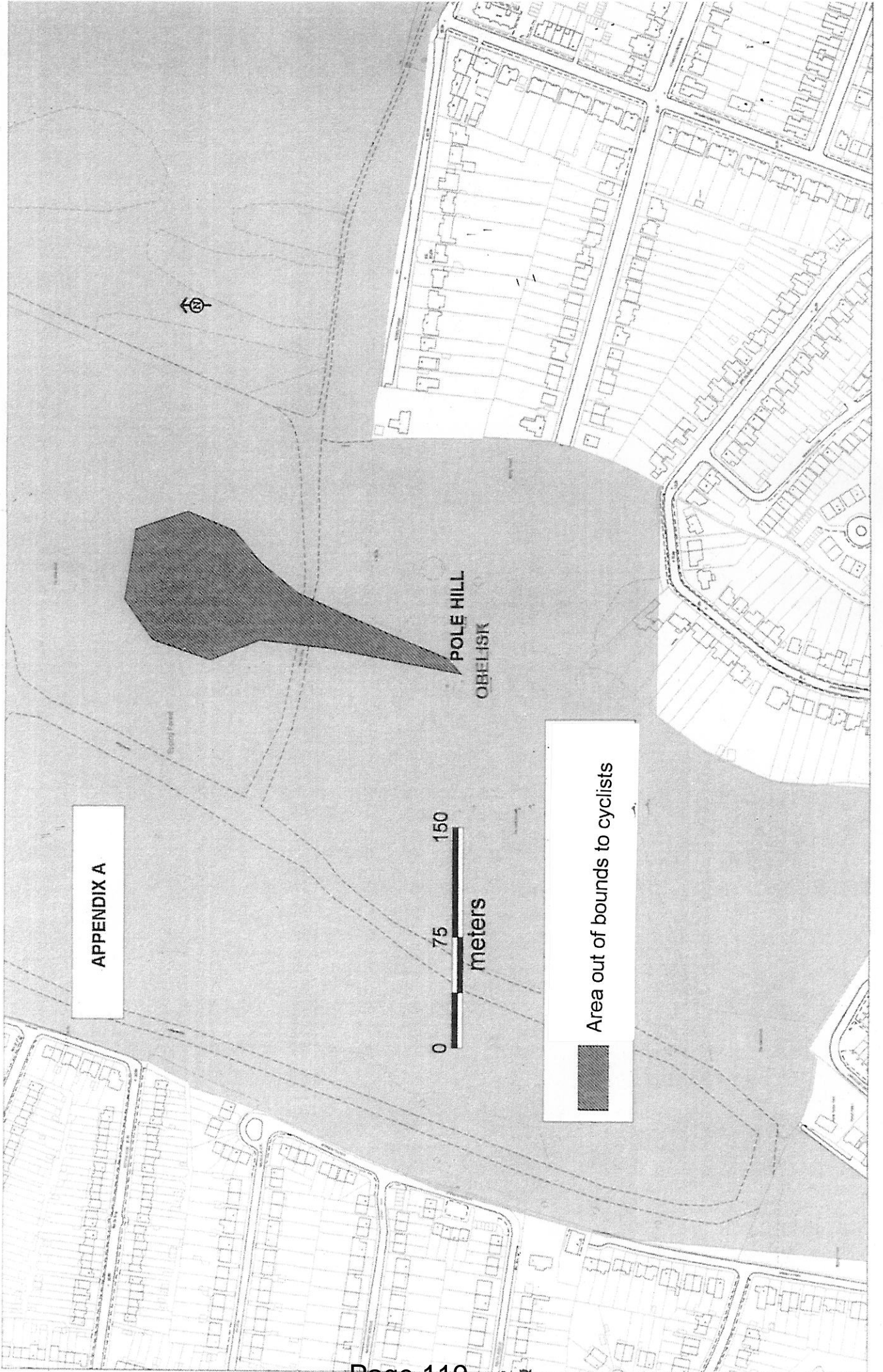
K French

Head Forest Keeper

T: 02085325310

E: keith.french@cityoflondon.gov.uk

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APPENDIX A

0 75 150
meters

Area out of bounds to cyclists

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Committee(s)	Dated:
Epping Forest and Commons Committee Finance Committee	11052015
Subject: Branching Out Project Extension SEF 24/15	Public
Report of: Superintendent of Epping Forest	For Information

Summary

This report seeks to update your Committee on the delivery programme for the City's £6.8million Branching Out project, which began in August 2009 with a grant of £4.76 million from Heritage Lottery Fund (HLF).

The projected programme has been extended, with agreement from the HLF, to reflect the need for more time to complete the Car Parks and Access element of the project, specifically delivery of the important 'gateways' to the Forest and the visitor hub interpretation panels.

The revised project end date for delivery of the outstanding work is 31 October 2015 and a further 2 months, until 31 December 2015, has been approved to close the project and make the final grant payment claim.

Recommendation(s)

Members are asked to:

- Note the report.

Main Report

Background

1. Heritage Lottery Fund (HLF) approved a grant of £4.756 million (in addition to the £231,500 already granted for development of the Stage 2 bid) towards the implementation of the £6.829 million project on 6 April 2009.
2. The Branching Out project was divided into four projects, reflecting the management and reporting to both the HLF and the City of London, namely; Coach House, Butler's Retreat, Open land and Car Parks and Access.
3. An agreement was entered into with the Heritage Lottery Fund (HLF) for grant aid to deliver the project over the planned five year period.

4. The Coach House and Butler's Retreat projects have been completed and the outcome reports presented to your Committee on 12 May 2014.
5. The Open Land Project aimed to implement a grazing strategy to protect the tradition of wood-pasture and also to undertake an accelerated intervention programme for 1500 veteran trees to enhance the natural aspect of the Forest.
6. The Car Parks and Access aimed to undertake car park improvements allowing the maximal capacity for visitors whilst halting Forest damage and also to install gateway, site interpretation and way finding signage to promote better public access.

Current Position

7. The Open land project is largely complete but some highways work, related to the grazing strategy, is yet to be delivered by Essex County Council (ECC) our project partner. Once complete ECC will have reached their match funding commitment to the project. There is no associated unspent HLF grant.
8. The Car parks and access project has not been completed within the grant agreement period. Both the installation of the 20 gateways to the Forest and the 12 interpretive panels to be sited at the improved visitor hubs remain outstanding. The remaining budget for the outstanding items is £216k.
9. The grant agreement with the HLF expired in September 2014.
10. During regular project meetings with our appointed case officer, the HLF indicated that they were content to grant an extension to the project duration. However, CoL was advised that a formal extension request should not be submitted until the duration of the extension was certain.
11. After revising the programme for gateways to allow for the various complex issues, which delayed delivery of the gateways and interpretation signage, a formal request was submitted on 7 March 2015 requesting an extension until October 2015.
12. The request was granted and the project has been extended to permit delivery of the gateways and interpretation signage until 31 October 2015 and submission of the final grant drawdown by 31 December 2015.

Corporate & Strategic Implications

13. The delivery of the gateways and interpretation panels meets the Forest Transport Strategy objectives to 'Improve the Forest Environment' by helping to orientate visitors and change the perceptions of those travelling through the Forest, making a clear statement of the Forest's identity and emphasising its historic importance.
14. Full delivery of the Car Parks and Access aspect of Branching Out meets the Epping Forest Management Plan (2004-2010) objectives of protection and

access by protecting the Forest from further harm from roads and traffic and by providing a clear indication to visitors that they have arrived at Epping Forest.

15. The project extension allows the Conservators to fully meet the Open Spaces Business Plan (2014-17) aims and objectives by promoting the role of the City of London in managing and funding the Forest using the Open Spaces identity.
16. The project also meets the Corporate City Together Strategy aim to provide a world class city which protects, promotes and enhances our environment.

Implications

17. **Finance** – The extension permits the delivery of the Gateways and interpretation signage thus maximising the grant award, retaining the associated £161k grant investment by the HLF.
18. **Legal** – The project extension allows the City to continue to operate within the grant terms.
19. **Property** - Resurfacing of the car parks and access trails as part of the HLF funded project should provide new durable surfaces and relieve pressure on annual maintenance costs at least in the short to mid-term. The new gateway signs will replace some of the existing older sign panels and will complement signs information provided elsewhere. The older gateway signs will be renovated and recycled for use on other open spaces where possible.
20. **HR** – The Branching Out Project Manager contract, and associated funding expired at the end of March 2015. For a period of 1 month the role was retained within Epping Forest Local Risk staffing budget. Project management for the outstanding items will be absorbed and prioritised within the existing Project Officers role at no further cost.

Conclusion

21. The gateways are the most visually significant aspect of the Branching Out project across the whole Forest and, whilst demarcating the Forest from its urban surroundings, this threshold signage aims to both complement and support the wider project achievements.
22. The HLF support the extension of this project to permit delivery of the gateways and meet the objectives as laid out in the project plan.

Appendices

- None

Background Papers

CS 026/13: Outturn Reports for Branching Out - The View Interpretation Centre and Butlers Retreat

Laura Lawson

Branching Out Project Manager, Epping Forest

T: 020 8532 5334

E: laura.lawson@cityoflondon.gov.uk

Committee(s)	Dated:
Epping Forest and Commons	11/05/2015
Subject: Annual report of Fly tipping and Waste disposal at Epping Forest - 1 April 2014 to 31 March 2015	Public
Report of: Superintendent of Epping Forest SEF 25/15	For Information

Summary

This report updates your Committee on the number of fly tips and the quantity of litter and material made available for recycling removed from Epping Forest in the year 1 April 2014 to 31 March 2015. The report also updates your Committee on the cost of disposal of the waste removed from the Forest. The figures also include waste such as fluorescent tubes and recycling from buildings and operational sites.

There have been 513 fly tips, an average of 10 per week, recorded on Forest land in the reporting period. These vary from a single black sack of household waste to lorry loads of builders waste; it also includes fly tips of hazardous waste such as asbestos and tyres.

The Conservators employ 10 members of staff to work specifically on litter collection, comprising one full time litter cart driver and 9 litter picking staff (6 full time equivalent), at an annual cost for 2014/15 of £165,085.23.

Over 300 tonnes of waste have been removed from the Forest comprising of over 180 tonnes taken to London Waste, an incinerating and recycling facility at Enfield. 70 tonnes of general waste was disposed of in skips which are taken to a waste management site in Leyton for sorting along with over 50 tonnes of mixed recycling and 3.74 tonnes of tyres.

The total cost of removing waste from Epping Forest in this reporting year was £212,956.36 made up of £165,085.23 in staff costs and £47,871.13 waste disposal (£36,156.06 general waste, £5,903.23 recycling and £5,811.84 hazardous waste).

Recommendation

Members are asked to:

- Receive the report

Main Report

Background

1. **Flytipping:** Fly-tipping is 'the illegal deposit of any waste onto land i.e. waste dumped or tipped on a site with no licence to accept waste'. Fly tipping is a criminal offence under the Environmental Protection Act (EPA) 1990. Waste

management and disposal is subject to statutory controls under the EU Waste Framework Directive 2008 which sets out correct procedures and impose a duty to ensure that waste is disposed of properly.

2. The number of fly tipping incidents on the Forest has, for many years, followed the national trends and recently had fallen by 39.36% in the years 2011 to 2013. In 2014 there was a 21% increase in incidents on the Forest whilst the national average continued to drop. In 2014, there was a 20% rise nationally while the Forest saw a drop of 23%.
3. The costs associated with the disposal of waste have increased each year in line with the policy of succeeding governments to stimulate recycling by maintaining a "Landfill Tax Escalator", which rises by £8/net per year. This charge was introduced in 2007 at £48 tonne and has risen every year to the current level of £80 tonne in 2014. It will rise to £82.50 from 1 April 2015.
4. There are widespread industry concerns that the Landfill Tax Escalator and increased restrictions on landfill disposal are encouraging less scrupulous companies to evade their responsibilities by fly tipping. This is evidenced at Epping Forest by the increase in the number of larger commercial fly tips that are being dumped on the Forest.
5. In a bid to reduce the number of fly tips which occur, several measures are taken by Forest Keepers.
 - a. **Carrier Prosecutions** - A prosecution against the carrier is always sought forward if sufficient evidence or willing witnesses are available.
 - b. **Duty of Care Prosecutions** - Increasingly, the Conservators is also pursuing 'duty of care' prosecutions against businesses; landlords or householders where documentary evidence can demonstrate that insufficient care was exercised in the commissioning of waste disposal.
 - c. **Crime Recording** - Reflecting national guidance, since 2013 individual crime numbers are sought from the Police Service for all fly tips. This is to help raise the profile of fly tipping in police crime figures and increase Police Service support in finding solutions.
 - d. **Crime Mapping** - Individual fly tips have been mapped since 2013 to develop a picture of fly tipping 'hot spots' with the intention of developing the improved intelligence-led monitoring of fly tipping.
 - e. **Reward Scheme**. A Reward Scheme is promoted for information that leads to successful prosecutions to encourage the reporting of fly tips was introduced in May 2008. The Reward of up to £500 can be included within the prosecution costs. No one has taken up this reward to date.
 - f. **Car Park Closures** - Individual night time closure of car parks where fly tipping is common place is being undertaken and is being extended through the car park improvement and maintenance programme.

- g. **Road Closures** - Under the Forest Transport Strategy and principally to reunite areas of the Forest partitioned by previous road construction, the Conservators are seeking to close some Forest Roads. , This has the added benefit of reducing accessible locations for fly tipping.
 - h. **Photographic and Video Surveillance** – Surveillance using motion activated cameras has been carried out in accordance with regulations under the Data Protection Act (DPA) 1998 and the Closed Circuit Television (CCTV) Code of Practice, issued by the Surveillance Camera Commissioner. Given the relative random placing of fly tips, covert motion or heat activated cameras have proved to be ineffective in covering large sections of the Forest. A more sophisticated passive infra-red camera with embedded registration plate reading technology purchased in 2013 was seriously vandalised in 2014 and can no longer be used. The use of armoured cabinets to house similar cameras is currently being evaluated.
6. A proportion of fly tips contain hazardous waste such as asbestos, tyres or unknown chemical or oils. These types of waste not only require costly, specialist disposal but can have an environmental impact on the Forest.
 7. **Litter:** Litter has no comprehensive definition under the EPA 1990 but guidance is given in section 95(5A); litter is most commonly assumed to include materials, often associated with eating, drinking and smoking that are improperly discarded and left by members of the public. Section 98(A) also states that discarded smoking related material, chewing gum and the remains of other products designed for chewing are also classed as litter. As a guideline it also states that a single plastic sack of rubbish should be considered as a fly tip.

In addition to fly tipping, a lot of litter is generated by Forest visitors.. We employ a team of litter pickers (6 full time equivalents) who pick litter in the Forest and on the 100kms of roadsides where drivers discard large amounts of litter as they pass through the Forest. We also employ a full time driver for a litter collection vehicle. In addition to paid staff a number of volunteer groups and stalwart individuals litter pick specific areas of the Forest. Currently we have 84 registered volunteer litter pickers and a number of small organised groups (led by the Southern Forest Keepers), who collectively worked 5202 hours in the last 12 months.

8. The Conservators currently have 65 litter bins across the Forest, mostly in, or close to, car parks. These are emptied on average three or four times a week. They are supplemented by 15 on the golf course at Chingford and 15 temporary football season bins located close to football pitches.

Current Position

9. Since the 1960s, littering has increased by 500% according to 'Litterbugs', a recent Policy Exchange and Campaign to protect Rural England (CPRE) report. The latest Department for Environment, Food and Rural Affairs (DEFRA) statistics show that in England there were 852,000 incidents of fly tipping in 2013/14. This represents an increase of 21% from 2012/13 quite unlike the drop

of 4% from 2011/12 to 2012/13. Incidents of fly tipping on footpaths and bridleways now account for 29% of fly tipping incidents with 47% on highways. The total national spend for clearance amounted to £45.2 million.

10. The Visitor Survey records that over 75% of all visitors felt that the standard of cleanliness and maintenance of the Forest is Good or Excellent. However nearly 10% of respondents raised concerns regarding litter. The provision of more litter bins was a common response along with an increase in enforcement through additional staff and improved liaison with Local Authority partners. The need to improve litter signage was also raised to make more people aware that all types of litter can be placed in our bins.
11. There were 513 fly tips recorded on Epping Forest during the period of this report. Fly tips are dealt with in various ways depending on the size and content of the fly tip. Small fly tips are disposed of by incorporation with the general litter collection. Larger fly tips are either loaded onto a lorry and taken straight to London Waste (Enfield) or are brought into the Warren Yard and placed in the appropriate skips. See Table 1 & 2 below

Table 1

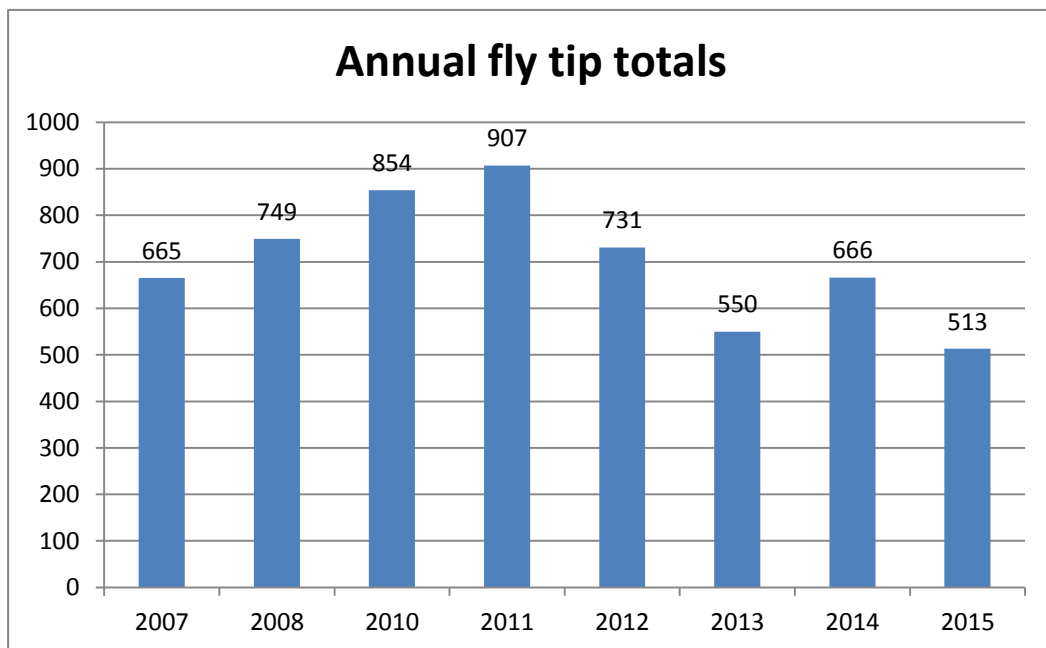
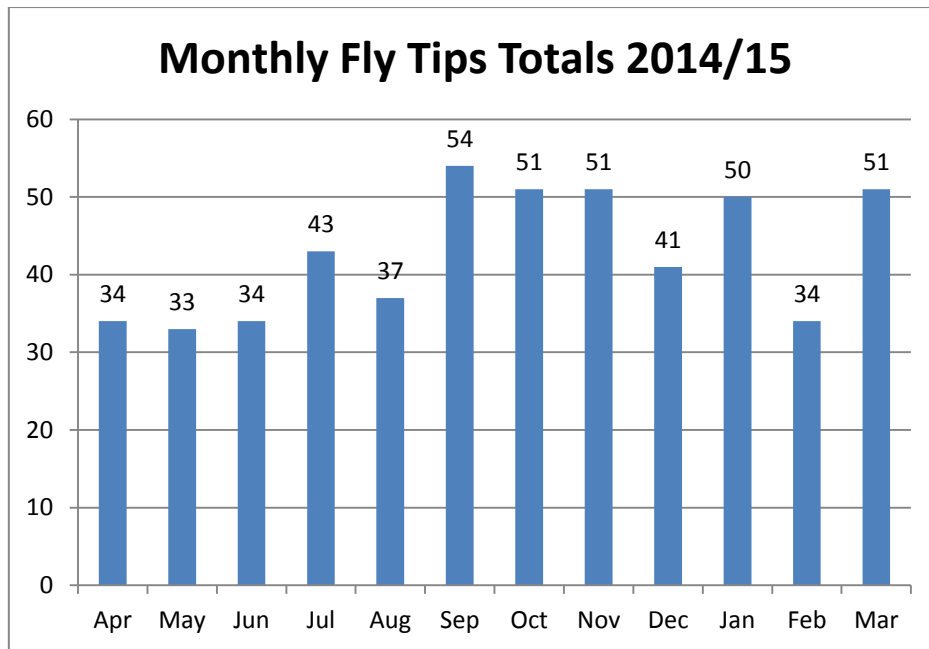


Table 2



12. At present four major waste streams are employed in the disposal of the various types of waste that are deposited on the Forest.

- i. Litter and general waste is taken by our own litter vehicle to the incinerator site at Enfield. In the period 1 April 2014 to 31 March 2015 181.32 tonnes of waste was taken to the London Waste site at a cost of £32,869.20. **See Table 3 & 4 below**
- ii. Skips are serviced by appointed waste partner Bywaters. There are general waste skips at three sites across the Forest and during the period under report 102.64 tonnes of general waste has been disposed of through this waste stream at a cost of £10,658.19. **See Table 3 & 4 below**
- iii. Recyclable material is disposed of using enclosed skips located at two Forest locations. These are also serviced by Bywaters. The litter picker team and other members of staff separate out recycling. During the period under report 51 tonnes of recycling have been disposed of at a cost of £5,903.23. **See Table 3 & 4 below**
- iv. The disposal of hazardous waste requires specialist contractors to carry out disposal in line with current regulations. There have been 10 fly tips, 2% of the overall total, containing hazardous waste (with the exception of tyres) in the period under report. These have been disposed of by City of London approved contractors at a cost of £2,065. Tyres are collected by Epping Forest staff and brought to the Warren where they are deposited in a 35 cubic metre storage container. When full, this is removed by a waste disposal company. One full container, 3.74 tonnes, has been removed in the current year at a cost of £1,514.48.

Table 3

<i>Month</i>	<i>London Waste</i>	<i>Bywaters Waste</i>	<i>Bywaters Recycling</i>	<i>Total tonnage</i>
April	15.08	5.00	5.00	25.08
May	10.62	5.88	5.00	21.50
June	16.98	5.74	4.00	26.72
July	16.52	6.82	5.00	28.34
August	17.56	2.24	3.00	22.80
September	17.62	6.98	4.00	28.60
October	12.98	8.26	3.00	24.24
November	14.72	2.22	4.00	20.94
December	10.40	8.66	6.00	25.06
January	15.52	8.11	4.00	27.63
February	12.24	1.86	4.00	18.10
March	21.08	8.88	4.00	21.08
Total	181.32	70.65	51.00	302.97
Tyre Skip		3.74		3.74
			Total tonnes	306.71

Table 4

<i>Month</i>	<i>London Waste £</i>	<i>Bywaters £ Waste</i>	<i>Bywaters £ Recycling</i>	<i>Total Month</i>
April	£2,594.20	£740.61	£568.15	£3,902.96
May	£1,820.00	£756.77	£594.52	£3,171.29
June	£2,900.80	£1,321.52	£454.52	£4,676.84
July	£3,115.00	£1,070.99	£568.15	£4,754.14
August	£3,241.00	£410.23	£382.36	£4,033.59
September	£3,017.00	£1,116.66	£454.52	£4,588.18
October	£2,520.00	£1,070.99	£340.89	£3,931.88
November	£2,685.20	£410.23	£454.52	£3,549.95
December	£1,869.00	£1,176.59	£698.40	£3,743.99
January	£2,959.60	£1,073.84	£465.60	£4,499.04
February	£2,632.00	£410.23	£456.60	£3,498.83
March	£3,515.40	£1,099.53	£465.00	£5,079.93
Total	£32,869.20	£10,658.19	£5,903.23	£49,430.62
			Tyre Skip	£1,514.48
			Asbestos	£3,230.00

Wee	£802.48
Other Hazardous Waste	£0.00
Fluorescent Tubes	£144.88
Compliance Charge	£120.00
Total cost	£55,242.46

13. There are four further minor waste streams, electrical products are disposed of under the Waste Electrical and Electronic Equipment regulations (WEEE). Bywaters supply and empty a specialist container. The cost during the period under report was £573.39. Fluorescent tubes also have to be correctly disposed of as they contain mercury; one container full of those was also disposed of at a cost of £144.88. We also have specialist bins for the disposal of clinical waste and sharps, neither of these have required servicing in the year under report.

Corporate & Strategic Implications

14. The removal of waste from Forest land supports the City Together Strategy theme 'A World Class City which protects, promotes and enhances our environment.

15. This is linked to the associated Open Spaces Strategic Aim "Provide safe, secure and accessible Open Spaces and services for the benefit of London and the Nation".

Implications

16. **Finance:** The Conservators employ 10 members of staff to work specifically on litter collection, comprising one full time litter cart driver and 6 full time equivalent litter picking staff at an annual cost of £163,236.19. The Litter team are also assisted when necessary by the Forest Craftsman team with the removal of large or heavy fly tips.

17. The continued increase in littering across Epping Forest has prompted a review of litter bin provision and current litter picking arrangements with all new recruits working to a revised rota that includes weekend working

18. The cost of waste disposal in Epping Forest in 2014/15 amounted to £55,242.46. These costs are met in full from local risk.

19. The combination of staff and disposal costs gives a total yearly spend for 2014/15 of £212,956.36.

20. **Legal** Due to the restriction on the level of fines that may be imposed in relation to the Epping Forest Byelaws, prosecutions for litter and fly tipping offences are

taken forward using the EPA 1990 Section 33 (1) (a). This allows a much higher level of fine, especially for any commercially related offence.

21. Forest Keepers also have the power to issue Fixed Penalty Notices (FPNs) on behalf of Epping Forest District Council in respect of litter offences. We are currently seeking similar powers with the London Borough of Waltham Forest. Negotiations with the London Borough of Redbridge have not made any progress to date.

Conclusion

22. On fly tipping, staff continue to cooperate with Local Authority partners and Essex and Metropolitan Police Services on proposals to increase 'enviro-crime' detection and prosecution rates. In addition, staff at Epping Forest continue to implement National Fly Tipping Prevention Group's framework which includes guidance on using crime number collection; reward schemes and pilots using more sophisticated covert cameras to increase the number of successful prosecutions for fly tipping.
23. On littering, visitor feedback indicates that more coordination both across teams and with Local Authority partners is required, combined with further investment in staffing, enforcement and litter bin provision to reduce overall litter levels.
24. Both fly tipping and littering continue to represent major challenges for the Conservators of Epping Forest. With total costs currently running at £212,956.36, some 5% of the overall Epping Forest operating budget is currently devoted to meeting the costs of waste management rather than being invested in the positive management of the Forest. Despite high approval ratings for cleanliness from our visitors, fly tipping and litter are still regularly cited as a major concern by community groups.

Appendices

- None

Background Papers

Annual report of Fly tipping and Waste disposal 1 April 2013 to 31 March 2014
SEF 16/14

Keith French

Head Forest Keeper

T: 02085325310

E: keith.french@cityoflondon.gov.uk

Committee(s)	Dated:
Epping Forest and Commons Committee	11/05/2015
Subject: Epping Forest Management Plan (Phase 1 Consultation)	Public
Report of: Superintendent of Epping Forest SEF 19/15	For Decision

Summary

A new Management Plan is required to guide the future management of Epping Forest, following the expiry of the previous plan in 2010. The inherent value of engaging with interested parties during the early stages of the plan's development has been recognised in previous reports.

Subject to approval, a comprehensive consultation will take place in the summer of 2015 to capture the thoughts, views and ideas of community groups, members of the public and stakeholders on the management issues faced by the Conservators. This consultation will give the Conservators a greater understanding of the management priorities for the Forest over the next 10 year period from the perspective of our stakeholders and visitors.

27 draft sections of the Management Plan Consultation Phase 1 document were presented to and approved by your Committee in July 2013, subject to minor amendments. The remaining 64 sections were presented to the Epping Forest Management Plan Steering Group for discussion in March 2015. This report presents the final draft of all sections, following amendments recommended by the Steering Group, to your Committee for discussion and approval, allowing for progress in the most expedient manner so as not to miss the vital summer engagement window.

Recommendation(s)

Members are asked to:

- Approve the text for public consultation as per the Epping Forest draft Management Plan Consultation Phase 1 document (Appendix 3)
- Agree the timetable for consultation as per Appendix 1

Main Report

Background

1. A new Management Plan is required for Epping Forest, as the previous plan expired in 2010. The Conservators of Epping Forest seek to engage with stakeholders and the public during the early stages of developing the new plan.

2. The consultation will capture the ideas, thoughts and views of community groups, members of the public and stakeholders on the numerous and varied management issues faced by the Conservators, giving a greater understanding of the priorities for managing the Forest over the next 10 year period from the perspective of our stakeholders and visitors.
3. Early consultation is a proven method to garner support and build confidence in the overall management approach. The approval by your Committee (5 March 2012) of the Statement of Community Involvement outlined a commitment to effective and meaningful consultation.
4. Management policies that have been the subject of widespread and demonstrable public consultation have a greater opportunity of future adoption within Local Planning Authority Local Development Plan documents.
5. Consultations carried out over busy summer months prove more fruitful than those during the quieter winter period. In particular, those undertaken in the months prior to Christmas have been heavily criticised as individuals feel they have less free time to commit to the consultation process.
6. There are more opportunities in summer when Officers can promote the consultation by 'piggybacking' at local events, fairs and shows (see Appendix 1).
7. Report SEF 28/09, approved by your Committee on 9 November 2009, outlined the format and timetable for the production of the new Management Plan, including the proposal to undertake a comprehensive pre-draft consultation with community groups, stakeholders and members of the public.
8. The timescale for this consultation was postponed by report SEF 30/13, approved by your Committee on 8 July 2013. This report agreed that consultation would take place from August to November 2013. This timetable has not been achieved due to demands on staff time.
9. A comprehensive consultation on management issues is therefore proposed for community groups, members of the public and stakeholders in summer 2015.

Current Position

10. Much work has gone into drafting the Management Plan Consultation Phase 1 document. A robust structure has been formed, based on the six key duties within the Epping Forest Acts. The structure refers to six themes, 58 management issues and 13 common strands.
11. Officers adopted a collegiate approach to developing the consultation document framework, ensuring that all members of staff contributed to identifying the management issues the Conservator's face and providing the opportunity to engage from the outset.
12. The six themes are based on the duties of the Conservators as outlined by the Epping Forest Acts. The complexity of managing the Forest means that there are

58 management issues, divided between the six themes, to convey (Appendix 2). The document is content heavy and contains complex subjects, so this structure has been designed to make the information as accessible as possible.

13. Each management issue is explained, in plain English, outlining the major issues and challenges faced by the Conservators in respect of that issue, what the Conservators are currently doing to address the issue and what future measures might be considered. It is on these management issues that the thoughts and opinions of our stakeholders and users will be sought.
14. The document also refers to strands. These are broader in spectrum, normally with one or more strand being applicable to each management issue. These allow the Conservators to apply legislation and wider departmental and corporate objectives found in the Open Spaces Business Plan 2014-2017 and the City Together Strategy to each management issue.
15. The strands cover the following topics, as illustrated in Appendix 2: resources and finances, visitor experience, sustainability, health and safety, outreach, lifelong learning, equality, training, accessibility, volunteering, public involvement, communications, information and marketing, and partnerships.
16. 27 sections, including all six theme introductions, nine management issues and 12 strand explanations, were approved with comments by both the Epping Forest Management Plan Steering Group and your Committee in July 2013. The recommended amendments have been incorporated.
17. Drafts of the remaining 49 management issues were presented to the Epping Forest Management Plan Steering Group in March 2015. In addition, those draft sections which had changed significantly following your Committee's comments, including the 13 strand explanations, one management issue and one theme introduction, were also presented, totalling 64 sections.
18. Following comments from the Epping Forest Management Plan Steering Group, amendments to the Management Plan Phase 1 Consultation document (Appendix 3) have been made, including:
 - a. Changes to the body of the text have been made in line with comments and suggestions from the Epping Forest Management Plan Steering Group.
 - b. Commonalities in proposals for different management issues have been streamlined and the document has been reviewed to ensure the use of 'Plain English' throughout.
 - c. An introduction and a glossary have been added to the document.
 - d. Three management issues dealing with the Conservators' statutory duties have been amended to present the issue 'for information'. Stakeholders and users are still invited to comment on the importance of the issue and have the opportunity to provide any additional thoughts, but are not being consulted on those proposals that the Conservators are legally obliged to implement. This change clarifies the scope of the consultation for participants.

- e. Management issue 4.8 concerning dogs has been moved to Theme 1: Public recreation and enjoyment.
 - f. Management issue 3.8 concerning protected species has been moved to Theme 2: Preservation of the natural aspect. Additionally, the management issues in this theme have been reordered (see Appendix 2).
 - g. Following a local meeting, significant changes have been made to management issues 2.1 on habitat management, 2.2 on wood-pasture, 2.3 on grazing, 2.6 on high forest, 2.7 on low forest and scrub and 2.8 on the Warren Plantation.
 - h. Management issues 2.4 on grasslands and heathlands and 2.9 on wetland habitats have been added.
19. Final drafts of all six theme introductions, 58 management issues and 13 strands have now been completed.
20. A web-based consultation software, INOVEM Consult, has been procured to facilitate undertaking a consultation of this size.
21. INOVEM Consult allows individuals to select the themes or management issues which they are interested in from an interactive menu. To encourage consultees to respond to the wider document, Officers will use interactive cross-referencing, encouraging responses to associated management issues.
22. Officers have already utilised INOVEM Consult to facilitate several smaller public consultations. The system has been well received by consultees and many stakeholders have set up accounts, which will enable us to target certain user groups with specific sections of the consultation.
23. Officers have conducted a trial using several of the management issues, creating a mock consultation using INOVEM. This was tested by Officers in May 2015. Members of your Committee will be sent a link to the test in advance of this meeting.
24. A new Management Plan engagement plan has been developed, which would see the public consultation taking place between 22 June and 14 September 2015 (Appendix 1). This time period falls over the summer engagement window and includes several high profile local events which can be used to promote the consultation.

Options

25. Option 1: Approve the revised timetable for the development of the Epping Forest Management Plan, including the period of public consultation as per Appendix 1. Approve the text of the Management Plan Consultation Phase 1 document (Appendix 3) for public consultation. Costs associated with raising awareness of the Management Plan (as per Appendix 1) and analysing the results will be met from the local risk budget. This option would be an outward expression of the Conservators' commitment to caring for the Forest and involving the public in its management and meet the Epping Forest Statement of Community Involvement. This option is therefore **recommended**.

26. Option 2: Do not approve the revised timetable or the draft Management Plan Consultation Phase 1 document. This option would delay the development of a new Management Plan for the Forest further and is therefore **not recommended**.

Proposals

27. Subject to approval, the Epping Forest Management Plan Phase 1 consultation will take place over a 12 week period from 22 June 2015 to 14 September 2015 in line with the Statement of Community Involvement.
28. In addition, notice of the consultation will be given at least 4 weeks prior to the beginning of the consultation period, both online and in the press.
29. Throughout both the notice period and the consultation period, staff will raise awareness of the consultation in a wide variety of ways, including paid advertisements, visitor engagement and a social media campaign, as outlined in Appendix 1. Staff and volunteers will also maintain a presence at a series of local events to raise awareness among the wider community.
30. The results will be periodically monitored using INOVEM throughout the consultation. At the end of the consultation period, the results will be fully analysed and a consultation report produced and presented to the next meeting of your Committee.
31. Following discussion by your Committee, Officers will use the results of the consultation to inform the preparation of the draft Management Plan for Epping Forest in line with the revised schedule.

Corporate & Strategic Implications

32. **City Together Strategy:** The Management Plan Consultation Phase 1 meets the vision of the City Together Strategy of the City of London as the Heart of a World Class City which protects, promotes and enhances our environment.
33. **Corporate Plan 2013-17:** The Management Plan Consultation Phase 1 meets the objective of the Corporate Plan to provide valued services to London and the nation.
34. **Open Spaces Business Plan 2014-17:** The Management Plan Consultation Phase 1 meets the third management priority in the Open Spaces Business Plan, to deliver the Epping Forest Management Plan. It also meets the strategic objective of 'widening and developing what we offer to Londoners through education, biodiversity and volunteering' and is in line with the departmental value of 'inclusion'.
35. **Statement of Community Involvement:** The City of London has committed to consulting on the forthcoming Management Plan throughout the production of the plan, including in the early stages of preparation, in Epping Forest's Statement of Community Involvement.

Implications

36. **Legal** - Section 2 of the Epping Forest Act 1878 and 1880 require the Forest to be managed and regulated. A publically accessible management plan is a key outward expression of this responsibility.
37. While it is good practice to consult with communities and, as a charity, engage with our beneficiaries, there is no legal responsibility placed on the Conservators to carry out a consultation when drafting a management plan. It is, however, required, under the Town and County Planning (Local Development) (England) Regulations 2006 (as amended by the Localism Act 2010 and the National Planning Policy Framework 2012), to enable elements of the plan to be potentially adopted within the Development Plan Document Frameworks of the neighbouring local authorities. This would support the Conservators in the effective regulation and management of the Forest.
38. **Financial** – INOVEM Consult, the online consultation platform that will be used in the consultation process, has already been procured. The annual fee for continued use, support and maintenance is £7,500, which is met from the local risk budget.
39. There will be some costs associated with raising awareness of the consultation, totalling approximately £16,200. This will be met from the local risk budget.
40. The Management Plan Consultation Phase 1 will require significant staff time. Any additional staff costs will also be met from the local risk budget.

Conclusion

41. It is critically important that the future management plans for Epping Forest recognise and acknowledge public aspirations for both policy and practice in future management activity.
42. Demonstrable public engagement with a wide range of the charity's beneficiaries will help inform policy development and prioritisation, while also providing the best opportunity for wider adoption by partner authorities.

Appendices

- Appendix 1 – Stakeholder analysis and engagement plan
- Appendix 1 – Draft structure of the Epping Forest Management Plan Phase I Consultation
- Appendix 3 – Draft Management Plan Phase 1 Consultation document

Background Papers

March 2013, 'Epping Forest Management Plan (Phase 1 Consultation)' – Epping Forest Management Plan Steering Group

'SEF 30/13: Epping Forest Management Plan (Phase 1 Consultation)' – Epping Forest and Commons Committee

July 2013, 'Epping Forest Management Plan Phase 1 Consultation' – Epping Forest Management Plan Steering Group

March 2012, 'Statement of Community Involvement – Update' – Epping Forest and Commons Committee

'SEF 22/11: Epping Forest Statement of Community Involvement' – Epping Forest and Commons Committee

'SEF 28/09: Epping Forest Management Plan 2011 – 2021. Consultation and Publication Timetable' – Epping Forest and Commons Committee

Town and County Planning (Local Development) (England) Regulations 2006 (as amended by the Localism Act 2010 and the National Planning Policy Framework 2012)

Caroline Brown
Projects Officer

T: 020 8532 5311

E: caroline.brown@cityoflondon.gov.uk

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Appendix 1: Stakeholder analysis and engagement plan

	Low	Level of interest	High
Low	<p>A: Proactively engage</p> <ul style="list-style-type: none"> Wider resident population Local businesses Local recreational interest groups Local resident and community associations Local historical societies Local schools Local Parish Councillors Local faith groups National and regional interest groups Thames Water Essex Police and London Metropolitan Police London Garden History Society Essex and London Wildlife Trusts Lee Valley Park National Trust RSPB Woodland Trust Heritage Lottery Fund 		<p>B: Actively engage</p> <ul style="list-style-type: none"> Regular Forest users and Forest Centre visitors Friends of Epping Forest Friends of Wanstead Parklands Friends of Wanstead Flats Lakehouse Lake Project Epping Forest Conservation Volunteers Epping Forest Centenary Trust WREN group Epping Forest Riders Association West Essex Archaeological Society Licence holders, wayleave holders and tenants Commoners Volunteers Field Studies Council Suntrap
	<p>C: Maintain engagement</p> <ul style="list-style-type: none"> City of London (Guildhall) officer stakeholders Local MEPs Local MPs Local Councillors Local Ward Councillors London Borough of Newham London Borough of Waltham Forest London Borough of Redbridge Epping Forest District Council Essex County Council 		<p>D: Key audiences</p> <ul style="list-style-type: none"> Epping Forest and Commons Committee Open Spaces Directorate Epping Forest staff Natural England Historic England Environment Agency
High			

For a full list of organisations to be consulted, see the Statement of Community Involvement

Engagement Plan

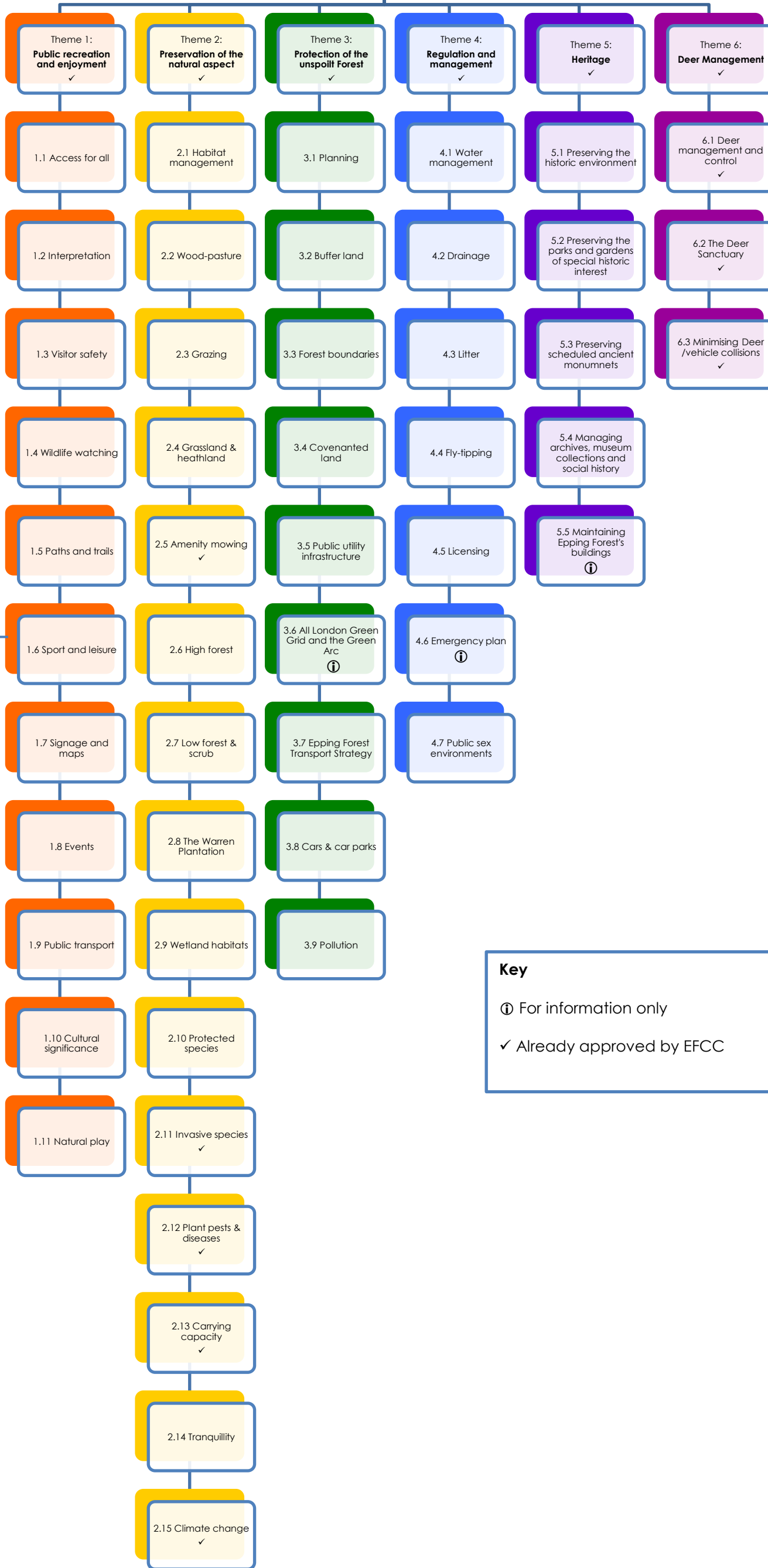
Consultation Phase	Start Date	End date
Notice Period	24 May 2015	21 June 2015
Online Consultation Live	22 June 2015	14 September 2015

Media	Method	Date	Target audience	Cost	Other relevant information
Publications	Forest Focus (Spring)	May 2015	B	No additional cost	
	LEAFlet (staff and volunteer newsletter)	May 2015 Summer (TBC)	Volunteers & D	No additional cost	
	Press release	May 2015	A, B & C	No additional cost	
	Leaflets	W/C 25 May 2015	A & B	£415	Print run of 15,000. For Epping Forest Centres and Local Access buildings e.g. Libraries and Community centres
	Posters in public areas	W/C 25 May 2015	A & B	£300	Print run of 1,000 A4 and 1,000 A3 posters. Forest and public notice boards
Web/Online	City of London Website 'consult' page	24 May 2015	A & B	No additional cost	www.cityoflondon.gov.uk/eppingforrestconsultations Direct to the consultation portal
	Emails to current consultation database members	22 June 2015 24 July 2015 19 August 2015 4 September 2015	B	No additional cost	Email monthly to raise awareness and remind, if not completed
	Twitter	Weekly	A & B	No	Interesting observations or facts

				additional cost	with links to consultation. Organic rather than promoted tweets.
	Facebook	Weekly	A & B	£400	Facebook advertisements targeted at local residents and people expressing an interest in the Forest.
	Content on other local interest sites	When available	A & B	No additional cost	Encourage all SCI stakeholder groups to publicise via their website
	City of London Staff Intranet	22 June 2015 19 August 2015	C & D	No additional cost	
Events	Staff briefings	29 April 2015 22 July 2015	D	No additional cost	
	Forum Meetings	Various (TBC)	B	No additional cost	
	Events roadshow	13 June 2015: Chingford Village Festival 23 June 2015: Friends of Epping Forest AGM 27-28 June 2015: Waltham Abbey Town Show 5 July 2015: Epping Town Show TBC: Theydon Bois Donkey Derby 11 July 2015: Highams Park Day 18 July 2015: Music in the Park 15-16 July 2015: Chingford Big Weekender 24 August 2015: Copped Hall Open Day 31 August: Wanstead Flats Fair 4 September: Chingford Plain Fair	A	£65 in stall costs £1000 in additional staffing costs	To promote the Forest, the consultation and gather contact details of those interested in participation. Staff will also target City of London events during the consultation period.
Advertising	Pop-up banners for events (x2)	May 2015	A & B	£170	
	Rail and underground advertising campaign	July 2015	A	£5000	Targeted at Forest stations
	Bus advertising	June – September 2015	A	£7000	Targeted at local buses

	campaign				
Incentives	Prize giveaways to encourage response	June – September 2015	A & B	£450	One giveaway per week. 8 prizes targeted at specific recreational user groups (cyclists, horse riders, golfers, footballers, runners, anglers, walkers and dog walkers), 1 targeted at families, 1 targeted at wildlife enthusiasts, 1 targeted at heritage enthusiasts, remainder targeted at general users. Custom stickers to give to children at events and Forest Centres. Incentives to be advertised on the website, social media feeds, in Forest Centres and by targeting user groups.
Digital inputting	iPads with 3G	May 2015	All	£872	2 iPads to facilitate user registration on the online consultation portal at events and in Forest Centres
Drop-in sessions	Displays at Forest venues	4-5 July 2015: The Temple 18-19 July 2015: High Beach Forest Centre 24-26 July 2015: Harrow Road 27 July – 2 August: The View 15-16 August: The Temple 22-23 August 2015: High Beach Forest Centre 5-6 September 2015: The Temple 7-13 September 2015: The View	A & B	£500 plus any additional staff costs	Small display introducing the Forest, the consultation and the six key themes, with a call to action to respond to the consultation online
	Supported online access sessions	By appointment	A & B	Some additional staff costs	For those who do not have access to the internet at home or who feel uncomfortable answering an online survey
Correspondence	Letters and emails to key stakeholders	22 June 2015	B & C	£20	To arrive at beginning of consultation period
				£16,192	

Epping Forest Management Plan Consultation



Key
 ⓘ For information only
 ✓ Already approved by EFCC

Strands

- 1. Finances & Resources
- 2. Visitor Experience
- 3. Sustainability
- 4. Health & Safety (H&S)
- 5. Equality
- 6. Lifelong Learning
- 7. Equality
- 8. Training
- 9. Accessibility
- 10. Volunteering
- 11. Public Involvement
- 12. Communications, Information & Marketing
- 13. Partnerships

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