



## Epping Forest & Commons Committee

**Date:** MONDAY, 16 JANUARY 2017  
**Time:** 11.30 am  
**Venue:** COMMITTEE ROOM - 2ND FLOOR WEST WING, GUILDHALL

**Members:** Philip Woodhouse (Chairman)  
Graeme Smith (Deputy Chairman)  
Alderna Ian Luder (Ex-officio Member)  
Deputy Stanley Ginsburg  
Alderman Sir Paul Judge  
Deputy Catherine McGuinness  
Sylvia Moys  
Barbara Newman  
Virginia Rounding  
Jeremy Simons

*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 Tel: 020 7332 1434**  
**Natasha.Dogra@cityoflondon.gov.uk**

**Lunch will be served in the Guildhall Club at 1pm.**  
**N.B. Part of this meeting may be the subejct of 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. **TERMS OF REFERENCE OF THE COMMITTEE**  
The Committee are invited to agree the attached Terms of Reference.  
**For Decision**  
(Pages 1 - 2)
4. **RESOLUTION OF THE POLICY & RESOURCES COMMITTEE**  
Report of the Town Clerk.  
**For Decision**  
(Pages 3 - 4)
5. **SCHEDULE OF VISITS 2017**  
The Committee are invited to note the schedule of visits for the ensuing year.  
**For Information**  
(Pages 5 - 6)
6. **MINUTES**  
To agree the minutes of the previous meeting.  
**For Decision**  
(Pages 7 - 14)

### Burnham Beeches & The Commons

7. **SUPERINTENDENT'S UPDATE**  
Report of the Superintendent of 'The Commons'.  
**For Information**  
(Pages 15 - 20)
8. **REVIEW REPORT: DOG CONTROL ORDERS AT BURNHAM BEECHES**  
Report of the Superintendent of 'The Commons'  
**For Information**  
(Pages 21 - 86)
9. **FUTURE OPTIONS FOR THE DOG CONTROL ORDERS AT BURNHAM BEECHES**  
Report of the Superintendent of 'The Commons'.  
**For Decision**  
(Pages 87 - 92)

## Epping Forest

### 10. SUPERINTENDENT'S UPDATE

Report of the Superintendent of Epping Forest.

**For Information**  
(Pages 93 - 128)

### 11. EPPING FOREST BUFFER LAND - INTERIM DEER MANAGEMENT ARRANGEMENTS

Report of the Superintendent of Epping Forest.

*Appendix 1, Epping Forest Forum petition regarding Deer management, was delivered to Director Open Spaces 16 December 2016 and can be viewed by Members upon request, due to the size of the document.*

**For Decision**  
(Pages 129 - 134)

### 12. EPPING FOREST LICENCE AND PRODUCE CHARGES 2017/18

Report of the Superintendent of Epping Forest.

**For Decision**  
(Pages 135 - 150)

### 13. QUESTIONS ON MATTERS RELATING TO THE WORK OF THE COMMITTEE

### 14. ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT

## Part 2 - Non-Public Agenda

### 15. 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.

### 16. NON-PUBLIC MINUTES

To agree the minutes of the previous meeting.

**For Decision**  
(Pages 151 - 154)

### 17. CHINGFORD GOLF COURSE CADDIE HOUSE - LETTING

Report of the Superintendent of Epping Forest.

**For Decision**  
(Pages 155 - 162)

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

### 19. 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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### 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

- 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) Philip 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:-  
Coulsdon 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 or groups as are considered necessary for the better performance of its duties, including for the following areas:-  
Ashted Common  
Burnham Beeches and Stoke Common  
Epping Forest  
West Wickham, Spring Park and Coulsdon Common
- (d) to express views or make recommendations to the Open Spaces and City Gardens Committee for that Committee's allocation of grants which have relation to Epping Forest and Commons, in line with annual funding and priorities agreed by the Resource Allocation Sub (Policy and Resources) Committee").

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# Agenda Item 4

TO: **EPPING FOREST & COMMONS COMMITTEE**

Monday, January 2017

FROM: **POLICY AND RESOURCES COMMITTEE**

Thursday, 15 December 2016

## **APPOINTMENT OF CHAIRMEN OF SUB-COMMITTEES**

Members considered and approved a report of the Town Clerk and Comptroller and City Solicitor regarding the appointment of Sub-Committee Chairmen.

### **RESOLVED – that:-**

- when a Chairman does not wish to exercise his/her right to be the Chairman of a Sub-Committee and wishes a specific Member to be appointed, Committees adopt a convention whereby the Chairman submits his nomination for Chairman and/or Deputy Chairman to the service committee for approval; and
- a resolution to this effect be circulated to all relevant Committees to endorse this convention.

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## Epping Forest & Commons Visits 2017

Date	Visit
13 <sup>th</sup> May	Committee visit to Epping Forest
1 <sup>st</sup> July	Committee visit to Kenley Common
9 <sup>th</sup> September	Committee visit to Epping Forest
18 <sup>th</sup> November	Committee visit to Epping Forest

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## **EPPING FOREST & COMMONS COMMITTEE** **Monday, 21 November 2016**

Minutes of the meeting of the Epping Forest & Commons Committee held at  
Committee Room - 2nd Floor West Wing, Guildhall on Monday, 21 November 2016  
at 11.00 am

### **Present**

#### **Members:**

Deputy Stanley Ginsburg  
Alderman Sir Paul Judge  
Deputy Catherine McGuinness  
Sylvia Moys  
Barbara Newman  
Philip Woodhouse (Chairman)  
Verderer Peter Adams  
Verderer Michael Chapman DL  
Verderer Richard Morris  
Verderer Dr. Joanna Thomas  
Jeremy Simons

#### **Officers:**

Natasha Dogra	–	Town Clerk's Department
Susanna Lascelles	–	Town Clerk's Department
Andy Barnard	–	Superintendent, The Commons
Esther Sumner	–	Open Spaces Department
Paul Thomson	–	Superintendent, Epping Forest
Jeremy Dagley	–	Open Spaces Department
Jo Hurst	–	Open Spaces Department
Alison Elam	–	Chamberlain's Department

### **1. APOLOGIES**

Apologies had been received from Virginia Rounding and the Director, Sue Ireland.

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

Deputy McGuinness declared an interest in the Epping Forest Centenary Trust.

### **3. MINUTES**

**Resolved** – that the minutes be agreed as an accurate record, subject to the following clarifications.

A Member queried the minutes under the item "request for the dedication of forest land to support Transport for London cycle improvements. The

Committee agreed that the minutes should read that “responsible cycling should be encouraged and carefully managed in the forest”.

A Member queried the minutes under the Superintendent’s update in relation to the Rotary Club’s proposal to plant crocuses on Theydon Green. The Committee agreed that this proposal was neither agreed nor encouraged and amended the minutes to read:

‘In response to a query regarding the Rotary Club’s proposal to plant crocuses on Theydon Green, as part of the ‘End Polio Now’ campaign, Officers noted that although the land was not part of the Site of Special Scientific Interest Members of the Committee were not in favour of this proposal and asked for this decision to be conveyed to both the Parish Council and the charity concerned, proposing use of highways land elsewhere in the village’.

#### 4. SUPERINTENDENT'S UPDATE

The Committee received an update from the Superintendent of Epping Forest informing Members of activities which had taken place in and around the Forest. Of particular note was significant works across the Forest to facilitate the restoration of wood-pasture; the increased costs of grass cutting due to substantial grass growth and a longer cutting period; the award of Museum Accreditation to the View Collection by the Arts Council; and the renewal of the coveted ‘Blue Badge’ Visitor Attraction and Quality Assurance Scheme at Forest visitor facilities. The Superintendent updated his report to recount the successful passage of the Open Spaces Bill through the Opposed Bills Committee on 15<sup>th</sup> November and the successful reception at Buckingham Palace for the Queen’s Commonwealth Canopy which was attended by the Chairman, previous Chairman, Director and Head of Operations.

It was also noted that there had been a 33% decrease to 263 fly tips this year in comparison to the previous year. Some 47% of the tips have occurred in or around Wanstead Flats. Members asked Officers to ensure that telephone numbers for lines which members of the public could call to report fly tipping should be publicised in the Forest Focus magazine.

Verderers asked Officers to ensure that they were invited to events such as unveiling of signs and plaques in and around the forest to which local Councillors were invited. Members agreed that this helped form good local relationships.

In response to a query, the Committee noted that the Garden Centre, Crown Hill application for 21 residential houses was refused on grounds including inappropriate development within the Green Belt. The scale of the proposal would result in the overdevelopment of the site. However, the site had been cleared, and concern was raised that a further application or appeal is expected for development at the site.

**Resolved** – that the update be received.

5. **EPPING FOREST TRUSTEE'S ANNUAL REPORT AND FINANCIAL STATEMENTS FOR THE YEAR ENDED 31 MARCH 2016\***

The Committee received the Trustee's Annual Report and Financial Statements for the Year Ended 31 March 2016 for Epping Forest.

**Resolved** – that the report be received.

6. **REVENUE & CAPITAL BUDGETS - EPPING FOREST 2016/17 & 2017/18**

The Committee received an update regarding the latest approved revenue budget for 2016/17.

Resolved – The Members:

- Reviewed the provisional 2017/18 revenue budget to ensure that it reflects the Committee's objectives and, if so, approve the budget for submission to the Finance Committee;
- Authorised the Chamberlain, in consultation with the Director of Open Spaces, to revise these budgets to allow for any further implications arising from Corporate Projects, departmental reorganisations and other reviews, and changes to the Additional Works Programme. Any changes over £50,000 would be reported to Committee.
- Agreed that if other Committees request that further proposals are pursued, that the substitution of other suitable proposals for a corresponding amount is delegated to the Town Clerk in discussion with the Chairman and Deputy Chairman of the relevant Committee. If the substituted saving is not considered to be straight forward in nature, then the Town Clerk shall also consult the Chairman and Deputy Chairmen of the Policy and Resources Committee prior to approving an alternative proposal(s).

7. **DEDICATIONS AND SPONSORSHIP IN EPPING FOREST**

Members noted that the Epping Forest visitor survey conducted between 2010 and 2015 indicated that Epping Forest held many strong and positive associations with peace, tranquillity and happiness resulting from public engagement with the open space. Given these associations a significant number of requests for commemorative items particularly benches and tree plantings were regularly received from the Forest's visitors, usually to reflect a loved one's connection with the Forest.

Officers suggested that a draft policy could offer ways to commemorate people or events over a fixed period in return for structured investments that were in keeping with both the natural aspect of particular places and planting and biosecurity policies, as well as securing an important additional source of income for investment in the Forest.

In response to a query regarding the maintenance costs, Members noted that all schemes provided sufficient income to cover initial capital costs, maintenance, repair and renewal where necessary as a contribution for reinvestment in the Forest of at least 25%.

Members raised concerns about the ability of the City to hold donations in a reserve fund that could exist across financial years to support maintenance and if necessary replacement. The Chairman agreed that it was important for the Chamberlain to identify a suitable solution for this matter, but asked the policy be adopted subject to the agreement of an appropriate mechanism.

The Committee were in agreement that Officers should be instructed to amend the wording of the policy to ensure that it did not read that photographs would be provided to members of public of “their” tree.

**Resolved** – that Members agreed:

- To approve the policy for Dedications and Sponsorship providing delegated approval for memorial and sponsorship requests in ‘managed areas’ within Epping Forest, subject to revisions regarding the description of individual sponsorships, a satisfactory arrangement for holding in trust the proceeds from donations and a further report on handling legacies.

This position would facilitate the public desire to invest in Epping Forest and will enable the City to access new funding sources for investment in infrastructure and landscaping projects.

- To delegate to the Director of Open |Spaces and the Superintendent of Epping Forest powers to approve requests for dedications and sponsorship in line with the draft Policy for Dedications and Sponsorship and in accordance with any approved charging schedule,

#### 8. **EPPING FOREST 5TH GRAZING MONITORING AUDIT REPORT**

The Committee were informed that cattle grazing took place across the Forest and Buffer Lands this year with an average number of 137 animals during the grazing season. The two main areas encircled with invisible fencing, Fairmead and Chingford Plain, were grazed through the summer until October. Two other Forest sites were also grazed and preparations to introduce cattle at three new sites from 2017 were completed. Warren Wood Slope, however, had to be cut by machinery due to lack of grazing this year.

In response to a query, Members noted that the Independent Grazing report focused on the Fairmead extensive grazing area and the need to ensure that cattle in the Forest could be managed extensively. The key points of the assessment were that the number of cattle remains insufficient for fully effective grazing due to a number of factors but that the range of sites being grazed and ready to receive cattle next year was encouraging. As grazing expands, new monitoring techniques allowing greater coverage would be considered within resource constraints.

In total during 2016 the cost of monitoring of grazing impacts by all consultants was £3,992, a reduction in expenditure of 64% from 2015, reflecting a significantly reduced monitoring effort in response to budget cuts.

**Resolved** – that Members:

- noted the observations of the 5<sup>th</sup> Annual Grazing Report.

- approved the change from an annual reporting cycle to a longer review period to allow the Superintendent to commission further reports from the Independent Assessor as appropriate and that a report be submitted regarding the grazing to the Committee in December 2018.

9. **PROPOSED RESPONSE TO SUDDEN OAK DEATH "RAMORUM" OUTBREAK AT THE WARREN PLANTATION, EPPING FOREST**

The Committee were informed that Sudden Oak Death, *Phytophthora ramorum*, or "Ramorum disease", had been discovered this year at The Warren Plantation following eight years of monitoring at Epping Forest. The most prolific infective host species is larch. Both of these species were present within Epping Forest at The Warren Plantation near the M25.

The disease was found in 3 Rhododendron shrubs at The Warren Plantation and a Statutory Plant Health Notice was issued requiring their immediate removal and the removal of surrounding bushes. This was implemented in early November. Members noted the future concerns about the control of the disease's spread and the main options available to The Conservators. The option for complete removal of the two best-known, non-native infective host species, namely larch and Rhododendron, from all Forest and Buffer Land sites is recommended.

Discussions ensued regarding the suitability of the options considered by the Committee. Some Members were of the view that option 3, the partial removal, high priority sites only be approved. Other Members considered option 4, the complete removal of larch at the Warren Plantation and all other Buffer Land locations was more appropriate given the high risk involved with the disease. Officers stated that they would encourage Members to approve option 4 due to the seriousness of the situation, particularly the risk of the further spread of the existing outbreak or any further reinfection.

Members were in agreement that regular updates should be submitted to the Committee. It was noted that the publicity regarding the outbreak and preventative work would need to be handled very sensitively and Officers from the Communications team would be requested to write a press release regarding the matter. Members agreed that it should be well publicised that the requirements of the current Statutory Plant Health Notice (SPHN) and any subsequent SPHN as served under the Plant Health (Order) England 2015 must be adhered to in all operations by staff and contractors. In addition, any clearance and tree work must receive the required consents and permissions under the other relevant legislation protecting the Special Area of Conservation, Site of Special Scientific Interest, Registered Parks and Gardens and Conservation Areas.

Members thanked all Officers involved for their hard work and dedication, and in particular paid tribute to the vigilance and ability of the Biodiversity Officer.

**Resolved** – that Members:

- Noted the requirements of the Statutory Plant Health Notice and the subsequent management actions taken;

- Approved the felling and removal of all larch plantings from the Buffer Lands;
- Estate with The Warren Plantation trees as top priority within this Financial Year;
- Approved the clearance of Rhododendron from *all* sites across the Forest as soon as practicable, with priority given to those closest to ancient Beech populations. Members approved option 4 (complete clearance) with overall support of the Committee but some Members of the Committee stated that they did not agree with this decision.

10. **EPPING FOREST DISTRICT LOCAL PLAN - PUBLIC CONSULTATION UNDER REGULATION 18**

The Committee noted that a 6-week consultation period for the Epping Forest District Local Plan had begun and would be completed by 12th December 2016. Members noted that the housing allocation for the District is for 11,400 houses of which over 2,800 were allocated within Epping and Loughton and up to 3,900 at Harlow. Officers recommended that the Committee delegated its authority to the Town Clerk, in consultation with the Chairman and Deputy, to make a comprehensive response on behalf of The Conservators to seek the optimum policies and allocations for sustainable development that would best protect the environment and natural aspect of Epping Forest and its Buffer Lands.

**Resolved** – that Members agreed to delegate authority to the Town Clerk, in consultation with the Chairman and Deputy Chairman, to make a response on behalf of The Conservators to the Epping Forest District Local Plan Regulation 18 Consultation.

11. **SUPERINTENDENT'S UPDATE**

The Committee received the report of the Superintendent of the Commons which updated Members on activities in and around Burnham Beeches and the Commons. Of particular note to Members was the Kenley Revival update; Members noted that the Project plan had been revised to make it more manageable and to focus on the outputs of the project. The next set of project themes to go to tender will be Interpretation which is the second largest capital spend. This would encompass the onsite signage and travelling exhibition inclusive of development, design, manufacture and installation. The aim was to tender by mid-November with returns due in January with work commencing in Spring 2017.

**Resolved** – that the update be received.

12. **ENVIRONMENTAL REPORT**

A written update was provided on the environmental and planning issues facing Burnham Beeches and Stoke Common.

**Resolved** – that the update be received.



13. **BURNHAM BEECHES AND STOKE COMMON TRUSTEE'S ANNUAL REPORT AND FINANCIAL STATEMENTS FOR THE YEAR ENDED 31 MARCH 2016\***

The Committee received the Trustee's Annual Report and Financial Statements for the Year Ended 31 March 2016.

**Resolved** – that the report be received.

14. **ASHTEAD COMMON TRUSTEE'S ANNUAL REPORT AND FINANCIAL STATEMENTS FOR THE YEAR ENDED 31 MARCH 2016\***

The Committee received the Trustee's Annual Report and Financial Statements for the Year Ended 31 March 2016.

**Resolved** – that the report be received.

15. **WEST WICKHAM COMMON AND SPRING PARK WOOD COULSDON AND OTHER COMMONS TRUSTEE'S ANNUAL REPORT AND FINANCIAL STATEMENTS FOR THE YEAR ENDED 31 MARCH 2016\***

The Committee received the Trustee's Annual Report and Financial Statements for the Year Ended 31 March 2016.

**Resolved** – that the report be received.

16. **REVENUE & CAPITAL BUDGETS 2016/17 & 2017/18**

The Committee received an update regarding the latest approved revenue budget for 2016/17. Overall the provisional Original budget for 2017/18 totals £2,539M, an increase of £391,000 compared with the latest approved budget for 2016/17. The main reasons for this increase is a £403,000 increase in the City Surveyor's additional works programme off-set by minor variances.

**Resolved** – that Members:

- Reviewed the provisional 2017/18 revenue budget to ensure that it reflects the Committee's objectives and, if so, approve the budget for submission to the Finance Committee;
- Authorised the Chamberlain, in consultation with the Director of Open Spaces, to revise these budgets to allow for any further implications arising from Corporate Projects, departmental reorganisations and other reviews, and changes to the Additional Works Programme. Any changes over £50,000 would be reported to Committee.
- Agreed that if other Committees request that further proposals are pursued, that the substitution of other suitable proposals for a corresponding amount is delegated to the Town Clerk in discussion with the Chairman and Deputy Chairman of the relevant Committee. If the substituted saving is not considered to be straight forward in nature, then the Town Clerk shall also consult the Chairman and Deputy Chairmen of the Policy and Resources Committee prior to approving an alternative proposal(s).

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

A Member raised a query regarding the 800<sup>th</sup> anniversary of the 1217 Forest Charter, following discussions with the Sherwood Forest Trust on the Saturday visit. The Superintendent advised that the City does not possess either the 1217 or 1225 versions of the Charter. A series of Epping Forest events were already planned for 1217 including a campaign to identify more Commoners. The Superintendent agreed to consult with the Chairman and the Remembrancer regarding the possibility of hosting an event to mark the occasion at Guildhall.

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

There was no urgent business.

**19. EXCLUSION OF THE PUBLIC**

**Resolved:** 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**

**Resolved** – that the minutes be agreed as an accurate record.

**21. LEASE RENEWAL**

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

**22. EPPING FOREST GRAZING EXPANSION PLAN CONTINUITY ARRANGEMENTS**

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

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

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

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

The Committee considered two urgent items of the Superintendent of Epping Forest.

**The meeting ended at 1:00pm**

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Chairman

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

<b>Committee(s):</b>	<b>Date(s):</b>
Epping Forest & Commons	16 <sup>th</sup> January 2016
<b>Subject:</b> Superintendent's Update	<b>Public</b>
<b>Report of:</b> Superintendent of 'The Commons'	<b>For Information</b>
<b>Summary</b>	
<p>This report provides a general update on issues across the nine sites within 'The Commons' division that may be of interest to members and is supplementary to the monthly email updates.</p>	
<b>Recommendation</b>	
<p>Members are asked to note the contents of this report.</p>	

## **Burnham Beeches and Stoke Common**

1. The winter work programme on 80 old pollards is now underway with clearance of scrub and trees around them to create space and give light to encourage growth after pruning works commencing January 2017.
2. All cattle are off the site and on various Autumn/Winter grazing pastures locally. The herd size has been increased to nine with three animals recently purchased locally from Odds Farm. All three cows are pedigree British Whites with good temperaments.
3. The end of season cut to push back scrub on the restored heath and edges of open grass at Burnham Beeches is complete. The cutting of sight lines on road edges has also been completed. Heathland mowing is underway to provide a mosaic of gorse and heather to benefit a wide range of species.
4. There were two public events; the autumn colours walk (15 walkers) and the monthly 'Simply Walk' (18 walkers). Rangers also led a walk for 70 children and staff from the local Farnham Common Junior School.
5. Acidic grassland restoration work is complete for 2016/17 with 20 man days felling of secondary birch woodland done.
6. The ever popular Christmas Carol service was held at the Burnham Beeches Café and the event was very well attended. Rangers and volunteers also provided the now traditional birch Christmas tree.

## **Stoke Common**

6. Contractors have replaced 550 metres of fencing on the eastern side of the main common.
7. A contractor was brought in to assist with heathland restoration works on the North Common, 20 person days covering 0.2 hectares of felling undertaken.
8. The Exmoor Ponies have been grazing on the West Common to target some of the gorse and break up compartments of even age structure. They will be moved to Black Park in January to graze the heathland there under licence with Bucks Country Council.
9. Rangers and volunteers provided the traditional birch Christmas Tree.
10. Stoke Common and Burnham Beeches volunteers and staff celebrated the winter solstice and Christmas period with an evening get together of food and games.

## **PARTNERSHIPS**

### **Kenley Revival update.**

11. The Conservation Works re-tender is now live with a deadline of 13th January. A site visit and procurement presentation was carried out on 8th December. We are currently awaiting clarification on the source of bricks which is now the responsibility of the project rather than the contractor in order to de-risk this element. The removal of asbestos from KC52 has been finalised with the contractor with a 'watching brief' to be delivered in tandem with works onsite. Unexploded Ordnance - also for a 'watching brief' is currently being drafted.
12. The Interpretation Works tender is now live with a deadline of 13<sup>th</sup> January. A site visit was held on Wednesday 5<sup>th</sup> December with 6 suppliers. The works require provision of up to 50 signs and includes the renewal of the 11 existing interpretation boards. It also includes the design and manufacture of the travelling exhibition.
13. The Tribute Relocation Works tender deadline was the 2nd December. Site visits were conducted on 15th and 17th November. Consent to appoint the preferred contractor was given by the Heritage Lottery Fund partners before Christmas.
14. Planning application decision by Croydon Council is still awaited. They have asked for further conceptual drawings. This is the largest risk to the capital works programme at this stage.

15. The Education Resource Designer re-tender was successful with Jade Design now appointed. They will deliver the self-guided walks, quiz trails, World War II display and loan boxes.
14. Human Resources has been flagged as the other significant risk to the project. The Project Board has sought advice from HLF with regards to restructuring the Activity Plan to accommodate more staff time. In this manner any additional staff costs can be met directly by the grant. This change has been approved by HLF.

### **The West Wickham and Coulsdon Commons**

16. Volunteers and staff put on their waders and cleared dense vegetation to restore some open water habitat at of the ponds in Stites Hill Wood, Coulsdon Common. If left unmanaged, ponds can quickly dry out as trees and grass remove the water that is so vital to the organisms which live within the pond. The ponds are home to a large population of breeding frogs and smooth newts. In spring 2017 an amphibian survey is planned at these ponds to improve our knowledge of amphibian populations.
17. The Kenley Volunteers have been clearing holly and coppicing hazel in the understory of the woodland between Main Common and Seven Acre. This will allow more light to reach the woodland floor encouraging more diverse ground flora. It will also help to protect the bigger oaks and beech trees which are important veterans, by reducing competition for light and space from the smaller trees.
18. Volunteers from the Pension Protection Fund in Croydon helped us continue work clearing scrub at the Grove on Coulsdon Common. They removed dense holly and hawthorn allowing sunlight to reach the ground for the first time in years. Their reward was to see warmth-loving red admiral and speckled wood butterflies basking in the dappled light. Hopefully the volunteers will return later this autumn to see the cattle grazing this pleasant area of wood pasture.
19. Volunteers from the London Open University Geological Society (LOUGS) spent a geo-conservation day at Riddlesdown quarry. They started clearing scrub to expose significant features for which the site is best known. The Riddlesdown Quarry is one of the few remaining Chalk exposures of the "*Lewes Nodular Chalk Formation*" in this part of the North Downs.
10. Archaeologists from Heritage England and our ranger team met at West Wickham Common to have a closer look at the earthwork. We discussed opportunities for a community dig to investigate the history of the West Wickham Common earthwork. There are many unanswered questions about the earthwork. There is speculation it might have been an unfinished Iron Age Hill Fort, part of a medieval field system or used as an artificial warren. The West Wickham community dig will be a community focused project which aims to answer some of these questions. It will give the local community the

opportunity to be involved in digging test trenches on the earthwork under professional supervision. Furthermore participants can be involved in working with the archaeological finds from these investigations. This is a joint project with Heritage England. £1,500 has been identified from local risk to meet the costs of the volunteer involvement.

21. Successful events at the WW&CCs included-

- **Fungi Walk on Coulsdon Common:** Local expert Jane Mclaughlin led yet another fantastic walk around Coulsdon Common looking at the huge variety of Fungi that can found here. Autumn is the best time for year for finding fungi and a total of 37 species were found in our 2 hour walk including; False Deathcap, Giant Polypore, Chicken of the Woods and Yellow Stagshorn.
- **Rudolph the Reindeer:** Families came to the Merlewood Estate Office to participate in the Rudolph the Reindeer event. The families were welcomed by our giant Rudolph in front of the office. We had a festive afternoon where the families had the opportunity to create their own small wooden Rudolph out of materials from the Commons.
- **Meet the Ranger** at West Wickham Common 20<sup>th</sup> November
- **Fire lighting and den-building** with the ranger, Riddlesdown Common 19<sup>th</sup> November.
- **A Christmas Trail** with the rangers on Kenley Common 11<sup>th</sup> December.

**Ashtead Common**

22. 1014 volunteer hours were achieved in October bringing the total to over 9000 for the year. This month's figures included contributions from a corporate group from Exxon Mobil and the Lower Mole Partnership.
23. The winter work programme is progressing well, with veteran tree, scrub management and ride/ firebreak works in full swing.
24. The Ashtead Team have been exploring potential partners to provide conservation grazing from next year onwards. A continuation of the existing arrangement using animals from the Merlewood herd was considered alongside two new potential providers: a local farmer specialising in conservation grazing and the Surrey Wildlife Trust. A partnership with Surrey Wildlife Trust is considered to be the best option due to their developing knowledge of the 'Dog Fence' invisible fencing system, and excellent risk management arrangements. The likely annual cost will be £4,000.
25. An invitation to tender has been issued to install a new water supply to the north-western part of the Common. This will feed drinking troughs in that area,

and potentially further across the common as low intensity conservation grazing is expanded in future years.

## **Support Services**

26. The Support Service's Team has had a busy period assisting with organising various Halloween and Christmas themed events including pumpkin carving, 'Carols at the Cafe', 'Make your own Rudolph' and various Christmas trails. All have proven to be incredibly popular with the local community.
27. Long term sickness absence continues with two members of staff continues to be of concern
28. The team organised and hosted the Open Spaces staff visit to Burnham Beeches and participated in the day which concluded with a session hosted by the Department Learning Team's on the theme of 'Learning through play'.
29. The PA to the Superintendent, and the Support Services Officer at Merlewood Estate Office have completed their probation and have now joined the team on a permanent basis.
30. The Conservation Ranger at Coulsdon Common has retired and the future use of this post is being considered before being re-advertised.
31. An Ashted Ranger resigned his post which is currently being advertised

## **INCIDENTS**

### **Burnham Beeches**

32. Dog Control Orders (DCO) – a local dog walker has been sent a final warning letter regarding dog control. Further incidents will lead to a Fixed Penalty Notice.
33. DCO, Byelaw and Physical/Verbal abuse – a local dog walker was seen to breach two DCO's as his dogs were chasing deer, he refused to give identification details and verbally abused a member of staff who witnessed and dealt with the offences. The matter is currently with the City Solicitor and Thames Valley Police. The serious nature of the offences means that it is not appropriate to take the Fixed Penalty Notice route for the DCO offences but to deal with the matter in a Magistrates Court. The offender has been sent a letter warning of the City's intention to prosecute. The offender has previously, repeatedly and actively objected to the introduction of DCO's on the site.
34. A vehicle was found to be blocking access to Sir Henry Peeks Drive. The owner was spoken to.
35. Entry was gained to a vehicle on Lord Mayors Drive car park. No contents were stolen.

36. 4 car park machines were vandalised in early December. They were made operational by the rangers with final repairs undertaken by the service contractor.

### **Ashtead Common**

37. An accident involving a tree surgery contractor caused minor injuries to two members of the public. The accident was fully investigated by both the contractor and the City Corporation. A number of improvements in the contractors' safety systems including more training for operatives and investment in communications equipment have been undertaken.

### **The West Wickham and Coulsdon Commons**

38. A large number of gas canisters & oxyacetylene tanks were fly tipped on the bridleway along the Western boundary of the Grove, Coulsdon Common. The tanks were removed to the estate yard for collection by a licenced waste contractor at a cost of £2,500.
39. The main Merlewood Estate Office gate was hit by a minibus that was turning in the driveway. The driver had become blinded by the low sun and failed to see the gate in his mirrors. The minibus company have agreed to pay for the damage to the gate which included the replacement of a sensor.

### **FILMING, MAJOR EVENTS AND OTHER ACTIVITIES**

40. Filming took place for 2 days for the Christmas Special of the BBC comedy "Outnumbered" which was screened on 26 December 2016.

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<b>Committee(s):</b>	<b>Date(s):</b>
Epping Forest and Commons Committee	16 <sup>th</sup> January 2016
<b>Subject:</b> Review Report: Dog Control Orders at Burnham Beeches	<b>Public</b>
<b>Report of:</b> Superintendent – The Commons	<b>For Information</b>
<b>Summary</b>	
<p>At the September 2014 meeting of this committee Members approved the introduction of Dog Control Orders (DCOs) at Burnham Beeches commencing 1<sup>st</sup> December 2014. As part of that approval the Superintendent was required to produce an update report in July 2016 and a ‘full review’ in January 2017. The purpose of each report being to investigate the impact and effectiveness of DCOs on the site.</p> <p>This report meets that final requirement and summarises the main findings of the data collected during the two year period commencing the introduction of DCOs i.e. 1<sup>st</sup> December 2014 until 1<sup>st</sup> December 2016. Background information can be found in the appendices to this report.</p> <p>The data indicates that, since the introduction of DCOs at Burnham Beeches:</p> <ul style="list-style-type: none"> <li>• The number of dog related incidents reported annually has declined sharply</li> <li>• Schedule 2 (Dogs on Lead) has provided greater reductions in dog related incidents than Schedule 3 (Dogs off Lead)</li> <li>• Annual visitor numbers have increased and are currently stable</li> <li>• Annual car numbers decreased and are currently stable</li> <li>• Annual dog numbers decreased and are currently stable</li> <li>• Site income shows no directly attributable reduction. Donations remain buoyant.</li> <li>• Neighbouring open space property managers do not report an increase in dog related issues or numbers.</li> </ul> <p>Officers are encouraged by the demonstrable improvement in dog related behaviours at Burnham Beeches since the introduction of DCOs.</p> <p><b>Recommendation(s)</b></p> <p>Members are asked to:</p> <ol style="list-style-type: none"> <li>1. Note the contents of this report.</li> <li>2. Take its findings into account when considering the related report seeking approval to authorise the Superintendent to consult on extending the DCOs at Burnham Beeches beyond November 30<sup>th</sup> 2017.</li> </ol>	

## Main Report

### **Background**

1. On the 9th September 2014 meeting of this committee Members approved the introduction of the following Dog Control Orders at Burnham Beeches.  
See Appendix 1. Map - DCO Schedule Areas.

**Schedule 1.** Fail to remove dog faeces. To be applied across the whole site.

**Schedule 2.** Fail to keep a dog on a lead in an area so designated. To be applied across 59% of the site.

**Schedule 3.** Fail to put and keep a dog on a lead when directed to do so by an authorised officer. Maximum lead length to be 5m. To be applied across 41% of the site.

**Schedule 4.** Permit a dog to enter land from which dogs are excluded. To be applied only to land covered by the existing zone around the Burnham Beeches café since 2007.

**Schedule 5.** Take more than 4 dogs on to the land. To be applied across the whole site.

2. Members requested that the Superintendent produce a DCO update report in July 2016 and a review report in January 2017 so that they may assess the impact and effectiveness of DCOs at the Beeches. To provide an assessment framework staff at Burnham Beeches devised a monitoring programme.
3. The summary data collated during the monitoring period is set out in the remainder of this report in three distinct sections.
4. Further details are provided in **Appendices 2 – 5** which should be referred to for all supporting Charts, Tables.

**Section 1 – Findings of the 2016 Visitor numbers survey.** NB. All data quoted in Section 1 is based on the moving average across the year.

5. Visitor number surveys have been carried out on an occasional basis (approximately every 6 years) since 2002/03. Each survey takes the form of a series of observation days at set access locations spread throughout the year. These observation sessions collect visitor and dog numbers per car and pedestrian, horse rider, cyclist and wheelchair user numbers. This data is then 'fed' into a site specific statistical model that uses the total number of cars counted into the site by the automated traffic counter on Lord Mayors Drive, to calculate how visitor numbers vary over time.
6. The 2015/16 visitor numbers survey has recently been completed and shows some interesting trends that are helpful in teasing out the effect of the various changes in management to the site over the extended monitoring period.
7. The introduction of DCOs is not the only factor when interpreting annual visitor, dog and car numbers to the Beeches. Other factors such as the introduction of car park charges and their subsequent increase, as well as weather patterns must be also be considered when interpreting change.

### **Annual vehicle numbers 2008 – 2016. CHART A.**

8. Data indicates that vehicle numbers per annum were at their highest in 2009/10 and had started to decline just before the introduction of car park charges in 2011. The decline steepens after car park charges were introduced and reached their lowest point in 2013 when they increase slightly before commencing a shallower decline in mid 2014 i.e. prior to the introduction of DCOs.
9. This very shallow decline continues after the introduction of DCOs with the main reduction mainly occurring some 7 months after the date that DCOs were introduced. This decline continued after the increase in car park charges introduced in April 2016 and now appears to have stabilised.
10. As will be noted below visitor numbers have increased as car numbers have fallen. The underlying data indicates a modal switch when visiting the site from car use to walking and cycling. This is beneficial to the local environment (less traffic, air pollution etc.) but makes the delivery of income targets harder to achieve. Overall, the current situation seems to be a helpful improvement.

### **Estimate of annual visitor numbers. 2008 – 2016. CHART B.**

11. Visitor numbers rose and peaked in 2010/11 at around the time that car numbers peaked. They then fell quite steeply when car park charges were introduced in 2011 and stabilised in mid 2012.
12. Visitor numbers began to increase at the point that DCOs were introduced and then peak at the time that car park charges were increased from £2/day to £3/day. At the present time annual visitor numbers appear to be stable.
13. A statistical analysis of the data shows a correlation between visitor numbers and sunshine (more sunshine = more visitors). Therefore, visitor numbers may fluctuate according to the clemency of a particular long term weather pattern irrespective of local management activity.

### **Estimate of annual dog numbers 2008 – 16. CHART C.**

14. Annual dog numbers to the site peaked in 2010/11 and broadly followed the same decline as visitor and car numbers at which point they stabilised. They fell again less abruptly when DCOs were introduced with the decline stabilising approximately one year later. Dog numbers remain stable and show some slight sign of further growth.
15. This pattern may indicate a loss of a small number of regular dog walkers and the slight increase either by their subsequent and partial return or replacement by an influx of new dog walkers.
16. Estimates of dog numbers prior to 2010 are less reliable as, until that time, they were based on what could be seen as the car was driven past. Since 2010 all cars have been stopped and dog numbers have been manually counted. Other factors such as the introduction and/or increase in car park charges at neighbouring open spaces at this time may also have led to an increase in dog walkers at the Beeches where parking remained free until August 2011.

17. The combined data indicates that, along with car numbers, dog numbers have decreased at a time when visitor numbers have increased. The data indicates that car park charges have longer term impact on visitor and dog numbers than the introduction of DCOs in 2014 although it is difficult to conclusively separate their combined and various impacts.

## **Section 2. Outcome of monitoring programmes to date. TABLES 1-9 and CHARTS D - M**

19. This section looks at dog related incident's across prior to and since the introduction of DCOs and builds upon the report to this committee of July 2016.
20. Since the introduction of DCOs Rangers have adjusted their patrol activities slightly to facilitate the consistent reporting of incidents and to generally improve their visibility to all site visitors. For example, the Rangers now carry the DCO explanatory leaflets with the instruction to use for any DCO offence. They also carry out the transect walks mentioned later in this report.
21. The data is complex but the 'headlines' are shown below and generally indicate that:
  - a. There has been a sharp decline in the number of both 'nuisance' and 'serious' DCO approaches reported each year to maintain.
  - b. This decrease is reflected across all DCO Schedules.
  - c. Of a total of 1001 DCO challenges carried out a very small number (5.7%) have had a negative response from the visitors concerned.
  - d. The majority of challenges involve 'dogs off lead' in the Schedule 2 area and whilst the percentage of this type of offence has remained broadly constant, the actual number of incidents has seen a major reduction.
  - e. There has been a sharp decline in 'serious incidents' on the site with no 'serious' DNUEC (Dogs Not Under Effective Control) incidents in the Schedule 2 (dogs on lead) area. All that have occurred have done so in the Schedule 3 (dogs off lead area).
  - f. The number of lost dogs reported or otherwise dealt with by staff has decreased.
  - g. Many 'improvements' in dog related behaviours appear to have started during the DCO consultation period i.e. shortly before their formal introduction.

### **DCO Signage.**

22. 43 DCO signs have been vandalised and replaced over the period. Whilst this is 4 more than in the July 2016 report the number of incidents has dwindled significantly following assistance from site visitors and ranger activity. Each sign costs approximately £12 to purchase and erect on site. The total cost of vandalism is approximately £516.

### **Number of Fixed Penalty Notices (FPNs) Issued for DCO offences.**

23. No FPNs were issued at the time this report was drafted. Five people (an increase of 2 since July 2016 report) have received final warning letters and

will be issued with an FPN (or will appear in court) if found to be in breach of any DCO. One of these individuals has recently been informed of the City's intention to seek a prosecution for very serious Byelaw and DCO offences. One person's details are being traced so that they may also receive a final warning letter.

24. Given that the site has welcomed over 300,000 dog visits during the monitoring period the extremely low use of FPN's or Magistrates Court is a welcome outcome and indicates that the Dog Management Strategy and Enforcement Protocols developed and implemented by Officers are working in an effective, fair and proportionate manner.

### **Use of Dog Bags**

25. Use of dog bags provided by the City at the site can act as a rough monitor of the level of dog walking at the Beeches although figures can be distorted by periods where individuals take large numbers of bags for use elsewhere. During the initial DCO period use of dog bags fell to levels last recorded in 2012/13. This equates to the potential loss of around 40 - 50 regular dog walkers from the site. That reduction appears to have been temporary as dispenser records since April 2016 indicate that numbers are returning to and may soon exceed their previous high.

### **Dog Mess incidents**

26. There has been a dramatic reduction in dog mess found on site since the introduction of DCOs. This effect is most marked in the Schedule 2 area where dogs are required to be on lead at all times.
27. There is some indication that more dog mess is left on site in the winter period when daylight hours are. This 'effect' may be due to the relative difficulty of monitoring dog behaviour in darker conditions perhaps indicating a further benefit concerning the use of leads under these conditions.

### **Transect Data – Compliance with Schedules 2 and 3. Table 10 and Appendix 4.**

28. Two transects were designed by the site's Conservation Officer that could be walked as either a single long transect or two shorter ones. They cover both Schedules 2 and 3 and are designed to indicate compliance levels for each schedule.
29. Data sitting beneath the headline figures for Schedule 2 (dogs on leads) indicates that the lowest compliance was recorded during the earliest transects i.e. closest to the introduction of DCOs. Compliance levels thereafter appear to improve significantly over time with a slight increase in non-compliance in the last 12 months. The level of compliance remains high (currently fluctuating between 100 and 67%) with the lower figure perhaps reflecting the occasional need to raise the Rangers' presence.
30. Data for the Schedule 3 (dogs off lead) area indicates a higher level of dogs being kept on lead than anticipated. The reasons for this would benefit from further study

**Section 3 – Issues and concerns raised during the 2014 DCO consultation process. TABLES 11-17 and CHARTS N-Q**

31. A range of concerns were raised by the public during the DCO consultation period in 2014. These are now examined and compared to the data gleaned during the monitoring period.

***A. Concentrating dogs on the Main Common and Café area (Schedule 3, dogs off leads) will see an increase of incidents in these busy areas.***

32. The data indicates a reduction in reported incidents in the Café and Main Common Areas following the introduction of DCOs. These areas are both within the Schedule 3 'Dogs off Lead' area.

33. It is evident that the overall, dog behaviour across all parts of the Schedule 2 and 3 areas have improved.

34. The underlying data also indicates a reduction (to zero) of incidents in the other busy areas around the ponds and easy access paths. These areas are within the Schedule 2 'Dogs on Lead Schedule'.

***B. Dog walkers will show a preference for the Schedule 3 (Dogs off leads) area***

35. A survey was conducted in 2016 to indicate patterns of visitor activity. This allows a comparison of similar data (not exact) collected in 2013.

36. A random sample of visitors were given GPS devices (or filled in paper maps) and their movements were tracked across the site during their visits. Visitors were also asked a few standard questions to facilitate data analysis.

37. Whilst the lengths of routes walked between 2013 and 2016 remain very similar the data indicates that the western side of the site (dogs on leads) appears to be used slightly less than it was pre DCOs with the balance appearing in the eastern side (dogs off leads). Some dog walkers clearly prefer to use the Schedule 3 area so that their dogs may be exercised off lead. However, many other dog walkers continue to use the Schedule 2 (dogs on leads) area.

***C. Dog Walkers will leave Burnham Beeches and use other local open spaces.***

38. It was suggested by some that dog walkers would 'desert' the Burnham Beeches and any associated problems would move to other local open spaces. This was of particular concern to local Councillors.

39. When compared to a similar survey in 2013 the 2016 GPS survey indicates that the percentage of dog walkers using the site has remained generally constant. However the visitor numbers survey indicates a decrease in dog numbers and an increase in visitor numbers so it seems that the picture is complex and that it is difficult to draw conclusions on this matter for the time being. However, in general the data suggests that any loss of regular dog walkers from the Beeches has been low and is currently stable.

40. To further investigate this issue the main local open spaces were recently contacted in May 2016 and again in December 2016 to seek any observed changes since the introduction of DCOs at Burnham Beeches:

A. Buckinghamshire Country Council - Black Park Country Park, Langley Park and Denham Park.

- i. Have not reported any significant displacement of dog walkers to their sites since December 2014 nor do they report any increase in dog related incidents/issues.
- ii. Black Park reports an increase in commercial dog walkers during the period i.e. people bringing over 4 + dogs. The site aims to introduce a licensing scheme to manage this activity. Burnham Beeches Rangers' have not noted a marked reduction in commercial dog walking at the site. Other recent influences that might explain this increase are the licensing of commercial dog walkers at the Royal Parks and parking restrictions at Windsor Great Park.
- iii. There has been a drop in reports of lost dogs and dog on dog incidents.

B. The National Trust - Cliveden

- i. Visitor numbers have not shown an increase over last 3 years
- ii. Commercial Dog walking is not allowed however they report an increase in this activity since the introduction of DCOs at Burnham Beeches. The NT's dog policy will be re-launched and will emphasise rules concerning commercial dog walking.
- iii. Anecdotally the Trust's managers feel that they have seen an increase in dog numbers in recent years but not suddenly over the last couple of years – just a gradual year on year increase.

**D. *'Reputational harm' will be caused to the City if DCOs are introduced'***

41. The number of comments received over the two year reporting period is very low (38) and decreasing further with the passage of time.
42. The number of complaints outweighs the neutral and supportive comments although some of this difference is due to the incidence of repeat complaints from the same individuals.
43. Press activity since the introduction of DCOs has been extremely low (1).
44. Visitor feedback from the 60 second surveys shows a relatively small response concerning dog issues at Burnham Beeches since the introduction of DCOs on the site. The data sitting beneath these figures indicates that those comments 'for' and 'against' the introduction of DCOs remain quite balanced with increasing support for DCOs during 2016/17.

**E. *Income to the site will fall dramatically due to fewer visitors to the site.***

Car Park income – donations via car park machines during normal weekdays

45. Donations to the charitable activities of the site via the car park machines have stayed remarkably consistent over the last 5 full years with donations in 16/17 being higher than in the previous three years.

### Car Park Income – Charges for parking at weekends and Bank Holidays

46. Car numbers have been in decline since 2009/10 following a series of management control measures designed, in part at least, to encourage other modes of transport as well as to generate income.
47. There has been a reduction of around £10,000 (approx. 13%) in car park takings from 13/14 – 14/15. However, it should be noted that DCOs were not introduced until the fourth quarter of that financial year so their impact may only account for a proportion of that amount.
48. Car park charges were increased from £2/day to £3/day on 1<sup>st</sup> April 2016 and this has provided an annualised 20% increase in income in 2016/17 and since the introduction of DCOs.
49. These factors, plus any variance in seasonal weather conditions, combine to increase the difficulty of isolating the impact of DCOs on car park income but separately each factor would appear to have had a small impact.

### **Café Income.**

50. Café income (figures excluded for this public report) shows a plateau in the period 2013-15 which includes part of the DCO period. There is a decline in income thereafter of approximately 13%.
51. When compared to the findings of Section 1 of this report it is notable that this decrease comes at a time when annual visitor numbers have increased. There is nothing locally to suggest that dog walkers spend more money at the café than none dog walkers although this would make an interesting study.
52. For the time being it would appear that reasons for the decline in café income are complex and at least as equally influenced by the recent rise in car park charges and long term weather patterns as they are the introduction of DCOs. Increased competition from the nearby Costa Coffee (and others) may also be relevant.

### **General donation income**

53. 'Donation badge' income has stayed comparable year on year. At the 11 month stage 2016 is a record (calendar) year.

### **Next Steps**

66. Officers propose to continue all monitoring programmes
67. In a subsequent report members approval is sought to authorise the Superintendent to consult on extending the effect of the existing DCOs at Burnham Beeches beyond 30th November 2017 as Public Space Protection Orders.

### **Conclusions.**

54. This report seeks to provide members with an update on the effectiveness of DCOs at Burnham Beeches. Whilst the data would continue to benefit from a



longer monitoring period it has now been running for a period of two years and much of it for considerably. As such your Officers summarise as follows:

- i. Annual visitor numbers have increased since the introduction of DCOs.
  - ii. Annual car numbers recorded have decreased on the site has forming part of long term trend commencing 2011. More people are now walking and riding to the site.
  - iii. Annual dog numbers have fallen since the introduction of DCOs on the site. This figure is currently stable.
  - iv. There is a correlation between sunshine and visitor numbers with more visitors on sunnier days and this will effect patterns of visitor use.
  - v. The number of dog related incidents across the site has greatly decreased since the introduction of DCOs, when compared to use of the voluntary dog walkers code.
  - vi. The largest decreases (across all DCOs) have been achieved by the Schedule 2 (Dogs on Leads) Area including greater reductions in dog mess and serious and nuisance behaviour.
  - vii. In general dog walkers have shown a slight preference for the Schedule 3 (dogs off lead) Area. Many dog walkers continue to use the Schedule 2 (Dogs on Leads) Area.
  - viii. No FPNs have been issued since the introduction of DCOs. The high profile and ability of Rangers to enforce the DCOs has significantly helped to ensure the overall improvements.
  - ix. Public donations remain buoyant. The reduction in car park charge income appears to be most closely related the long term trend of falling car numbers than the introduction of DCOs
  - x. Café income has fallen against a backdrop of increasing visitor numbers.
  - xi. There is no evidence from neighbouring open spaces to suggest that the number of 'leisure' dog walkers visiting those sites has risen due to the introduction of DCOs at Burnham Beeches. However, they do report an increase in commercial dog walking activity which they are managing locally.
  - xii. Officers have not needed to issue any FPNs during the reporting period to achieve these improvements.
  - xiii. There appears to be some indication that Burnham Beeches has started to attract a new and growing audience since the introduction of DCOs.
68. Officers are encouraged by the outcome of the monitoring data which indicates that visitor numbers are increasing against a trend of car park charge increases and the introduction of DCOs.

69. Dog Control Orders have been effective in reducing antisocial dog related incidents at Burnham Beeches without serious consequence to site income or to neighbouring open spaces.
70. The level of 'rangering' required to achieve this improvement has remained consistent with that required when dog behaviour issues were governed by the voluntary dog walker's code.
71. The Schedule 2 Area is proving to be particularly effective and since its introduction has provided a significant part of the site where visitors can ride, jog, cycle, walk and exercise their dogs confident that antisocial dog behaviour will be an irregular experience.
72. The extremely low use of FPN's or resort to Magistrates Court indicates that the Dog Management Strategy and Enforcement protocols developed by the site to guide the use of DCOs are working in an effective, fair and proportionate manner.

### **Appendices**

- Appendix 1. Dog Control Order Map.
- Appendix 2a & 2b. Summary data and interpretation
- Appendix 3. Visitor Numbers survey
- Appendix 4. Transect walks
- Appendix 5. Comments from local open Spaces Managers




### **Background Papers:**

- Report to the EFCC dated September 2014.
- Report to the EFCC dated November 2014
- Report to the EFCC dated July 2016

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# Map showing proposed areas for Dog Control Order Schedules

## Key:

-  Boundary of site within which the Dog Control Order applies. Schedules 1 & 5 apply in all areas, schedules 2, 3 & 4 in the areas shown below.
-  Boundary between areas for schedules 2 & 3
-  Shaded section shows area covered by schedule 2

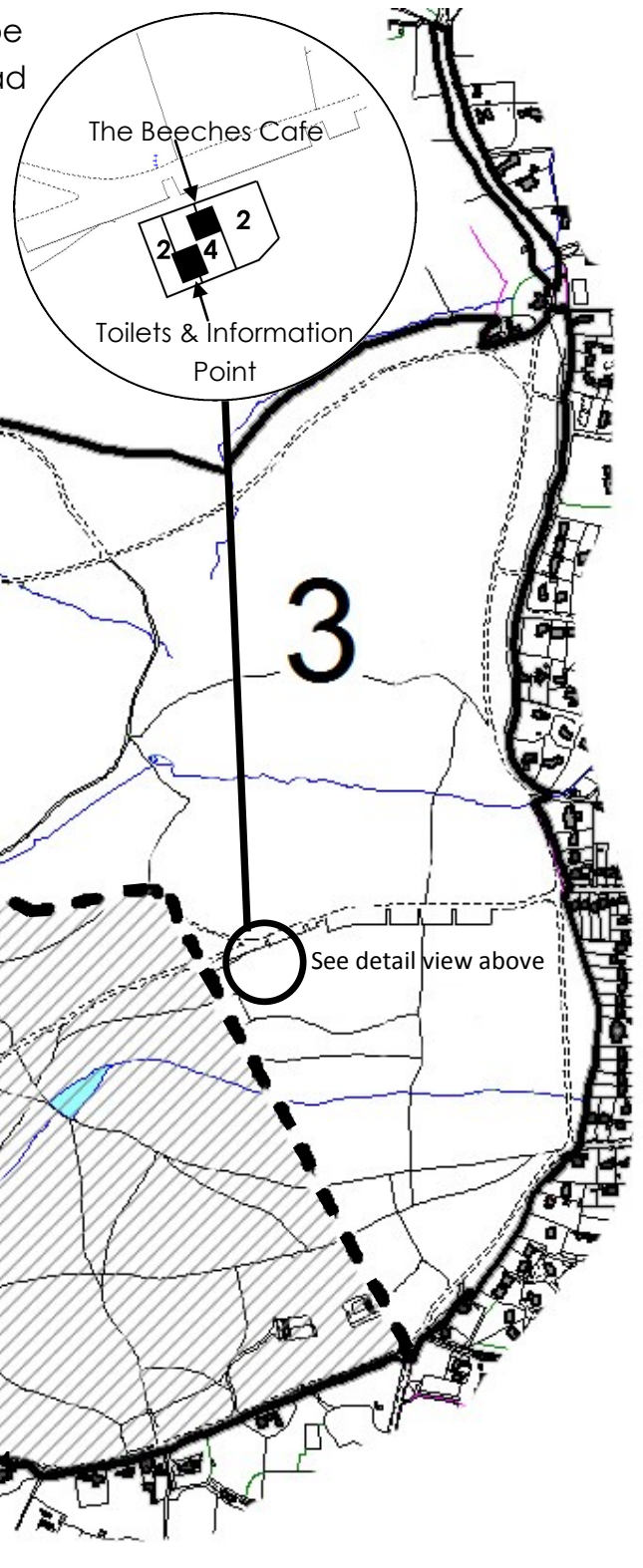
**Schedule 1:** You must remove from the site, any faeces deposited by dog(s) for which you are responsible

**Schedule 2:** Dogs on leads at all times in this area. Max lead length 5m

**Schedule 3:** Dogs may be walked off lead but must be put on a lead when requested by a Ranger. Max lead length 5m

**Schedule 4:** Dogs excluded from this area

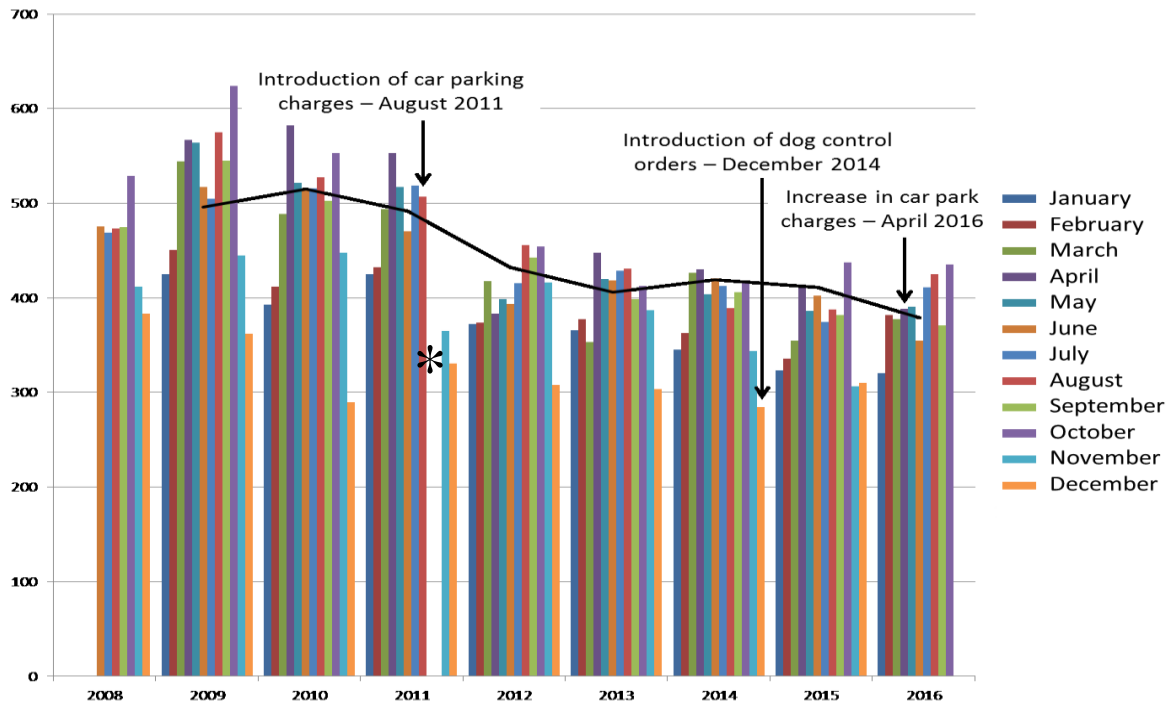
**Schedule 5:** Maximum of 4 dogs per walker



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**APPENDIX 2A. Dog Control Orders – summary Data and interpretation – used to inform January 2017 report to the Epping Forest and Commons Committee**

**Chart A. Annual vehicle numbers 2008 – 2016.**



\*No car park data due to equipment failure. NB solid black line indicates the moving average across the years.

**Chart B. Estimate of annual visitor numbers. 2008 - 2016**

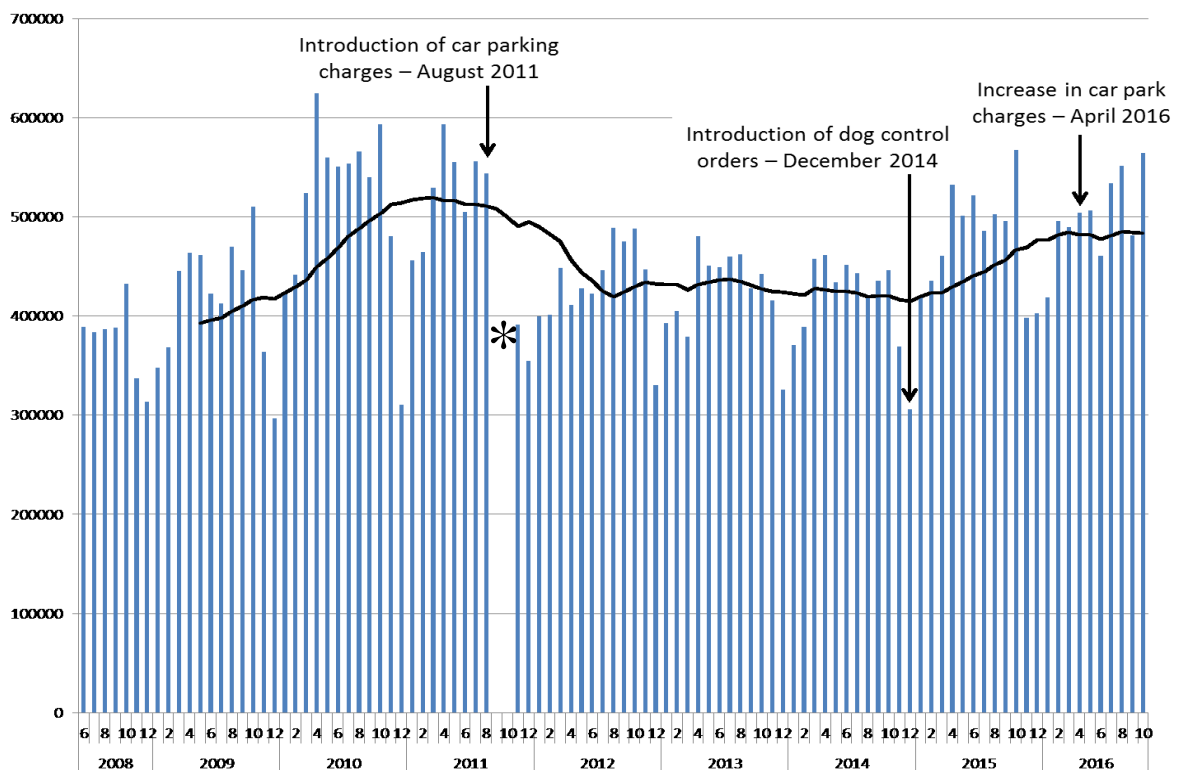
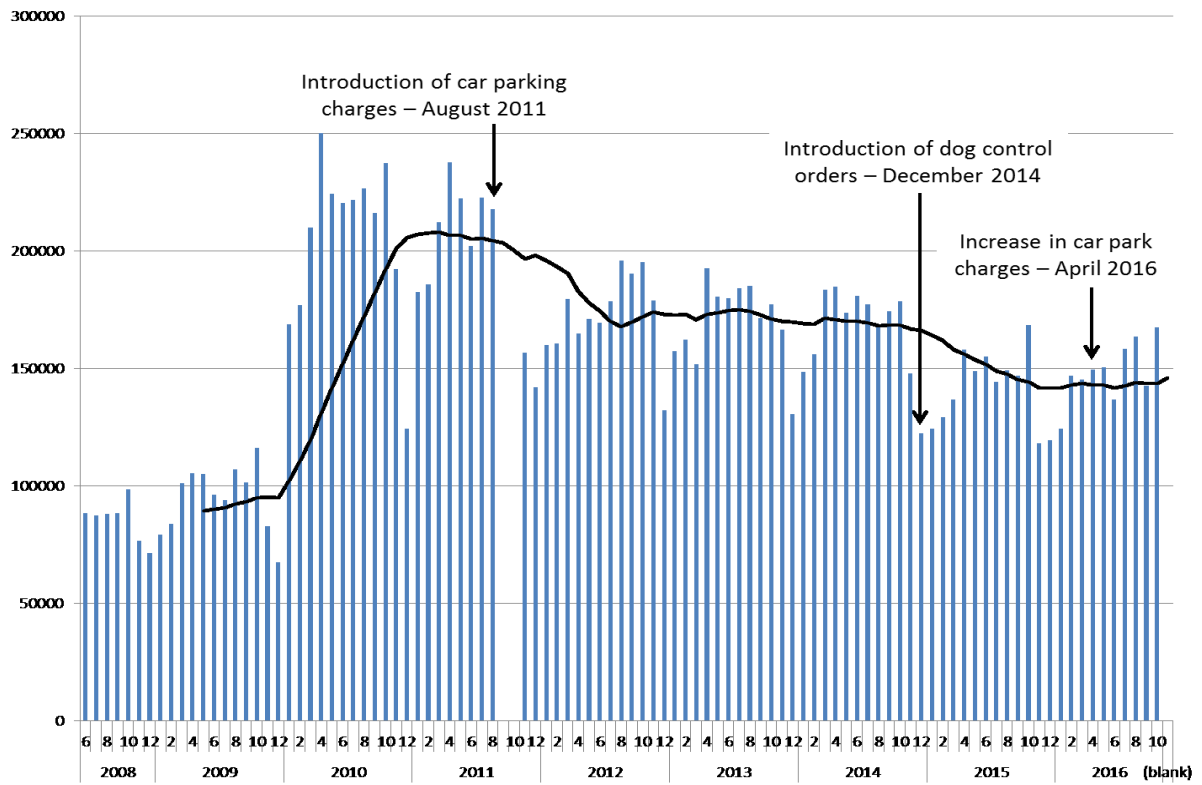


Chart C. Estimate of annual dog numbers 2008 - 16

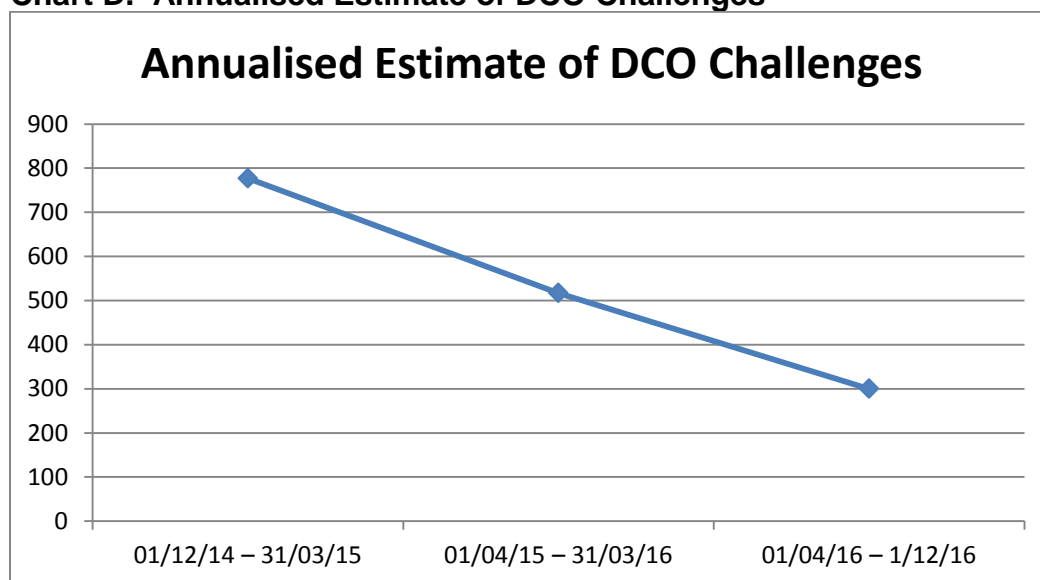


## Section 2. Outcome of monitoring programmes to date.

**Table 1. DCO Challenges resulting from Ranger activities. Dec 1<sup>st</sup> 2014 – Dec 1<sup>st</sup> 2016**

Period	No of DCO challenges	No challenges/month	No of people –ve reactions
01/12/14 – 31/03/15	259 (annualised estimate 792)	64.75	11
01/04/15 – 31/03/16	517 (actual)	43	23
01/04/16 – 1/12/16	225 (annualised estimate 281)	28	23

**Chart D. Annualised Estimate of DCO Challenges**



These figures have been annualised as the 1<sup>st</sup> and 3<sup>rd</sup> reporting figures are for 4 and 8 months respectively. Only the second reporting period is for a whole 12 month period

**Table 2**

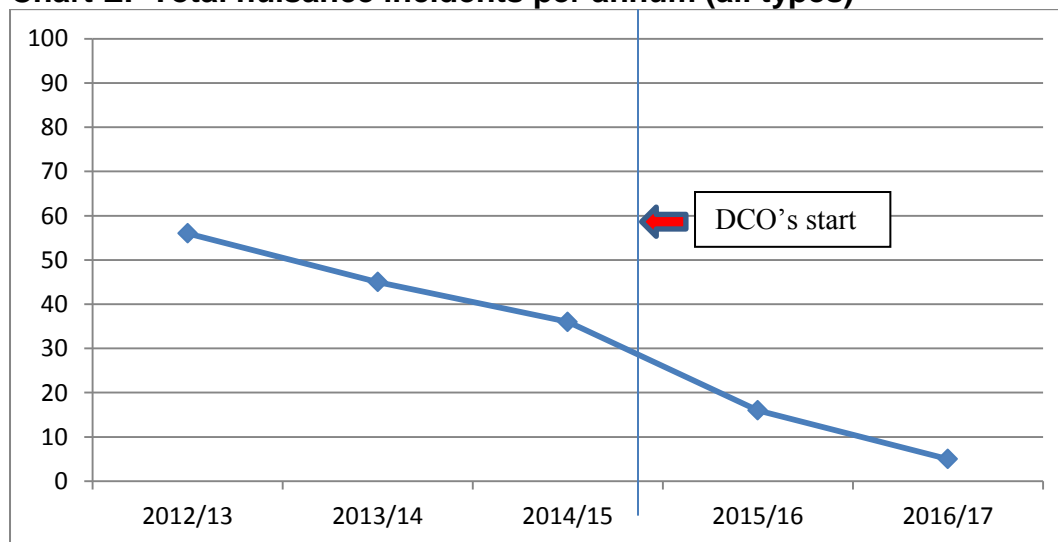
DCO challenge type	% Of all DCO challenges for the years		
	Dec 14 – Mar 15	April 15 – March 16	April 16 – Nov 16
<u>Schedule 1.</u> Not picking up dog mess.	3.8%	2.1%	2.2%
<u>Schedule 2.</u> Dog off lead in on lead area	86.5%	87.6%	89.8%
<u>Schedule 3.</u> Dog not under effective control in dogs off lead area	9.3%	8.6%	4.9%
<u>Schedule 4.</u> Dog in café area	0.4%	0.8%	3.1%
<u>Schedule 5.</u> More than 4 dogs	0%	0.6%	0%

### Comparing pre DCO data with Post DCO 'Nuisance' data

Rangers have continued to record dog related incidents in the same format as they did before the introduction of DCO's in 2014. This allows a direct comparison pre and post DCO. Incidents recorded in Table 3 tend to be of a less serious or 'nuisance' nature and are simply noted under the categories shown below.

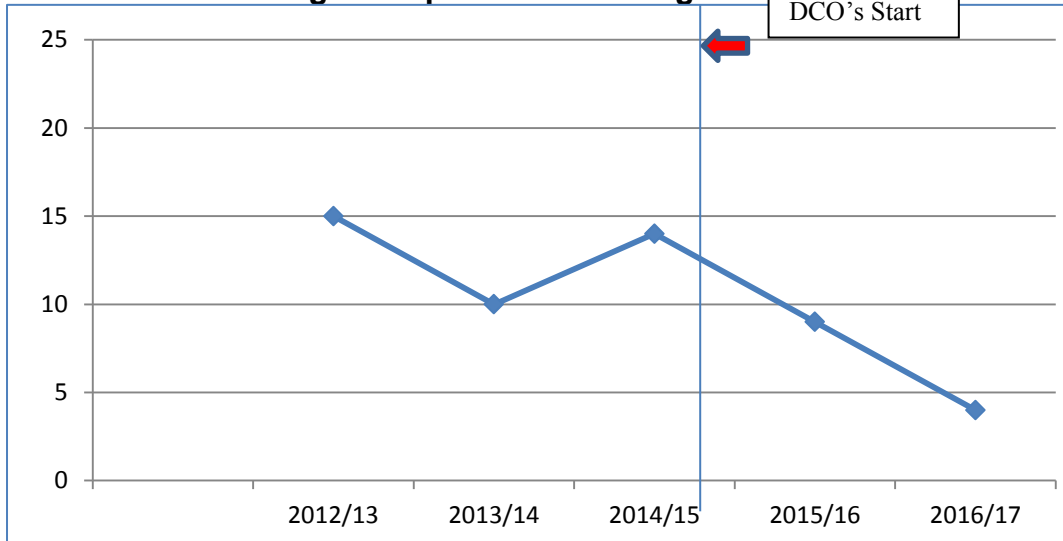
<b>Table 3. Pre and Post DCO 'Nuisance' data</b> (figures in () are annualised for year on year comparison)						
Year	Dogs reported missing	Dogs Not Under Effective Control Dogs seen with no owner in sight	Dogs Not Under Effective Control Owner hasn't got dog UEC	Dogs not Under Effective Control Dogs running up to other visitors	Fouling	No collar
12/13	15	56	78	18	72	13
13/14	10	45	92	19	28	14
14/15	14	36 <small>Pre DCO =28 Post DCO = 8</small>	70	15	34 <small>Pre DCO = 24 PostDCO= 10</small>	16
15/16	9	16	37	9	11	7
1/4/16 – 1/12/16	3 (4)	4 (5)	10 (14)	1 (2)	5 (7)	1 (2)

**Chart E. Total nuisance incidents per annum (all types)**

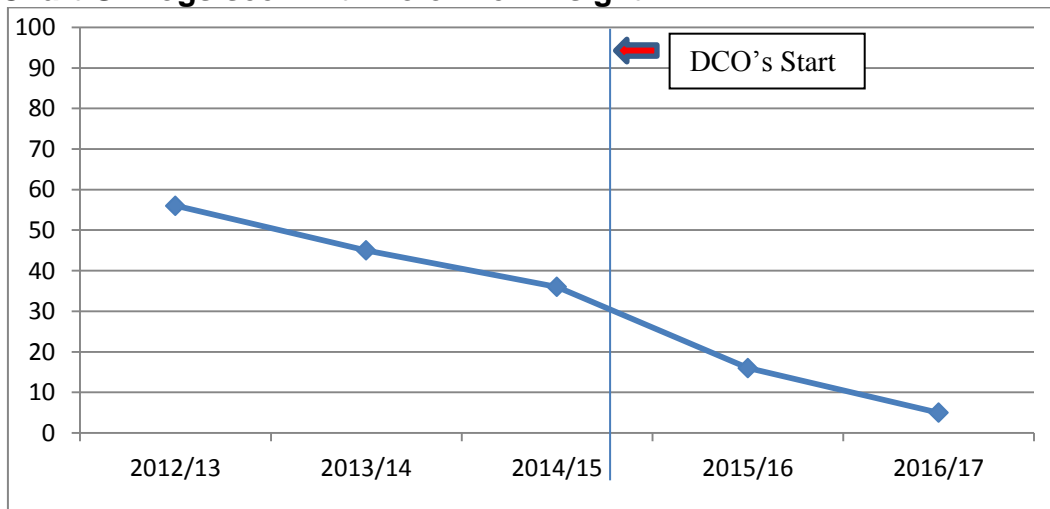




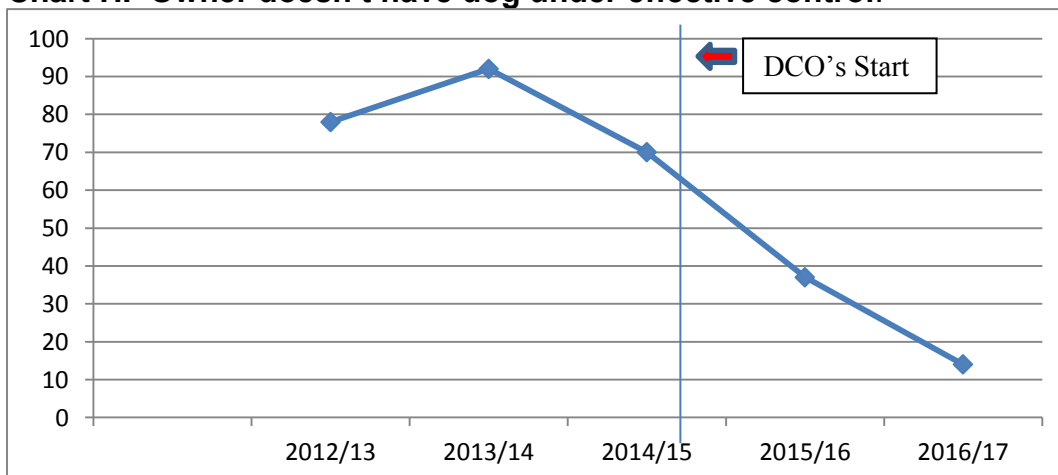
**Chart F. Dogs reported missing 2012-2016 by year.**



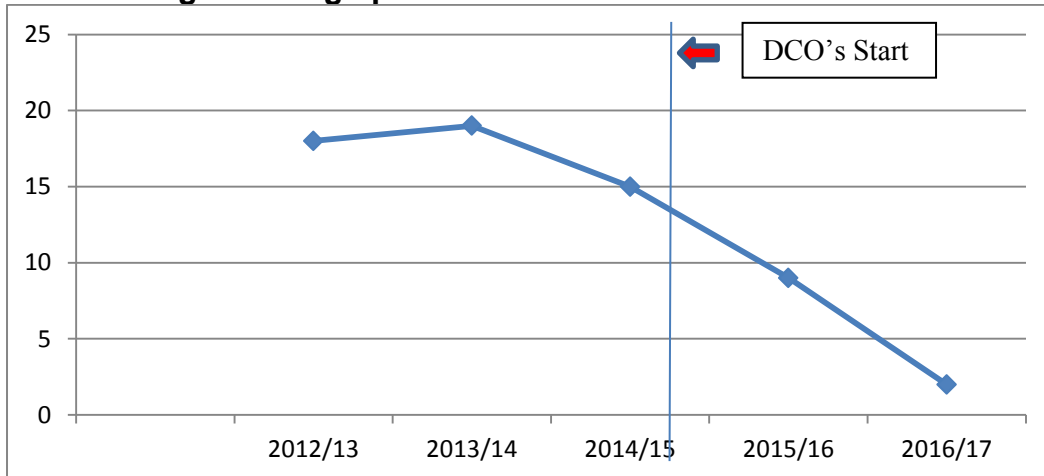
**Chart G. Dogs seen with no owner in sight.**



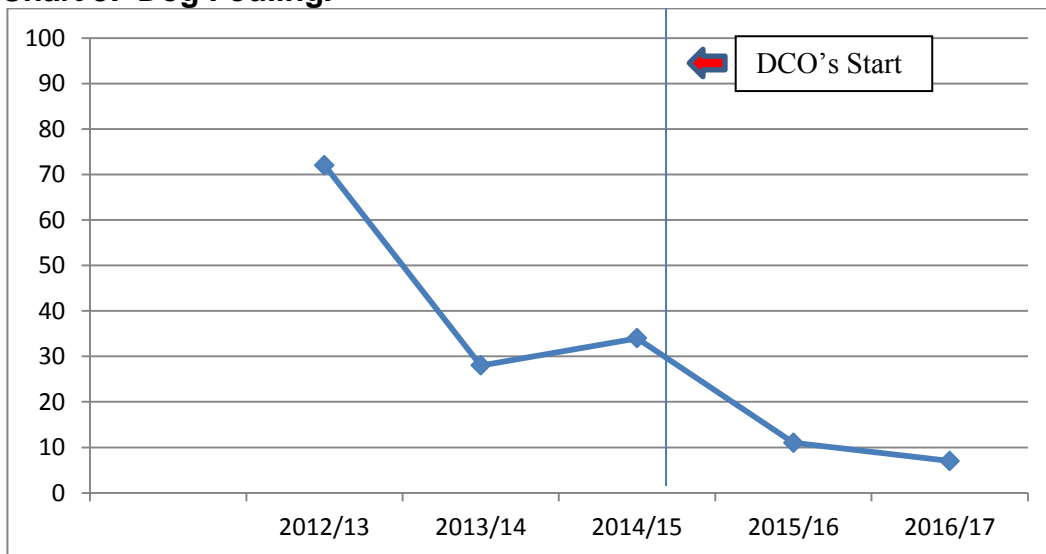
**Chart H. Owner doesn't have dog under effective control.**



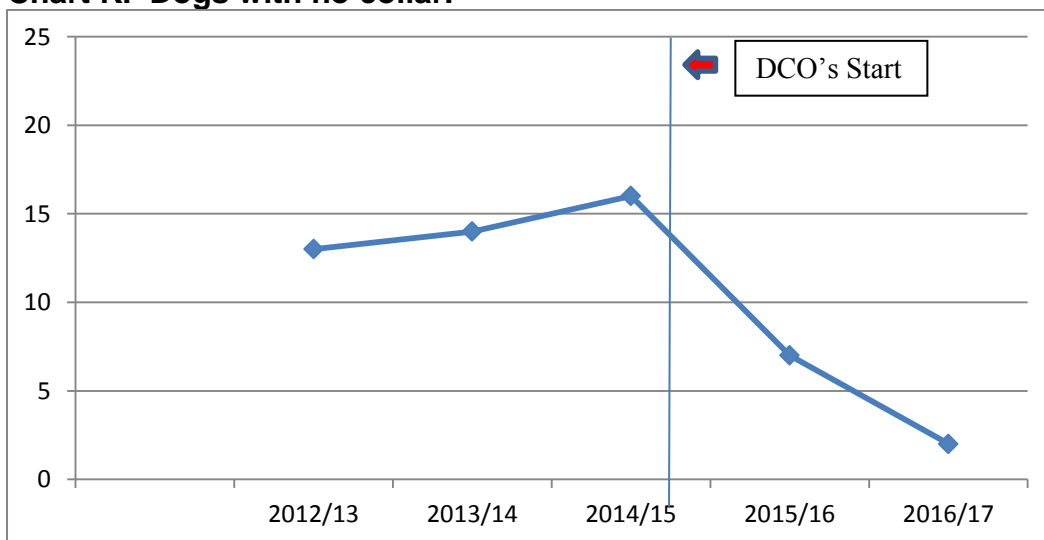
**Chart I. Dogs running up to other visitors.**



**Chart J. Dog Fouling.**



**Chart K. Dogs with no collar.**

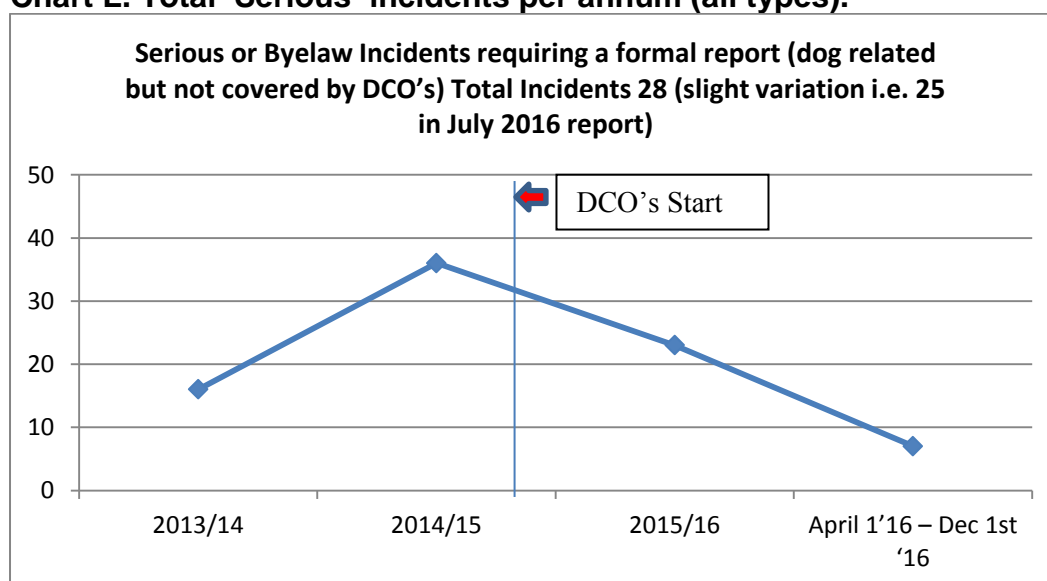


Some dog related issues are not DCO offences and must still be dealt with by the site's byelaws. E.g. if a dog is not under effective control in the Schedule 3 area then that is a Byelaw Offence. It only becomes a DCO offence if the owner is asked to put it on a lead and refuses. See Table 4 below:

<b>Table 4 Serious or Byelaw Incidents requiring a formal report (dog related but not covered by DCO's)</b>			
	<b>DNUEC</b>	<b>Lost</b>	<b>Total incidents</b>
<b>2012/13</b>	21	7	<b>28 *</b>
<b>2013/14</b>	12	4	<b>16</b>
<b>2014/15</b>	20	16	<b>36</b>
<b>2015/16</b>	19	4	<b>23</b>
<b>April 1'16 – Dec 1<sup>st</sup> '16</b>	5	0	<b>5</b>

\* Slight variation - 25 in July 2016 report.

**Chart L. Total 'Serious' incidents per annum (all types).**



The Dogs not under Effective Control (DNUEC) incidents shown in Table 4 and Chart L are therefore generally of a more serious nature than those shown in Table 3 and require a more formal record. A typical example of a serious incident would be a person being bitten rather than simply being jumped up at by a dog.

**DCO Signage.**

<b>Table 5. Vandalism to signs</b>			
<b>Year</b>	<b>2014</b>	<b>2015</b>	<b>2016 to date</b>
	0	11 (+1 from July 2016 report)	32

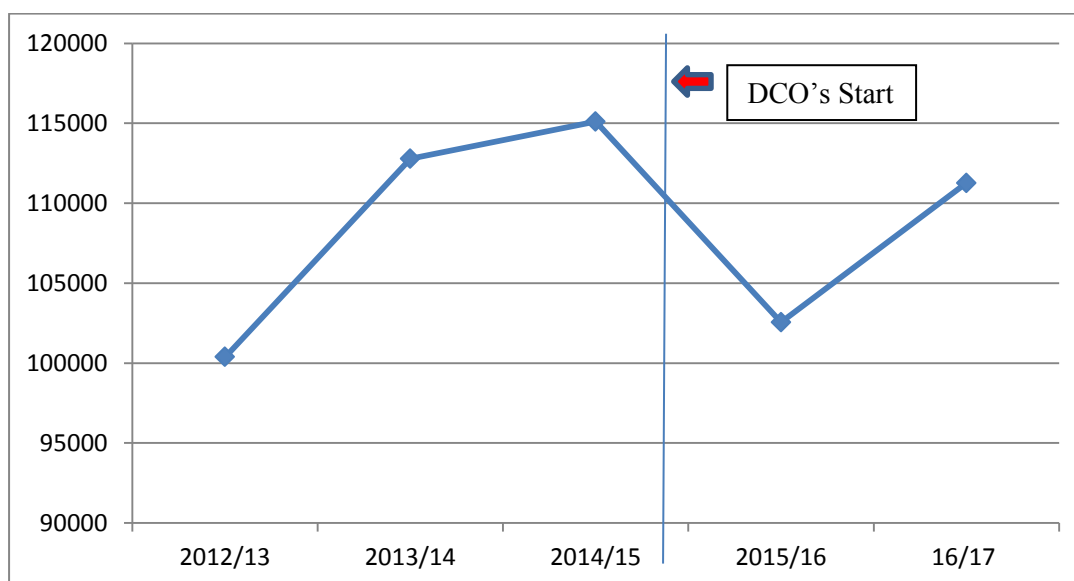
## Number of Fixed Penalty Notices Issued for DCO offences.

Table 6. Fixed Penalty Notices			
Year	2014	2015	2016 to date
	0	0	0

## Use of Dog Bags

Table 7 Use of Dog Bags					
	12/13	13/14	14/15	15/16	16/17 (annualised)
Dog Bags	100375	112775	115100	102550	111257

Chart M.



## Dog Mess incidents

Table 8 'Flag the Poo' <u>Before</u> the introduction of DCO's			
Date	March 2014 (single day event)	June 2014 (single day event)	Sept 2014 (single day event)
SCH2	46	72	41
SCH3	55	61	54
<b>Total</b>	<b>101</b>	<b>133</b>	<b>95</b>

Table 9. 'Flag the Poo records' <u>After</u> the introduction of DCO's								
Date	31/01/15	21/02/15	16/05/15	02/08/15	01/11/15	30/01/16	23/05/16	10/9/16
SCH2	2	3	1	1	1	1	2	1
SCH3	14	18	11	10	14	11	6	9
<b>Total</b>	<b>16</b>	<b>21</b>	<b>12</b>	<b>11</b>	<b>15</b>	<b>12</b>	<b>8</b>	<b>10</b>

## Transect Data – Compliance with Schedules 2 and 3.

<b>Table 10. Transects</b>				
<b>Schedule 2. Dogs on leads at all times</b>				
<b>Transect occasions</b>	<b>Total number of people seen</b>	<b>Total no of dogs seen</b>	<b>No. dogs on lead</b>	<b>No. dogs off lead</b>
<b>23</b>	<b>437</b>	<b>116</b>	<b>92</b>	<b>24</b>
<b>Schedule 3 – Dogs off leads</b>				
<b>Transect occasions</b>	<b>Total number of people seen</b>	<b>Total no of dogs seen</b>	<b>No. dogs on lead</b>	<b>No. dogs off lead</b>
<b>12</b>	<b>203</b>	<b>143</b>	<b>38</b>	<b>105</b>

### **Section 3 – Issues and concerns raised during the 2014 DCO consultation process introduction**

A range of concerns were raised by the public during the DCO consultation period in 2014. Those concerned are now examined and compared to the data gleaned in the intervening period.

#### **A. Concentrating dogs on the Main Common and Café area will see an increase of incidents in these busy areas.**

<b>Table 11. Dogs Not Under Effective Control - Incidents on the Main Common and Café areas</b>					
<b>Year</b>	<b>12/13</b>	<b>13/14</b>	<b>14/15</b>	<b>15/16</b>	<b>16/17 to date</b>
<b>Incidents on Main Common and café areas as a percentage of all incidents</b>	<b>50%</b>	<b>55.5%</b>	<b>31%</b>	<b>33%</b>	<b>40%</b>

Table 11 indicates an overall reduction in reported incidents in the Café and Main Common Areas following the introduction of DCO's. These areas are within the Schedule 3 'Dogs off Lead' area.

Data indicates that the overall, dog behaviour in both areas has improved, most significantly within the Schedule 2 area.

The underlying data also indicates a reduction (to zero) of incidents in the other busy areas around the ponds and easy access paths. These areas are within the Schedule 2 'Dogs on Lead Schedule'.

**B. Dog walkers will show a preference for the Schedule 3 (Dogs off leads) area**

A survey was conducted in 2016 to indicate patterns of visitor activity. This allows a comparison of similar data (not exact) collected in 2013.

A random sample of visitors were given GPS devices (or filled in paper maps) and their movements were tracked across the site during their visits. Visitors were also asked a few standard questions to facilitate data analysis.

Whilst the lengths of routes walked between 2013 and 2016 remain very similar the data indicates that the western side of the site (dogs on leads) appears to be used slightly less than it was pre DCO's with the balance appearing in the eastern side (dogs off leads).

**C. Dog Walkers will leave Burnham Beeches and use other local open spaces.**

To further investigate this issue the main local open spaces were recently contacted in May 2016 and again in December 2016 to seek any observed changes since the introduction of DCO's at Burnham Beeches:

A. Buckinghamshire Country Council - Black Park Country Park, Langley Park and Denham Park.

- i. Have not reported any significant displacement of dog walkers to their sites since December 2014 nor do they report any increase in dog related incidents/issues.
- ii. Black Park reports an increase in commercial dog walkers during the period i.e. people bringing over 4 + dogs. Burnham Beeches Rangers' have not noted a similar marked reduction in commercial dog walking at the site. Other recent influences that might explain this increase are the licensing of commercial dog walkers at the Royal Parks and parking restrictions at Windsor Great Park.

B. The National Trust - Cliveden

- i. Visitor numbers have not shown an increase over last 3 years
- ii. Commercial Dog walking is not allowed
- iii. Anecdotally the Trust's managers feel that they have seen an increase in dog numbers in recent years but not suddenly over the last year – just a gradual year on year increase.

**D. 'Reputational harm will be caused to the City if DCO's are introduced'.**

<b>Year</b>	<b>No of letters/emails/calls received relating to dog walking</b>	<b>Negative towards DCO's</b>	<b>Neutral or asking for information re DCO or other non DCO dog issues</b>	<b>Positive Re DCO</b>
<b>01/12/14 To 31/3/15</b>	15 (12 individuals)	<b>11</b>	<b>3</b>	<b>1</b>
<b>01/4/15</b>	16 (13 individuals)	<b>10</b>	<b>5</b>	<b>1</b>

To 31/3/16				
01/4/16 – To 30/11/16	7 (7 individuals)	1	3	3
<b>Totals</b>	<b>38 (32 individuals)</b>	22	11	4

**Table 13. Press activity Pre and Post the introduction of DCO's**

Pre DCO introduction		
Number	For DCO's	Against DCOS
	0	5
Post DCO introduction		
	1	1

**Table 14 Visitor surveys and similar feedback**

2014/15	60 second survey - 2014/15. 104 respondents.	7 comments on dogs (7%)
2015/16	60 second survey - 2015/16. 90 respondents	13 comments on dogs (14%)
2016/17 (to 30th Nov)	60 second survey – 53 respondents to date	8 comments on dogs (15%)

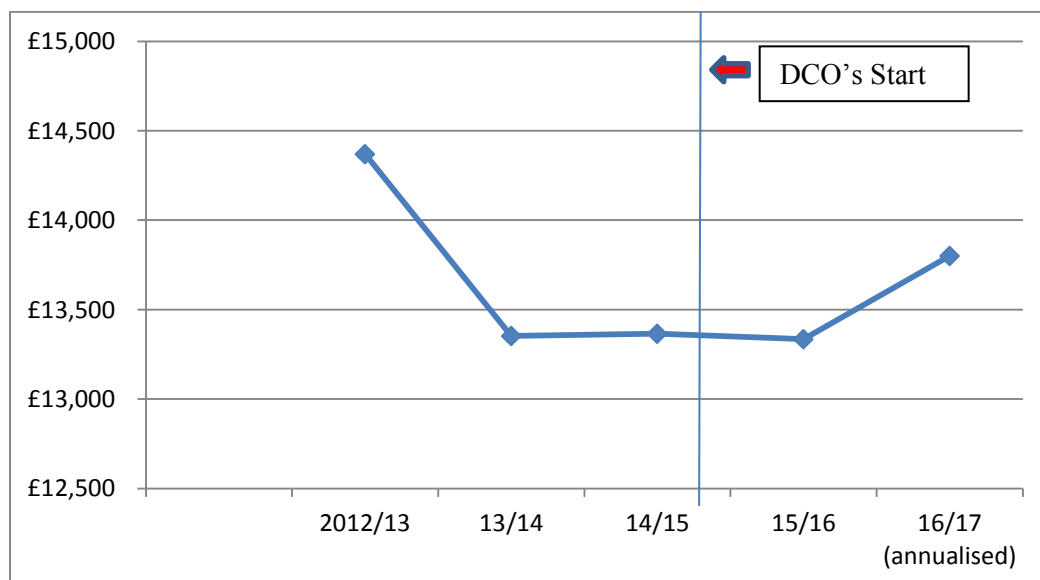
**E. 'Income to the site will fall dramatically due to fewer visitors to the site.**

Car Park income – donations via car park machines during normal weekdays

**Table 15 Car park donations – Year on Year comparisons**

Donations via car parks	12/13	13/14	14/15	15/16	16/17 (annualised)
	<b>£14,369</b>	<b>£13,352</b>	<b>£13,365</b>	<b>£13,334</b>	<b>£13,800</b>

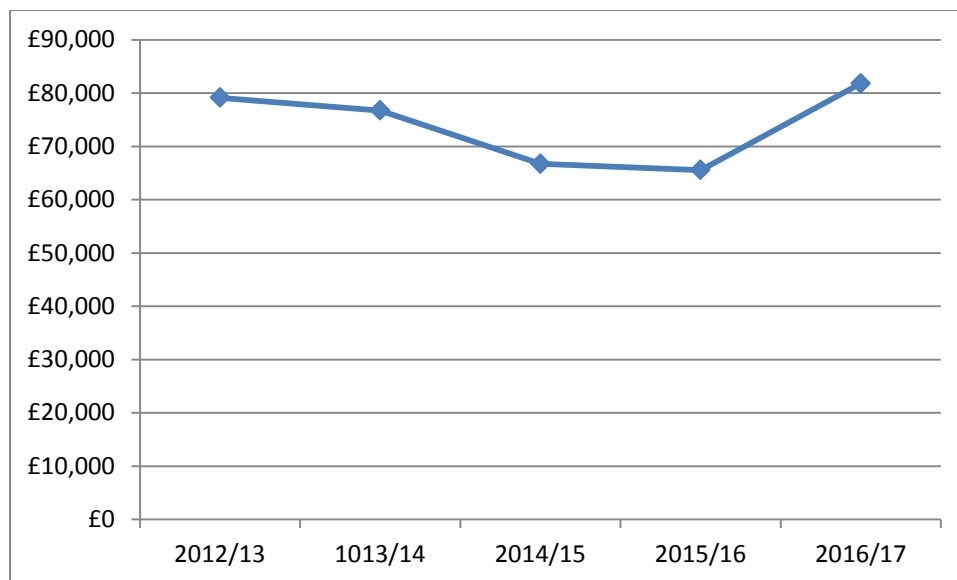
**Chart N**



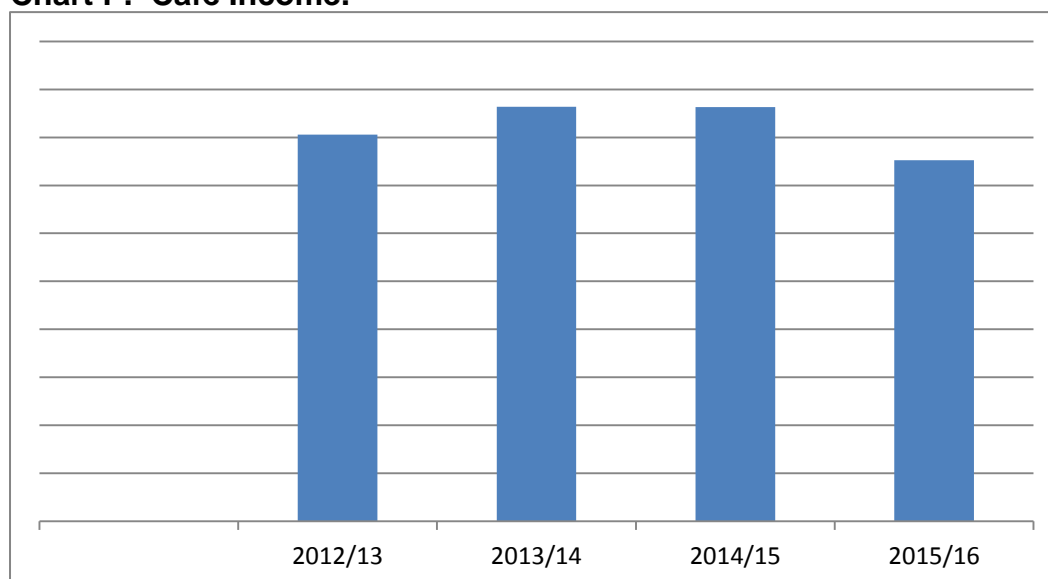
Car Park Income – Charges for parking at weekends and Bank Holidays

<b>Table 16 Car Park Income (Gross) – Parking Charges</b>					
Car parks	12/13	13/14	14/15	15/16	16/17 (annualised)
Charges Gross	<b>£79,122</b>	<b>£76,727</b>	<b>£66,718</b>	<b>£65,534</b>	<b>£81,792</b>

**Chart O. Car park income weekends and Bank Holidays**



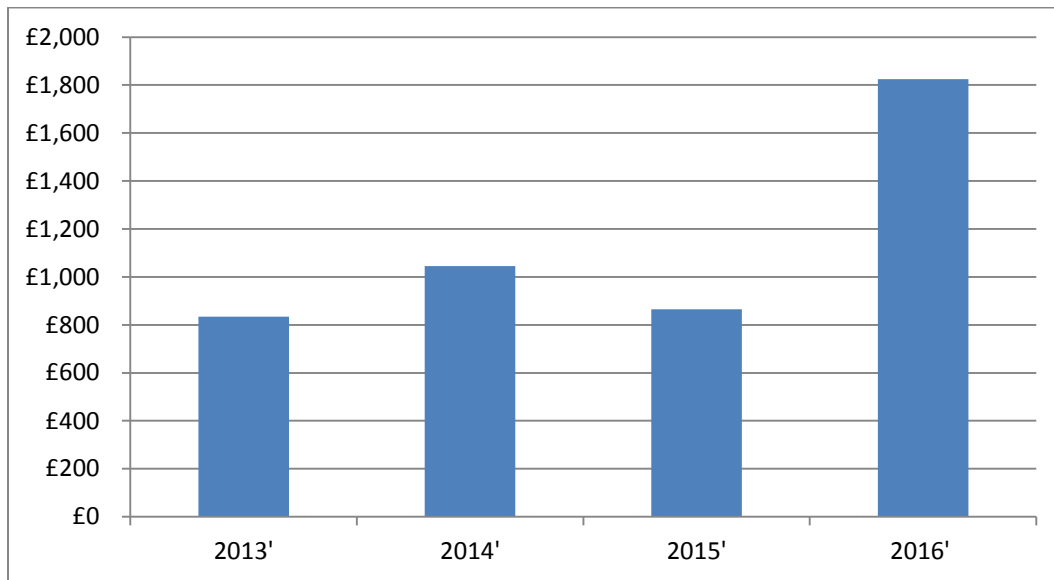
**Chart P. Café Income.**



<b>Table 17 Determine general donation incomes</b>				
	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>
Donations	£835	£1045	£865	£1825



**Chart Q. General Donations 2013-16**



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## 1. November 2016 Update

Action			
1. DCO & Bylaw incidents by type inc historic data comparison			
Bylaw/incidents that have required a formal incident report and or investigation /direct action			
	DNUEC	LOST	Total Bylaw incidents **
2012/13	21 (2 also listed as PVA and not previously counted)** 9 x Sch 2. 10 x Sch 3. (5 of Sch 3 around café/ Main common) 2 x unknown location	7 4 x Sch2 3 x Sch3 (1 of which around café / Main common)	28
2013/14	12 3 in Sch 2 9 in Sch 3 (5 of which around café / Main common)	4 3 in Sch 3 (2 of which around café / Main common) 1 x unknown	16
2014/15	20 5 x Sch 2 13 x Sch3 (4 of which around café / Main common) 2 x unknown location	16 4 x Sch2 11 x Sch 3 (2 of which around café / Main common) 1 unknown	36
2015/16	19 0 x Sch 2 18 x Sch 3 (6 of which around café / Main common) 1 x unknown location	4 1x Sch2 (slipped harness) 3xSch 3,	23
2016/17 up to 24/11/16	5 all 5 in Sch 3 (except loose dog that got into café SCH2 & 4 ) so none in main SCH 2 area	0	5

DNUEC include - my dog bitten/bundled over/chased by another dog – my horse/child intimidated/ jumped up at /bitten – ie reported to us by others + wildlife, livestock chased /attacked/

The most notable point about the above information is that whilst numbers do vary year on year since DCO we have not had a reported serious DNUEC incident in the SCH 2 area- 2016 we had one loose dog get into café and hide under benches!. No incidents in main SCH 2 area. Thus DCO have created a safe area free from any DNUEC issues worthy of an incident report!

Also with lost dogs 15/16 most again are in Sch3 area and only 1 in Sch2 which was a legitimate case of a dog slipping out of its harness. Also significant reduction in lost dogs dealt with 14/15 – 15/16 though was as low in 13/14 as well. **0 so far in 16/17**

One of the issues raised as a result of our SCH2 and SCH3 areas was that by concentrating dogs on main common café area we would see an increase of incidents in these busy areas. The reality is that we have seen a massive decrease, indeed a reduction to zero of incidents in the busy areas around the ponds and easy access paths (for 20 months) and no increase in incidents on the main common or café areas – 2012/13 50% of DNUEC incident in those areas, 13/14

55.5% , 14/15 (year DCO came) in 31 % , 15/16 whole year of DCO – 33%. 16 /17 to date – 2 out of 5 incidents have been around main common/café = 40 % - **So no increase.**

**\*\* please note figures above may vary from those stated previously by one or two as to do these, and confirm the area the incident took place in for older reports.**

#### All DCO challenges since December 2014

period	No of challenges re DCOs	No challenges/ month	No of people unhappy	% unhappy
01 Dec 14 – 31/03/15	259	64.75	11	4.25%
	Of 259 – 224 incidents of dogs off lead in SCH 2 (86.5%) 24 DNUEC in SCH3 (c+d) (9.3%) 10 not picking up (3.8%) 1 in café dog free area (0.4 %) 0 x more than 4dogs			
period	No of challenges re DCOs	No challenges/ month	No of people unhappy	% unhappy
01/04/15 – 31/03/16	517	43	23	4.45%
	Of 517 453 incidents of dogs off lead in SCH 2 (87.6%) 46 DNUEC in SCH 3 (c+d) – (8.9%) 11 not picking up (2.1%) 4 in café no go zone (0.8%) 3 more than 4 dogs (0.6%)			
period	No of challenges re DCOs	No challenges/ month	No of people unhappy	% unhappy
01/04/16 – 24/11/16	225	28	23	10.22%
	Of 225 202 incidents of dogs off lead in SCH 2 (89.8%) 11 DNUEC in SCH 3 (c+d) – (4.9%) 5 not picking up (2.2%) 7 in café no go zone (3.1%) 0 more than 4 dogs (0%)			

The bulk of DCO challenges have been with regard to dogs off lead in SCH 2. 24 months on this is happening less frequently but still at around the same % of DCO issues challenged. Encouragingly % on dog fouling and general DNUEC have all decreased – overall behaviour appears to have improved. Though we do have an increase in dogs off lead in café the numbers are still low. Increase in unhappiness record could relate to us dealing with more repeat offenders.

#### Number of DCO formal incident reports (20 total leading to 5 final warnings)

2014/15	3
2015/16	8
2016/17	9

#### All Other issues monitored before and after DCO

year	A Dogs reported missing	B DNUEC dogs seen with no owner	C DNUEC – owner not got	D DNUEC dog run up other	E Fouling	F No collar
Page 48						

		in sight	UEC	visitors		
12/13	15	56	78	18	72	13
13/14	10	45	92	19	28	14
14/15	14	36 (28 bf dco 8 after)	70	15	34 (24 bf DCO 10 after)	16
15/16	9	16	37	9	11	7
16/17 up to 24/11/16	3	4	10	1	5	1

Overall the figures above show that issues recorded before DCO have all reduced, even those not directly affected by it (collars), since DCOs were introduced.

### Summary of DCO doc/signage reviews carried out

DMS, Enforcement protocol with reasoning for any changes

#### Enforcement protocol

**June 2015** – reviewed paper version and local H drive version – all ok

**March 2016** - Review after DCO refresher training + realisation that Web documents did not match paper/local H drive version due to corruption of tables on web pages.

Resolved and updated 29/03/2016.

#### Signs - Replacement following dogs on leads sign due to vandalism

Days of damage to date

02/10/15 Friday (late am /early pm) – (5 signs)

19.12/15 – Saturday - first spotted on Saturday pm – but had they been missed Friday pm? (5 signs)

01/01/16 – Friday (8 signs)

08/01/16 – Friday – (4 signs)

15/01/16 – Friday (7 signs)

21/02/16 – Sunday (4 signs)

& 04/03/16 – Friday (6 signs)

01/07/2015 – Friday (1 sign)

Total of 40 signs replaced – mostly on Halse drive and a few on SHPD – whilst cost is not high/sign about £6 + you can double it when you add in the cost of our time replacing and report writing etc. – so £80 to date.

15/10/16 – Sat found – 3 dogs on lead at café sign removed – cost £36

**Early 2015 – 1x sign moved on the avenues to avoid view of an unwell, neighbour**

#### FPN's issued

**01/12/14 - 31/03/16**

**NO FPNs** had been issued

2 people have receive final warning letters,

1 person details being traced to also receive a final warning letter

**01/04/16 – 24/11/16**

NO FPN have been issued

3 People have received final warning letters

**Overall** – No FPN issued and 5 final warning letters sent.

Year	No of letters/emails/calls received relating to Dog walking	Negative re DCO	Neutral or asking for information re DCO or other non DCO dog issues	Positive Re DCO
01 Dec14 – 31 March 2015	15 contacts from 12 people	11 – generally unhappy with rules ( <b>3 of them also complain again in 15/16 below</b> )	3 – 1 lady 2 x re more bins/ one simply hoping rules will see less dog poo left.	1 – person intending to visit again with family now DCO in place
01 April 15 – 31 March 16	16 from 13 people	10 – unhappy with rules ( 1 person 4 x contact re dog poo and long grass/ 3 complaining others not abiding and are DCO still in force/ rest simply not happy with use of DCOs	5 – request for info/ more bins/ bin over flowing/ 2x DNUEC reports	1 Very positive about DCO ( a horse rider)
01 April 16 – onwards (24/11/16)	7 from 7 people	1 Unhappy	3 - 1 asking about 18 month review. 1 reporting DNUEC incident 1 x FOI dog data request	3 2 Very positive about improved visit experience since DCO one definitely a dog walker 1 overall positive but very balanced on impact as well
Totals	38 from 29 people	21	11	5
NB some people have made contact more than once in a year or over the whole period hence 9 less people than actual contacts made most of these are in the unhappy group 1 in the neutral /non DCO issue group				

### Dog Bags

	12/13	13/14	14/15	15/16	16/17
Dog Bags	100375	112775	115100	102550	*111257
Difficult to interpret these – we have given out less bags than normal for one year, 15/16, when compared to 13/14 and 14/15 – by around 240/week – but in reality are simply back to levels 2012/13 and before i.e. 13/14 & 14/15 were unusual years anyway. Dispenser records for 2016/17 show levels as per pre DCO 13/14 * Predicted based on usage to date (i.e. 64900 in 7 months so 64900/7 x 12 = 111257).					

### Flag the poo records

Date	31/01/15	21/02/15	16/05/15	02/08/15	01/11/15	30/01/16	23/05/16	10/09/16
Location1 EAP SCH2	2	3	1	1	1	1	2	1
Location 2 Off	14	18	11	10	14	11	6	9

<b>SHPD SCH3</b>														
<p>The flag the poo/ poo counts have shown huge reductions –  <b>During 2014</b> we had 3 recorded counts  March 2014 Sch2 46, SCH3 <b>55</b> – no flags just pick up  June 2014 Sch 2 72 &amp; SCH 3 <b>61</b> - flag on LM day  Sept 2014 Sch 2 41 SCH3 <b>54</b> - flag for committee visit  <b>No numbers recorded in 2013</b>  This has reduced dramatically both in SCH2 &amp; SCH 3 area which is all positive impact of DCO and DCO clear up message.  SCH 2 area poos are likely to be odd person still walking off lead or someone who simply isn't going to pick up, as if on a lead impossible for owner not to know what the dog is up to.  SCH 3 as we know when off lead dogs can duck out of site at the crucial moment or walkers wander on, with the dog behind, not watching their dog so always likely to be higher in SCH 3 as more opportunities to miss + still possible deliberate not clearing – this pattern of reduction is echoed in the number of people we have spoken to re fouling in incident figures. Also note higher numbers in shorter days i.e. people walking dogs off leads in the dark don't know when dog fouls (see higher numbers Jan/Feb/Nov/Jan).</p> <p><b>In short DCO haven't solved fouling issue 100% but appears to have led to dramatic reductions.</b></p>														

### Dog bin monitoring

Monitoring carried out late evening the day before or early morning the day of bins being emptied. BB has 16 dog waste bins and also 10 black topped general waste bins that can also be used for dog waste. Since DCO introduced the bins at CFZ and Little common have been doubled up by moving bins from quieter locations – overall bin numbers have not increased nor do records show any need for additional bins at present. Anywhere where bins are regularly 4/5 full or more there is a black bin or other dog bin very close by.

Bin no/date	13/0 1/15	03/0 2/15	17/0 3/15	15/0 4/15	21/0 4/15	27/0 4/15	20/0 7/15	31/0 8	03/1 1/15	02/0 2/16	29/0 3/16	31/0 5/16	02/0 8/16	13/0 9/16
1 Main common	1/2	3/4	3/4	3/4	3/4	3/4	3/5	3/4	3/4	3/5	4/5	3/4	4/5	3/4
2 Main Common	3/4	4/5	Full		3/4	4/5	7/8	2/3	4/5	3/4	4/5	4/5	2/3	2/3
3 Main Common	1/2	3/4	1/2			1/2	2/3	4/5	3/4	3/4	1/2	1/2	<1/2	<1/2
4 Main Common	1/2	1/2	2/3			1/2	1/2	1/3	4/5	3/5	2/3	<1/2	1/2	1/3
5 Main Common	2/3	3/4	3/4			3/5	3/4	1/2	4/5	2/3	full	3/4	3/4	3/4
6 Main Common	<1/2	1/2	2/3			1/2	3/4	1/2	2/3	2/3	13 – 1/2	3/4	1/2	1/2
7 SHPD	1/2	2/3	1/2	1/2	1/2	<1/2	2/3	1/2	2/3	2/3	3/4	3/4	1/2	2/3
8 SHPD	2/3	2/3	1/2	2/3	1/2 +	1/2	3/4	2/3	3/4	3/4	3/4	4/5	2/3	3/4
9 V' cross	<1/2	1/2	<1/2	1/2	<1/2	1/4	1/2	1/3	1/2	1/2	1/3 – 1/2	<1/2	1/2	<1/3
10 stag	<1/2	1/2	1/2			1/3	1/3	1/2	1/3	1/2	1/2	1/3	<1/2	1/3
11 big Shelter	1/3	1/2	1/3	1/4		1/4	<1/4	<1/2	<1/2	1/3	<1/2	1/2	1/4	<1/3
12 EAP by bench/moved to little common	1/4	1/4	<1/3	1/4	<1/4	2/3*	2/3*	2/3*	2/3*	2/3*	3/4*	3/4*	2/3*	2/3*

with 16.*														
13 EAP	1/3	1/3	< 1/3	<1/2	1/3	1/5	1/3	<1/2	<1/2	1/2	1/2	<1/2	1/2	1/2
14 CFZ gate	2/3	3/4	3/4	4/5	2/3	2/3	1/2	2/3	2/3	2/3	4/5	3/4	2/3	1/4
15 CFZ gate	3/4	full	4/5	full	1/2	3/4	4/5	5/6	Full	4/5	4/5	full	4/5	2/3
16 Little Common	3/4	3/4	4/5	full	4/5	1/2*	1/2	1/2	1/2	3/4	1/2	<1/2	1/2	1/4
Date emptied by SDK	14/0 1/15 2	04/0 2/15	18/0 3/15	15/0 4/15	22/0 4/15	28/0 4/15	21/0 7/15	01/0 9/15	04/1 1	03/0 2/16	30/0 3/16	31/0 5/16	03/0 8/16	14/0 9/16

Donations via car parks	12/13	13/14	14/15	15/16	16/17*
	14369	13352	13365	13334	13800*

These have stayed remarkably consistent over the last 4 full years that car park charges have been in place. The first year is slightly higher which is not unexpected with possible confusion as to when charges/donation period apply. No impact by DCO.

\* predicted based on income to date

Car parks Charges Gross	12/13	13/14	14/15	15/16	16/17*
	79122	76727	66718	65534	81792*

There is a reduction of around 10k in car park takings from 13/14 – 14/15 – however takings don't seem to be hugely affected by DCO – weather is still a more critical issue given that DCO were only in force for 4 of the 12 months of 14/15. With charges applying only 2 days in 7 it only takes a couple of wet days each week, if they happen to be at the weekends, to completely disrupt earnings. So in reality car park income has remained similar the year after DCO to the year before DCO came in. Indeed if we compare the actual 12 months before DCO - December 13 – Nov 14 £71528.5 - with the actual 12 months post DCO (December 14 to Nov 15) 64502 the difference is around 7 k and the big months for variations are those with poor weather at key weekends.

There was also a predicted decline from the first highest year 12/13 where in addition to charges being very new we also had decent bank holiday weather something lacking in 14/15 and 15/16 (and 16/17 I should add) – however figures are difficult to interpret beyond weather. E.g - October 15/16 was the 2<sup>nd</sup> highest income ever as was January 2016 yet December income has been poor 14/15 & 15/16 and sept 15/16 was poor with wet weekends and June/ July in both 14/15 and 15/16 equally poor.

Car numbers below– show a similar dip in 2015 – though again figures are difficult to interpret as October 15 was the 3<sup>rd</sup> busiest month in the 3 years looked at and busier than any in 2014.

**2016/17**  
\* predicted based on income to date (7 full months) but clearly less cars now parking as income is not a 50% increase (£98301) on 15/16 – only around 25 %. Therefore, effect of car park increase on car numbers is very obvious compared to DCO!

	2013	2014	2015	2016
Car numbers in at LMD East	142598	140830	133797	?

General donation incomes				
	2013	2014	2015	2016
Donation Badges/ Value	19 / £835	22/£1045	18/£865	19/£1825

Like other donations these have stayed very comparable year on year – 2016 is yet to be completed of course – and badges are issued on calendar years not financial ones.



No discernable impact by DCO.

**2014/15 - 104 respondents.** 7 comments on dogs

<b>More restriction/action</b>	<b>More Bins</b>
2 x Put dogs on lead 1 x observe DCO/dogs frighten kids 1 x control dogs 1 x dogs on lead much improved	2 x more dog bins (away from common)

**2015/16 - 90 respondents.** 13 comments re dogs split into two areas those want more restriction/action on dog issue those less or review of current set up/ want more bins

<b>More restriction/action</b>	<b>Less/review restriction/ more bins</b>
1x ban dogs 1 x dog free areas 2 x Less/fewer dogs 2 x fine enforce even more on dog fouling 1 x dogs on lead near info point	2 x more dog bins (away from common) 1 x remove/reduce dog control, zones 1 x shame dogs are restricted on lead 1 x allow free roaming dogs in all areas 1 x be more positive about dog walking

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# **Burnham Beeches**

## **Visitor Survey**

### **2015/16**

**A Research Report for Burnham Beeches**

**By**

**C. Philip Wheater and Penny A. Cook**

# Executive Summary

The 2015/16 Burnham Beeches visitor study extends the previous survey from 2010/11 (based on an original survey in 2002/03 and a pilot study in 2000) to provide up-to-date estimates of annual visitor numbers for Burnham Beeches. Since the 2010/11 survey, a number of management initiatives have been implemented including, dog control orders on 1<sup>st</sup> December 2014 and charges for car parks at weekends and on bank holidays from 1<sup>st</sup> August 2011 (at the three designated car parks: the Stag, the Dell and along Lord Mayor's Drive). On 1<sup>st</sup> April 2016, these car park charges were increased.

During 2015 and 2016, thirteen surveys were undertaken covering one bank holiday, six weekend days (with two weekends covered by paired half days to count over both the Saturday and Sunday) and six weekdays (with one week covered by two part days). The survey was designed to cover all four seasons. Visitors were recorded at each of nine entrances, selected to ensure a full coverage of the diversity of entrance and to make sure the major entrances were properly surveyed. Different entrances were surveyed with different sampling efforts depending on their usage (as ascertained during previous surveys, where in 2002/03 and 2010/11 several of the smaller entrances showed similar results to each other and some entrances were used much more frequently than others). At the major entrance on Lord Mayor's Drive East (LMDE), vehicles entering were counted, classified as to type (car, van, motorbike, etc.) and the number of occupants (adults, children and dogs) were recorded. At all entrances (including LMDE), visitors not arriving by car were categorised depending on their age (adults or children), their mode of entry (by walking, using a wheelchair, cycling, or on horseback), and whether they had a dog, or dogs, with them or not.

There were an estimated 551400 visitors per year in 2015/16. The proportion recorded as entering the site by car is reduced from the previous surveys possibly due to changes in management. Most vehicles entering the site are used by visitors so ATC counts should properly reflect visitor numbers and not (for example) tradespeople. A smaller number of dogs have been estimated as using the site during this survey compared to 2010/11, but comparable to the survey in 2002/03.

The model produced in 2010/11 (based on that produced in 2002/03) has been updated and refined to reflect the data gathered during this 2015/16 survey. The model using the ATC data shows a stabilization of visitor numbers over the years with the major changes being in the mode of access used. A protocol for using the model has been included, as have suggestions for further ways of refining the accuracy of estimates.

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# Introduction

This report presents an updated estimate of Burnham Beeches visitor numbers using a series of surveys during 2015/16 to modify the previous model (last updated in 2012/13). The last comprehensive estimate of visitor numbers at Burnham Beeches was in 2010/11 following a survey of five entrances for fifteen days spread over the year (informed by a previous study in 2002/03 and a pilot study in 2000). This resulted in an estimate of some 585000 annual visitors. A short assessment of the initial impact of car park charging (from 1<sup>st</sup> August 2011) was made in 2012/13 (Wheater & Cook 2013) which indicated a small decline in car usage by visitors (at least to the designated car parks) following charging, reducing the estimate of annual visitor numbers to around 540000. However, this was based on only one year of data following car park charging (in a year with poor weather on some peak periods) and did not take into account the closure of the Stag public house in August 2012. Other management changes have taken place since the last major survey, including the introduction of dog control orders in December 2014 and an increase in car park charging in April 2016. The current survey aimed to update the annual estimate taking into account as many changes as possible.

## Survey objectives

1. Estimate the annual total of visitors to Burnham Beeches.
2. Estimate the total annual numbers (and where possible the associated errors) in the following categories:
  - a. Cars (including vehicle occupants: adults and children), identifying whether changes to car parking charges have had an impact on vehicle usage;
  - b. Pedestrians (adults and children);
  - c. Wheelchair users;
  - d. Cyclists;
  - e. Horse riders;
  - f. Dogs (including those arriving by car and those with walkers).
3. Update the model produced in 2010/11 to enable ATC data to be used to estimate annual visitor numbers in the future.
4. Examine the possible impact of type of day (bank holidays, weekends and weekdays) on the numbers of visitors.

5. Examine changes over time (where possible across all three surveys: 2002/03, 2010/11, and 2015/16).
6. Begin to establish if there are changes to the visitor numbers as a result of the weather on particular days



# Methods

## Survey methods

A selection of entrances and times of the year were used for the survey based on refinements of the original survey in 2002/03 and the follow up survey in 2010/11. Nine entrances were surveyed to examine the changes in management (especially the introduction of charges) since the last survey and to include a new entrance (Currier's Lane). This latter entrance seems to be used more than in the past, when it was not really considered an entrance to the site. Pumpkin Hill was initially counted since it was seen as a (minor) entrance in previous surveys. However, the small car park associated with it has now closed and it became evident that it is no longer being used. Since 2007, the only entrance through which vehicles can enter is Lord Mayor's Drive East (LMDE) which was surveyed to count the different types of vehicle entering and to gain occupancy rates for adult and child passengers and any dogs carried within the vehicles. All entrances were surveyed for pedestrians, counting whether they were adults or children and whether they entered on foot, in wheelchairs, using cycles, or on horseback. Smaller entrances (allocated as such following previous surveys) were observed for less time than were more major entrances (Table 1).

**Table 1**      **Entrances surveyed**

<b>Entrance</b>	<b>Extent of Survey (hours*)</b>
Bedford Drive	35
Coronation Cottages	37
Currier's Lane	21
Egypt Lane	27
Lord Mayor's Drive East**	99
Lord Mayor's Drive West / The Dell	96
Park Lane	25
Pumpkin Hill	1
Stag car park	32

\*Rounded to the nearest hour

\*\*Vehicles were surveyed for 105 hours on LMDE to cover approximately the same time periods as the surveys for pedestrian traffic

Thirteen survey dates were chosen during 2015/16 to cover the entire year, with one bank holiday, six weekdays and six weekend days (including several roughly half day samples to cover the morning and afternoon of paired days within a selected

week or weekend). Weekday surveys usually took place near to either weekend or bank holiday surveys (see Table 2).

**Table 2 Survey dates 2015/16**

<b>Date</b>	<b>Day</b>	<b>Type of Day</b>	<b>Number of Survey Hours*</b>
1 <sup>st</sup> November 2015	Sunday	Weekend	34
3 <sup>rd</sup> November 2015	Tuesday	Weekday	31
16 <sup>th</sup> December 2015	Wednesday	Weekday	33
23 <sup>rd</sup> January 2016	Saturday	Weekend	36
12 <sup>th</sup> March 2016**	Saturday	Weekend	20
13 <sup>th</sup> March 2016**	Sunday	Weekend	22
22 <sup>nd</sup> March 2016	Tuesday	Weekday	32
2 <sup>nd</sup> May 2016	Monday	Bank holiday	44
14 <sup>th</sup> June 2016**	Tuesday	Weekday	20
15 <sup>th</sup> June 2016**	Wednesday	Weekday	12
27 <sup>th</sup> July 2016	Wednesday	Weekday	44
30 <sup>th</sup> July 2016**	Saturday	Weekend	17
31 <sup>st</sup> July 2016**	Sunday	Weekend	29

\*Rounded to the nearest hour

\*\* Half day surveys covering the morning or afternoon of paired days for 2 weekend and 1 weekday surveys

Automatic Traffic Counters (ATCs) have been employed at the entrance / exit of Lord Mayor's Drive East since 2008. Since then daily records have been collated, on a monthly basis, and used to inform management. The ATC counts coinciding with the periods of survey (days and, as far as possible, particular hours) were extracted from the ATC database and compared with the observer records from the survey. It should be noted that some ATC data are missing due to breakdown of the system over the years (including whole months for September and October 2011). For ATC data to be valuable in estimating visitor numbers, it was important to be able to identify the occupancy rate of the vehicles for each category of visitor (adults and children) and how many dogs are carried in vehicles. On each survey date, the number of vehicles entering the site (via LMDE) were counted and classified according to type: cars, people carriers, mini-buses, coaches, motorbikes and vans/lorries. Vehicles were stopped and the number of occupants (adults, children and dogs) were recorded in each. For all the entrances surveyed, the numbers of visitors were counted and identified according to whether they were adults or children and what mode of transport they were currently using (walking, using a wheelchair, cycling, or on horseback) and how many dogs (if any) they had with them. Note that it was not possible to distinguish people arriving by car and parking up outside the site from 'true' walkers. Survey data were collected by a number of

different observers (Burnham Beeches staff and volunteers) who were trained by staff at Burnham Beeches. A bespoke recording form system was employed using two types of form: for vehicle numbers and occupancy at LMDE, and for visitor numbers (except those in cars at LMDE) at all entrances. Data were then entered into a database written in MS-Access, which used entry sheets replicating the data recording sheets to reduce data entry error. Data entry was by Burnham Beeches staff and volunteers. Data were cleaned and error checked by the authors in consultation with the original data recording forms and staff at Burnham Beeches. The number of data errors were extremely low, reflecting the care taken by the team of volunteers and the design of the data recording and management systems used.

### **Data analysis and visitor number model**

Data were extracted from the database (MS-Access) into MS-Excel for checking, manipulation, screening and first stage analysis. Subsequent analysis used StatView (V5.0.1) and FCStats (a statistical program written by the authors using MS-Excel). Graphs were produced using MS-Excel and StatView. The visitor number estimation model designed by the authors in MS-Excel following the 2002/03 survey (and updated in 2010/2011 and 2012/13) was refined to:

- a) include updated conversion factors (used to estimate total visitor numbers from the ATC data) based on improved data from this more extensive survey utilizing more entrances, covering a wider period of the year, and targeting the different types of visitor entering the site;
- b) incorporate changes to visitor practice over the years (e.g. car occupancy and mode of access);
- c) take account of changes to management (e.g. changes to car parking including charging).

Errors were estimated based on the variation between samples and also on differences between ATC and survey data. The ATC data extracted were matched as far as possible to the same time periods as the survey data, giving comparisons of the numbers of vehicles entering the site.

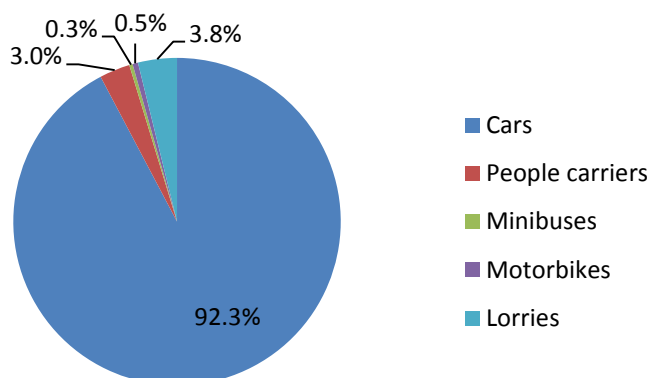
Daily traffic data were also examined against solar radiation for the 2016 records. In addition, where possible, ATC data were modelled against the known parameters calculated at each survey point (2002/3, 2010/11 and 2015/16) to look for trends against changes in management (i.e. for vehicle access and charges).

## Survey Results and Discussion

A wide variation of counts were found from the surveys (Table 3) with most visitors (adults and children) arriving on the Bank Holiday and weekend days compared to weekdays (Table 4). The majority of vehicles accessing the site are cars and people carriers (Figure 1), although a number of lorries and vans were also present (some of which may contain genuine visitors, whilst others were service vehicles for the site, including the café). People carriers are sometimes difficult to distinguish in terms of seat number since they vary in this and some seats may be folded at the time of the survey, hence being difficult to record in a consistent fashion. It is therefore reasonable to combine these categories since the majority of other cars have five seats. Few mini-buses or coaches were recorded during the surveys and hence do not seem to have a major impact on vehicle numbers. Although, where these are used by school groups they may impact on the estimates of the numbers of children entering the site. Smaller motorbikes, mopeds and scooters may not trigger the ATCs, and the relatively low numbers of these recorded during the surveys suggest that any omission from the ATC data is unlikely to be a significant source of error in estimating visitor numbers.

**Table 3** *Summary of vehicular access at Lord Mayor's Drive East (numbers per hour of the surveys)*

Type of day	Number of vehicles	Adult passengers	Child passengers
Bank Holiday	31.3	57.6	21.0
Weekend	42.9	76.2	24.7
Weekday	34.1	49.7	8.7



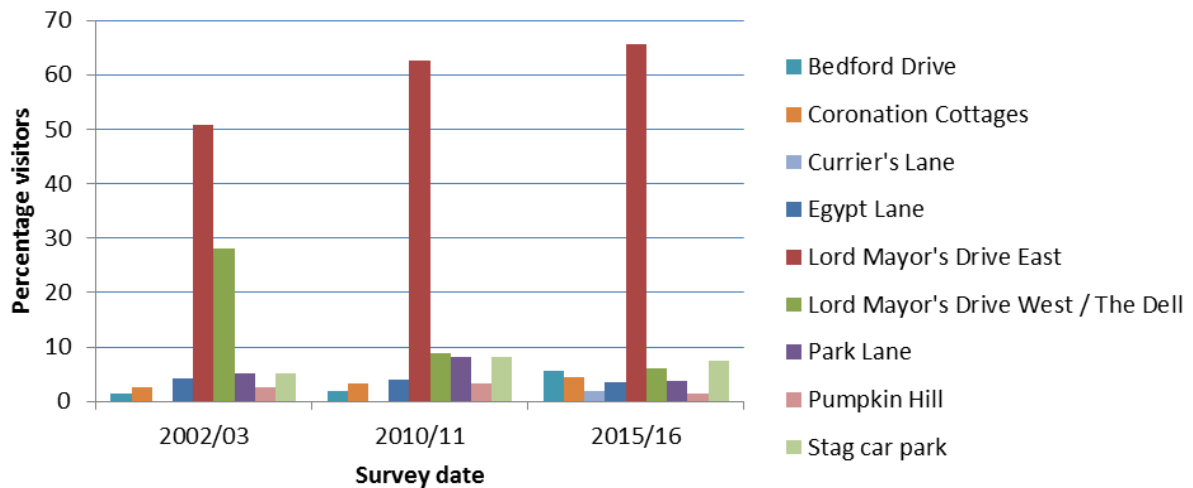
**Figure 1** *Types of vehicles accessing the site*

**Table 4 Summary of non-vehicular access**  
(numbers per hour of the surveys)

Entrance	Type of Day	Adults walking	Children walking	Wheelchair users	Adults cycling	Children cycling	Adults on horses	Children on horses
Bedford Drive	Bank Holiday	7.5	1.8	0.0	0.0	0.5	0.0	0.0
	Weekend	9.8	1.5	0.7	0.3	0.1	0.0	0.0
	Weekday	4.7	0.9	0.0	0.0	0.0	0.0	0.0
Coronation Cottages	Bank Holiday	2.3	0.0	0.0	1.0	0.0	0.0	0.0
	Weekend	6.7	0.7	0.0	0.1	0.4	0.0	0.0
	Weekday	4.7	0.5	0.0	0.2	0.0	0.0	0.0
Currier's Lane	Bank Holiday	2.8	4.0	0.0	0.0	0.0	0.0	0.0
	Weekend	3.2	0.4	0.0	0.0	0.0	0.0	0.0
	Weekday	2.0	0.0	0.0	0.0	0.0	0.1	0.0
Egypt Lane	Bank Holiday	10.3	0.3	0.0	0.0	0.0	0.0	0.0
	Weekend	5.1	0.2	0.0	0.9	0.4	0.0	0.0
	Weekday	3.5	0.2	0.0	0.2	0.0	0.0	0.0
Lord Mayor's Drive East	Bank Holiday	23.5	4.2	0.0	3.7	1.9	0.2	0.0
	Weekend	21.9	4.7	0.2	4.0	1.0	0.2	0.1
	Weekday	8.5	1.3	0.1	1.8	0.4	0.0	0.0
Lord Mayor's Drive West	Bank Holiday	4.7	1.0	0.0	1.0	0.5	0.0	0.0
	Weekend	7.7	0.8	0.0	0.2	0.0	0.0	0.0
	Weekday	4.5	3.5	0.0	0.0	0.0	0.0	0.0
Park Lane	Bank Holiday	5.7	0.3	0.0	0.7	0.3	0.0	0.0
	Weekend	7.8	0.5	0.0	0.5	0.0	0.0	0.0
	Weekday	2.2	0.1	0.0	0.8	0.0	0.4	0.0
Pumpkin Hill	Weekend	2.0	0.0	0.0	0.0	0.0	0.0	0.0
Stag car park	Bank Holiday	7.6	2.3	0.0	2.9	0.7	0.0	0.0
	Weekend	12.9	3.0	0.0	2.5	0.3	0.0	0.1
	Weekday	4.3	0.4	0.0	1.8	0.0	0.1	0.0

### Comparison of entry points

During 2015/16, the proportion of visitors entering through each point showed some changes compared to 2010/11 and 2002/03 (Figure 2). In the main, there has been an increase in the proportion of visitors seen at Bedford Drive, Coronation Cottages and Lord Mayor's Drive East. There have been decreases at Park Lane and (especially) Lord Mayor's Drive West / The Dell.

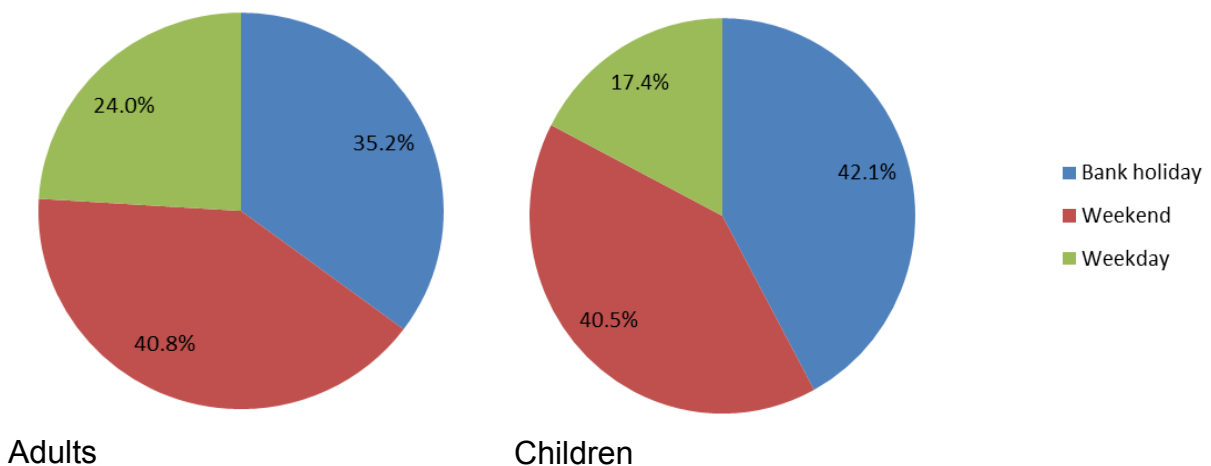


**Figure 2 Percentage visitors accessing each entrance**

NB: the figures for Bedford Drive, Coronation Cottages and Park Lane for 2010/11 are calculated on the basis of surrogates identified from the 2002/03 survey and there were no counts at Currier's Lane before 2015/16.

### Impact of type of day on visitor numbers

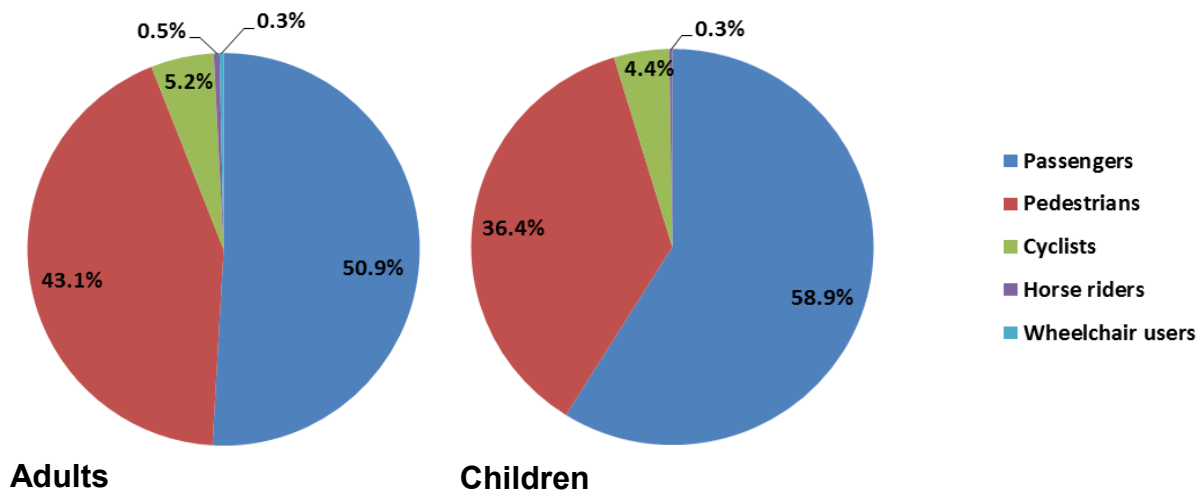
There is a variation between the visitor numbers with type of day, with weekdays being (unsurprisingly) lower than both the weekends and the May Bank Holiday Monday surveyed for both adults and children (Figure 3).



**Figure 3 Percentage visitors accessing on each type of day surveyed**  
Based on daily means

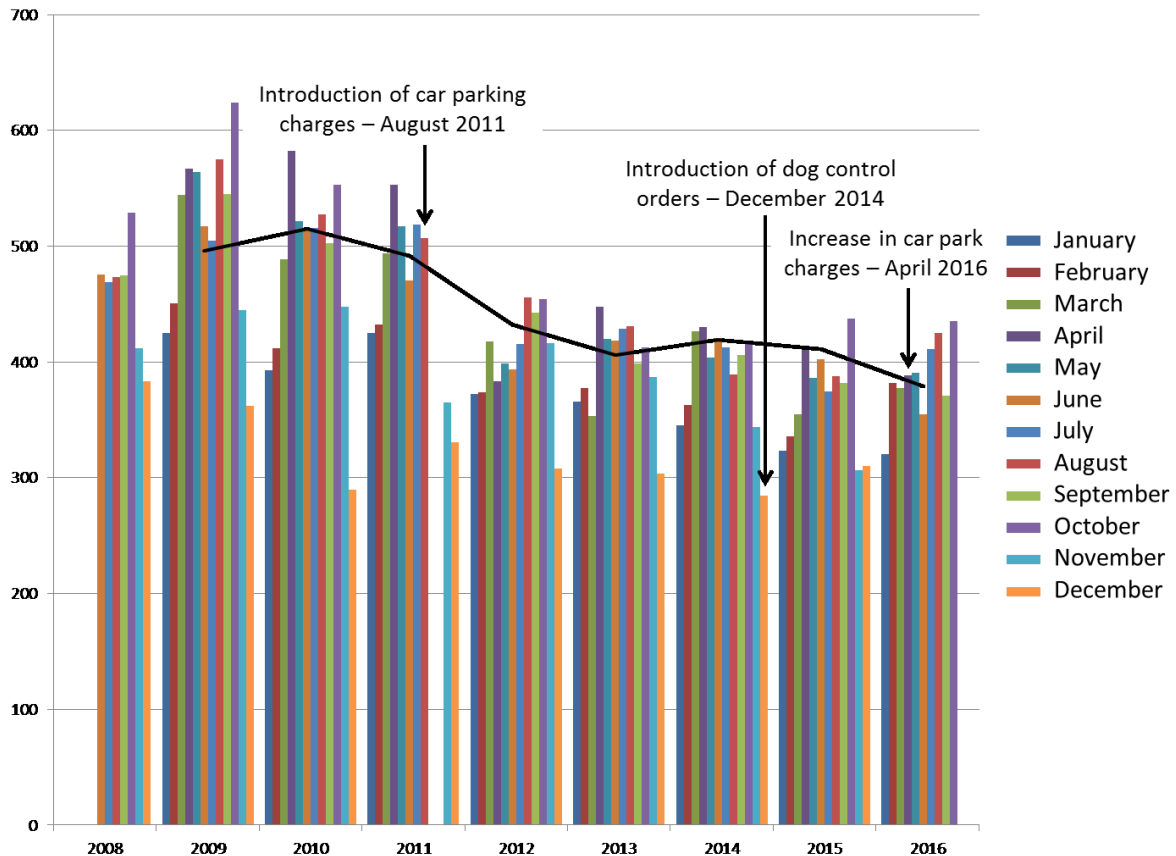
## Type of visitor and access type

From the estimates, around 83% of visitors to Burnham Beeches are adults and most of these (over 50%) travel by car through Lord Mayor’s Drive East (Figure 4). Taking into account that nearly 60% of children enter the site by car through LMDE, and that the number using cars and then walking in through other entrances has not been estimated during this survey, it can be seen that car travel is the most important route to the site. This confirms the estimate of 69% of respondents to the Public Consultation in 2009 stating that they travelled by car (Wheater 2009). However, it should be noted that the number of vehicles has declined (at least through Lord Mayor’s Drive East) over the years (Figure 5). The chart is broken down by month showing clear peaks in October, reflecting the interest in the site during the most impressive stage of “autumn colours”. Cycling is not an insignificant mode of transport for either adults (5.2%) or children (4.4%). Horse riding is at a lower level and restricted to a small number of entrances. There are relatively few visitors who are wheelchair users which may reflect the level of need or be indicative of issues of access (e.g. appropriate surfaces). Of course more wheelchair users may enter through LMDE by car and park on-site.



**Figure 4 Comparison of modes of access**

\* Note that pedestrians includes those arriving by car and parking off-site before walking into the site.



**Figure 5 Vehicle numbers over time**  
(the solid black line indicates a moving average across the years)

### Comparison of ATC and observation data

Readings taken from the ATC and observational data on the same dates showed absolute differences between these of between 0.1% and 26.6% (an average of 10.9% of the mean traffic levels overall). The ATC data were more frequently lower than the survey counts which may be due to averages for the former being influenced by low counts towards the beginning of the first hour and end of the last hour of data capture (ATC data were reported in blocks of hours whereas survey counts were given to the minute). This may also explain why the shorter survey periods (half days) tended to show larger mismatches between the two data types, because the quieter hours will be disproportionately represented in these data. There were also some breaks taken by observers during the day in some surveys which cannot be fully accommodated in comparisons since the ATC data are measured over whole hours. It is not known how representative such differences are over the whole year and what influences year and day may have. However, individual daily differences may cancel out since over the whole survey period there were 37.9 cars per hour observed *cf* 37.3 per hour recorded by ATCs (an average difference of 1.6% on mean traffic levels overall).



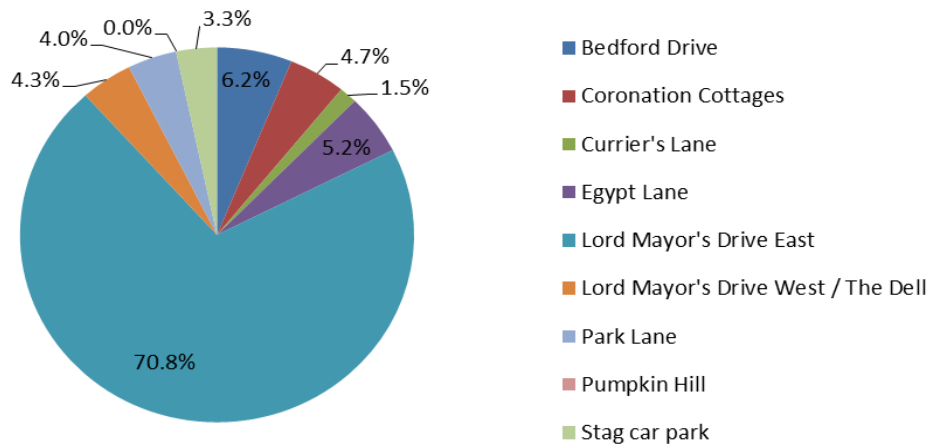
There have been some errors creeping into the ATC data, exacerbated by failure of counters. However, in 97.1% of occasions from June 2008 until October 2016, the differences between the survey and ATC data were within 20% of the average of the two. There is a tendency for the incoming ATC to record more than the outgoing ATC. It is likely that such anomalies are due to the location of the ATCs and/or problems with localised parking forcing motorists to avoid one ATC or another on occasions and hence being recorded as incoming, when leaving and *vice versa*. Since vehicles can neither be lost nor created on site, the average value of the ATCs has been taken as indicative of traffic levels. This situation has improved since 2010/2011, possibly by the movement of the ATCs and altering the junction so that counts now more accurately reflect the true flows of traffic.

There was an increase in traffic along Lord Mayor’s Drive from 2008 to 2011 followed by a fall as charges were introduced. There has been an additional small decrease in 2015 and 2016 but there does not as yet appear to have been a noticeable reduction in traffic since the increase in charges in April 2016 (Figure 5).

## Dogs

Dog walking is an important activity (29% of respondents – Wheater 2009) and of those walked in Burnham Beeches over the year (Table 5), 60.7% arrive by car through Lord Mayor’s Drive. Of those entering the site on foot, Bedford Drive and Egypt Lane have the highest numbers (Figure 6). Car occupancy of dogs is around 0.64 per car (ranging from about 0.4 on bank holidays, through 0.5 at weekends to 0.7 on weekdays). This range probably reflects the regular visitors by car who walk their dogs very frequently (possibly daily).

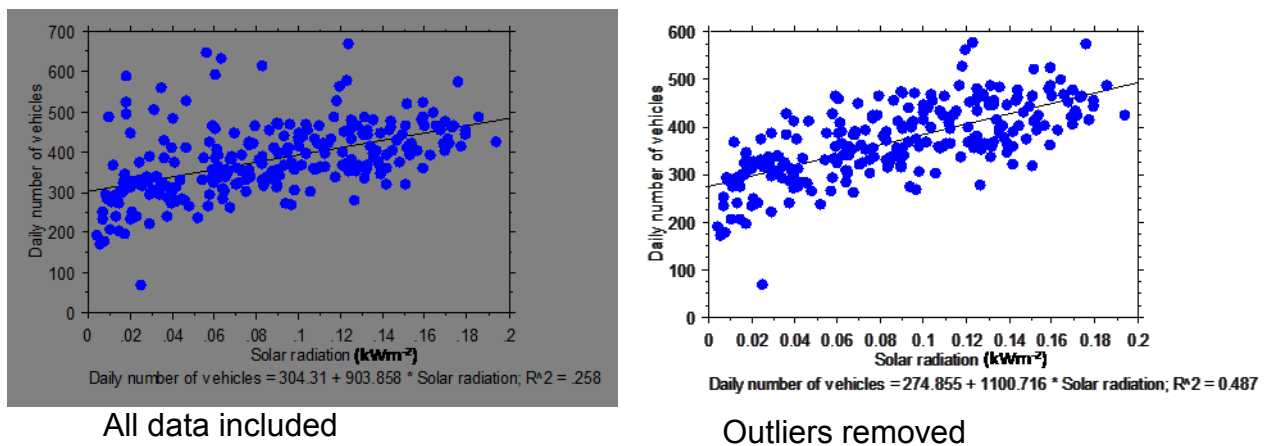
	2002/03	2010/11	2015/16
Annual estimate	128921	215502	142751
By car	99017	105341	86650
Walking	29904	105530	56101



**Figure 6 Entrances used by dog walkers**

### Weather conditions

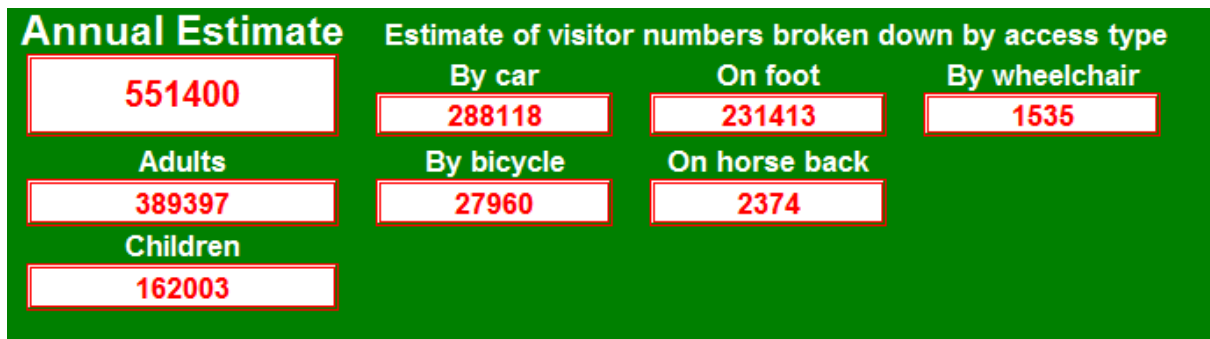
The availability of a local weather station enabled a brief assessment of how changes in weather can impact on visitor numbers. For 2016, there was a strong correlation between the amount of solar radiation per day and the number of cars entering the site ( $r_s = 0.568$ ,  $n = 257$ ,  $P < 0.0001$ : see Figure 7). There are a number of outliers that were on days when filming or other events were taking place, leading to a larger number of vehicles than would perhaps be expected for the weather conditions at the time. If these outliers are removed this strengthens the correlation ( $r_s = 0.710$ ,  $n = 243$ ,  $P < 0.0001$ ).



**Figure 7 Scatterplots of daily number of vehicles against solar radiation**

# Model

A model for estimating visitor numbers was originally produced in 2002/03 and refined in 2010/11 and 2012/13. This uses ATC data to estimate visitor numbers on the basis of knowledge of the proportion of visitors entering via LMDE and the car occupancy of adults and children. The model provides the capability of being updated in several ways: adding current ATC data; amending the mean occupancy levels in vehicles; and amending the proportion of visitors using different modes of access. The latter two points require observational surveys to validate changes over time and with modified management practice. Using the updated model with current mean car numbers from ATC data, and updating both occupancy levels and the ratio of modes of transport to access the site (from the survey), the new model gives estimates for 2015/16 of:



NB: due to rounding errors, the totals in the model and those elsewhere in the report may not match perfectly

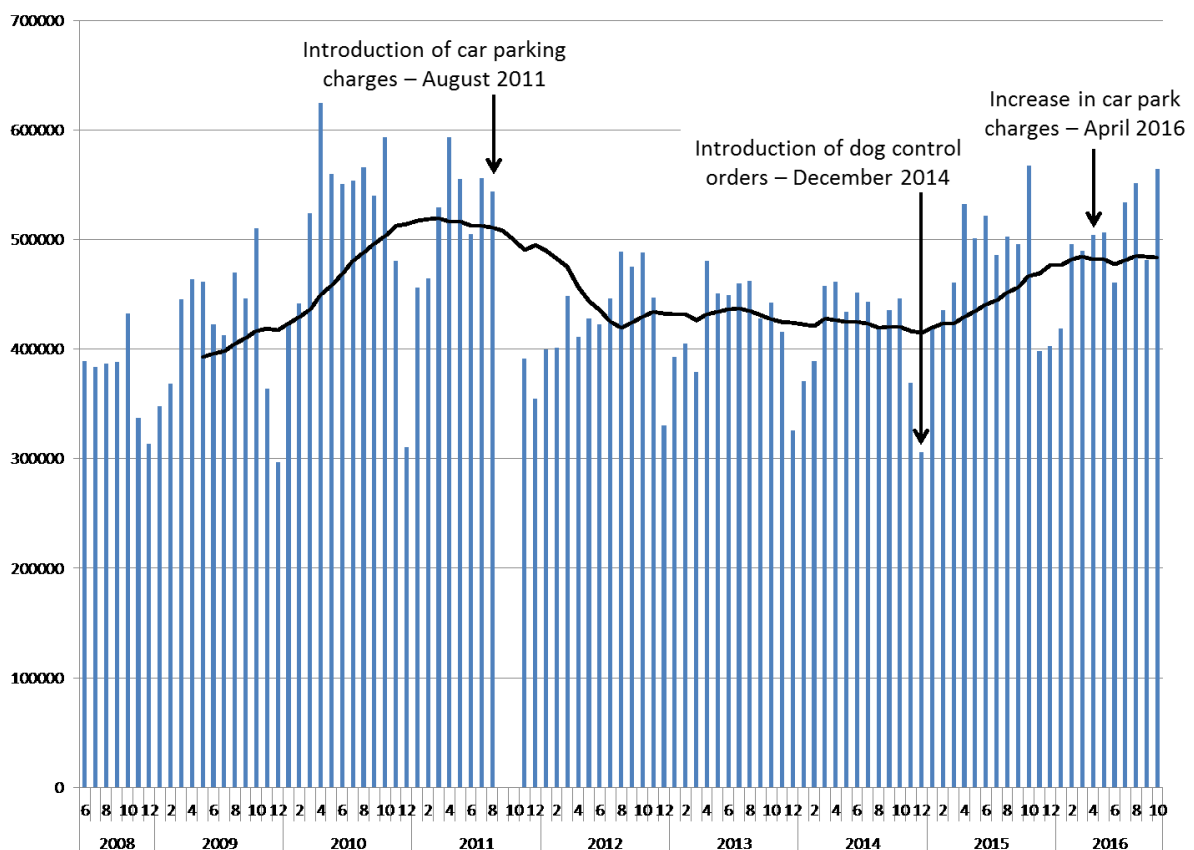
The model can be used in several ways to generate future estimates:

- by inputting ATC data for different types of days either across a season or using mean values per day type (NB: if using mean values in the model, the “number of days observed” should be set to 1);
- by modifying the car occupancy after short term additional surveys to check that the original estimates stand;
- by including peak days such as Autumn colour or particularly warm weekends in Spring and Autumn (NB: the assumption at present is that for such peak days, peak weekends equate to bank holiday levels of visitors, whilst peak weekdays equate to weekend levels of use. It would be desirable to test this assumption further using ATC data).

## Comparisons between surveys

Several changes are apparent here between the survey periods. Modelling visitor numbers using the conversion factors calculated from the early (2002/03), mid (2010/11 and updated in 2012/13), and later (2015/16) models show an initial rise in

visitors from 2008 to 2010/11 followed by a decline at the time of the introduction of car parking charges. These estimates stayed reasonably consistent during 2012 to 2014 and then rose slightly for 2015/16 (Figure 8). These data assume that the vehicle usage and car occupancy rates stayed consistent between surveys. If these variables changed earlier, then the increase shown here for 2015, would have occurred earlier in the cycle. It is interesting to note that dog control orders came in on 1<sup>st</sup> December 2014 which might have influenced some visitor numbers associated with dog walking.



**Figure 8** *Estimates of annual visitor numbers based on monthly ATC data*

The bars indicate annual visitor number estimates based on modelling individual monthly ATC data using the model produced at the preceding survey. The solid black line indicates a moving average across the years. Note ATC data are missing for September and October 2011

The three models give different estimates for each type of visitor (adult and child) and for different types of access (Table 6). These estimates do indicate relatively stable annual visitor numbers with car use reducing and foot traffic and cycling increasing. There are similar wheelchair usages, although in all surveys these may be an underestimate if those entering by vehicle through LMDE were not recorded.

The changes in horse riding may be due to the reduced number of entrances surveyed in 2010/11 and the “real” numbers may be similar to the 2002/03 and 2015/16 estimates. All of the estimates, except for the update in 2012/13, used the associated surveys to provide occupancy numbers for vehicles and the ratios between the number of visitors entering the site by vehicle compared to other modes of transport.

	2002/03	2010/11	2012/13*	2015/16
Overall visitors	482776	585106	540918	551400
By car	372764	327917	303152	288118
On foot	81415	230818	213387	231413
By wheelchair		1574	1455	1535
By bicycle	25685	24229	22399	27960
On horseback	2912	474	438	2374

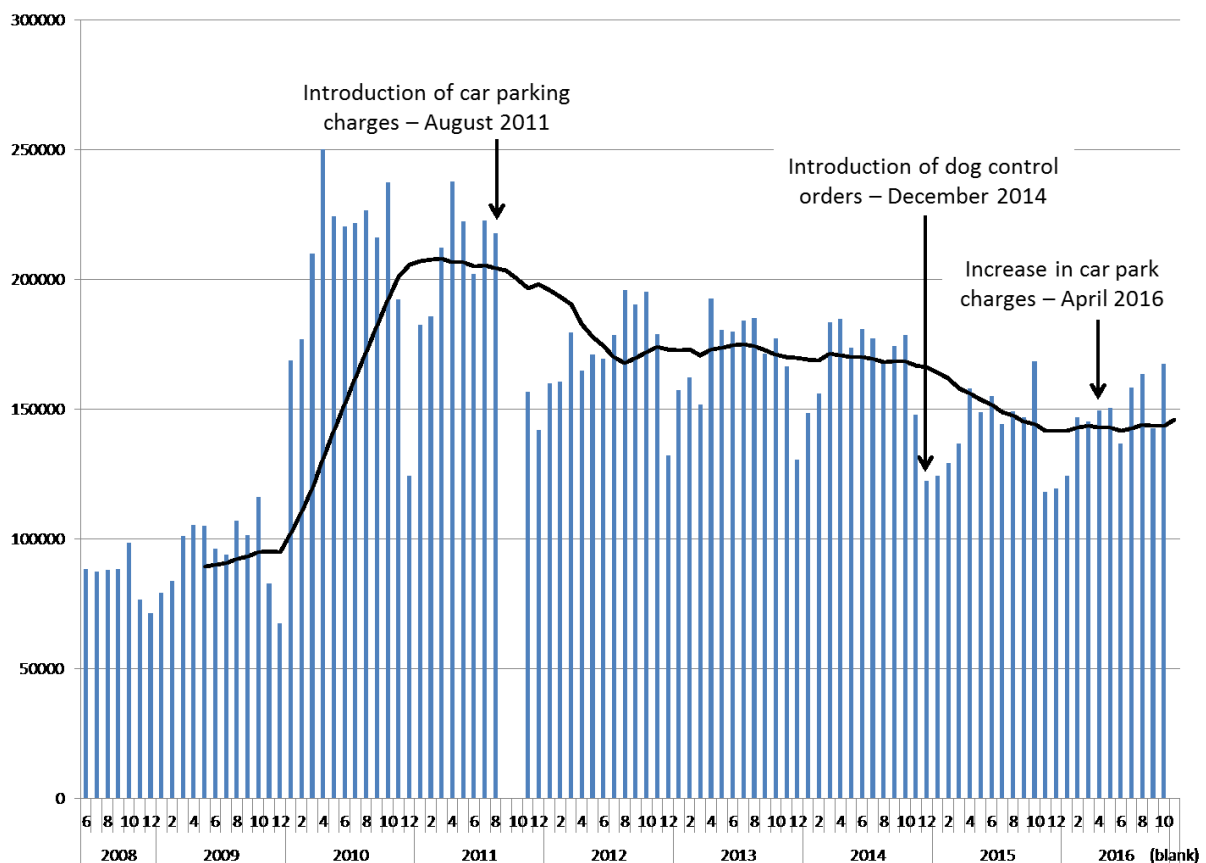
\* Estimates for 2012/13 used the same parameters as the model produced for 2010/11 with updated ATC data.

The estimates in Table 6 are based on different vehicle occupancy rates identified during the three surveys (Table 7). It is interesting to note that for both adults and children, car occupancy has increased over the years, whilst the proportion using cars seems to have reduced, and the annual estimated number of visitors remains very similar. But it is worth noting that there may be an underestimate of car usage by those not parking in official car parks.

	2002/03*	2010/11	2015/16
Adults Bank holidays		1.71	1.87
Adults Weekends	1.68	1.70	1.76
Adults Weekdays	1.41	1.44	1.40
Children Bank holidays		0.56	0.68
Children Weekends	0.33	0.49	0.57
Children Weekdays	0.19	0.22	0.24

\*Bank holidays were not surveyed in 2002/03

Similar patterns to visitor numbers were found for dogs on site with a more dramatic increase in the early years followed by a reduction after 2011 and a further smaller reduction in 2015/16 (Figure 9). Again, care must be taken to recognize that car occupancy of dogs (Table 8) and usage of different entrances by dog walkers are captured at fixed points (at the times of the various surveys) and are applied in the model from the survey date onwards. However, the underlying change in behavior may have occurred earlier in the cycle. In addition, in the early (2002/03) survey vehicles were not stopped so dogs were estimated visually as they drove past. This was likely to give an under estimate of the numbers of dogs being carried in cars. Further, the early data also included some vehicles (around 17%) that appeared to be using the site as a short cut which would complicate estimates of those using the site for dog walking. The lower number of smaller entrances surveyed in 2010/11 may have introduced errors in estimating the ratios between those driving dogs onto the site and those walking them in. Bedford Drive, Coronation Cottages and Park Lane were not surveyed in 2010/11 but contributed around 15% of dog walkers in 2015/16, a smaller estimate than was made using surrogate entrances in 2010/11.



**Figure 9** *Estimates of annual dog numbers based on monthly ATC data*

The bars indicate annual visitor number estimates based on modelling individual monthly ATC data using the model produced at the preceding survey. The solid black

line indicates a moving average across the years. Note ATC data are missing for September and October 2011

**Table 8 Comparisons of car occupancies of dogs between surveys**

	2002/03*	2010/11	2015/16
Bank holidays		0.530	0.396
Weekends	0.384	0.532	0.512
Weekdays	0.402	0.667	0.701

\*Bank holidays were not surveyed in 2002/03

### Limitations

As with all surveys based on relatively low numbers of samples (due to resource limitations), the number of replicates (particularly the low number of bank holidays surveyed and the lack of replicates within each season for each day type) influences the reliability of the estimates. The reliance on the entrances in 2010/11 showing similar patterns to those in 2002/03 may have led to increased error, especially since the management has changed over the years. Therefore in 2015/16, increased effort was put in place to cover all the entrances (*cf* 2010/11) but at the cost of reducing the number of hours surveyed at each entrance.

Changes in management (including the introduction of dog control orders) could have impacted on the proportions of people using the different modes of transport and entrances used to access the site. Changes to car parking in between surveys (including increasing charges) may also have had an impact. Such changes can only be picked up by the surveys and cannot be accommodated by the model based on ATC data between surveys.

No counts were specifically targeted at events or periods of particular interest such as the 'autumn colour' period when numbers may be particularly high during times of good weather. The survey in November does cover this period, but did not show elevated visitor counts compared to a few months later. However, weather conditions at this time of year may be particularly influential on visitor numbers.

## Conclusions

The 2015/16 survey has demonstrated reasonable levels of similarity between the observations and the ATC counts for traffic. The updated model builds on those previously produced to update, and improve the accuracy of, the car occupancy figures, improve the knowledge of visitor activity across the year and on different types of days, and establish the patterns of usage at minor entrances in comparison with the major one at Lord Mayor's Drive East. The updated model provides an estimate of 551400 visitors per year in 2015/16, a 1.9% increase on the previous estimate from 2012/13.

## Recommendations

The ATC data along Lord Mayor's Drive should continue to provide a reasonable data source for the estimation of visitor numbers until significant changes in visitor behavior occurs. The model allows either accumulated data (from many days) or means (by entering the 'number of days sampled' in any day type as '1') to be entered. This refined model does provide very similar results to the estimates obtained directly from observations during the survey and should enable a larger degree of variation to be accounted for.

This model relies heavily on the ATC data as a proxy for visitor numbers. The extent to which this is valid depends on the impact of changes to the management of the site. Therefore, a priority for future surveys should:

- a) use the same methodology to identify any changes resulting from changes to car parking charges.

Further surveys could also:

- b) maintain coverage of minor entrances to ensure that variation across entrances is adequately covered;
- c) increase coverage of seasonal/daily variation covered fairly lightly or not at all in this survey (e.g. peak colour, seasonality, time of day, bank holidays);
- d) include some early morning counts of visitors (especially in the summer months) to capture data on (especially) early morning walkers;
- e) identify the number of people arriving by car at the minor entrances (this could be included in future surveys and could be checked by "quick and dirty" counts of the proportions entering the site having parked, compared to the total number walking onto the site);



- f) examine the impact (if any) of the dog control orders on dog walking and the associated modes of access (including by using the dog transect data currently being obtained).

It would also be relatively straightforward to further develop the model using ATC data by including the incorporation of additional factors such as:

- a) comparisons of the same time period before and after any management changes;
- b) further examination of the impact of weather conditions (using local weather data) to identify how the complexity of interacting variables may be used to predict visitor numbers – this should not need a further survey but could be modelled from weather data and the ATC counts;
- c) examination of seasonality including spring and autumn peaks;
- d) the influence of school holidays;
- e) the influence of special events;
- f) further quantification of the errors implicit in the estimates.

## References

Wheater C. P. (2009) Burnham Beeches Public Consultation Report 2009. Research Report for the City of London.

Wheater C. P. & Cook P. A. (2003) Burnham Beeches Visitor Survey 2002/03. Research Report for Burnham Beeches.

Wheater C. P. & Cook P. A. (2012) Burnham Beeches Visitor Survey 2010/11. Research Report for Burnham Beeches.

Wheater C. P. & Cook P. A. (2013) Burnham Beeches visitor numbers 2012/13: possible impacts of car park charging. Research Report for the City of London.

## **APPENDIX 4.**

### **Transects walked to monitor the effectiveness of DCO Report December 2016**

#### **Aims**

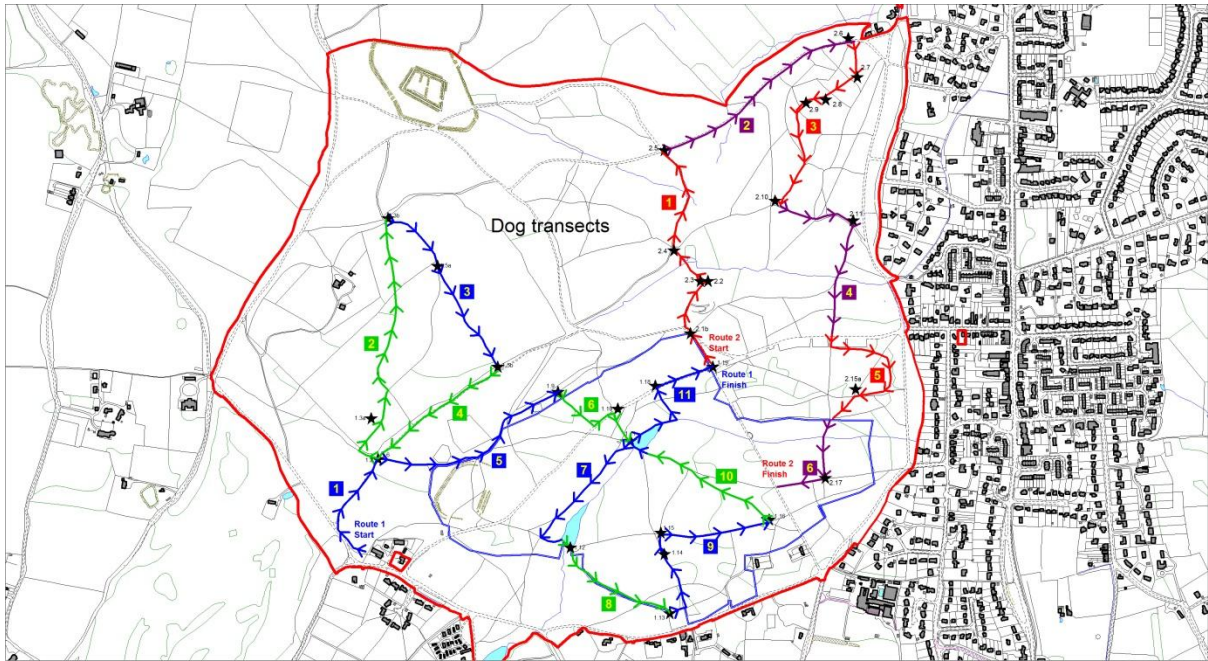
Dog control orders (DCO) were introduced into Burnham Beeches and took effect from 1<sup>st</sup> December 2014. A report to look at the effectiveness and review the situation was required by the Epping Forest & Commons Committee in July 2016. A variety of data sets have been collected since DCOs were implemented, that reported on here was obtained through the walking of transects across parts of Burnham Beeches and observing the number of people and dogs seen and noting if dogs are on a lead or not.

#### **Methods**

Transect routes were set up by the Eco vols in Autumn/Winter 2015/2016. Two routes were designed that could be walked either as two separate transects or a single long one. One route was entirely within the Schedule 2 area (dogs on leads at all times) and the other was entirely within the Schedule 3 area (dogs free to run off leads although must be put on leads if requested). Routes were designed to cover as much of each area as possible but in a way that was easy for others to follow i.e. using major paths. Neither route involved Halse Drive or Sir Henry Peeks Drive which are the roads dividing Schedule 2 area from Schedule 3 to avoid any confusion over whether dogs should be on a lead or not when people are walking along the road.

Several variations of the route were trialled (especially through Egypt where the paths are more difficult to follow) thus some of the early transects have been discounted for the analysis here as the routes were not consistent.

Although volunteers set up the routes and walked a few, the majority of the transects have been walked by the rangers team. It was intended that two transects per month would be walked in a variety of weather conditions and times of the day/week.



### Results & discussion

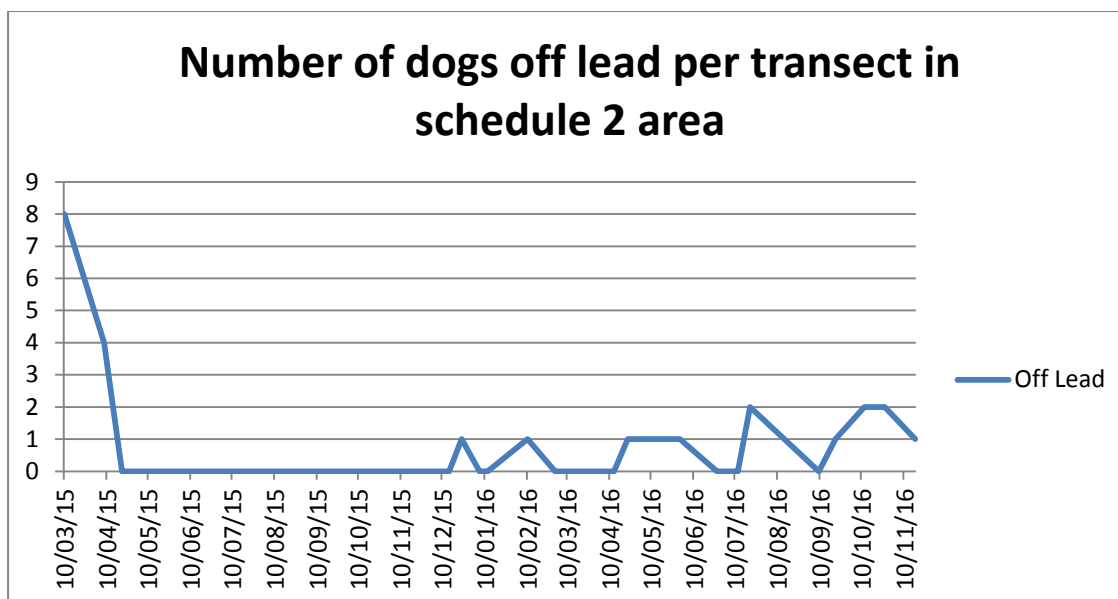
The majority of the transects were walked on weekdays and during a normal working day. None have been walked in the evening but a couple have been started at around 8.30am. One was on a Saturday, one on a Sunday and one on Christmas Eve. Weather conditions were mostly reasonably good but a couple have been carried out in the rain (including one day of heavy rain) and one day described as 'bleak'. Some in the summer were done in sunny weather. A total of 30 transects have been walked but as some of these included the sections in both Schedule 2 and Schedule 3 areas and others just one they have been separated out for analysis so that 36 transects are listed, each passing through a single schedule area.

The table below summarises the transects walked and the number of people and dogs recorded on each.

Date	Start Time	Day of week	Weather	Schedule	Total number of people seen	Total no of dogs seen	No. dogs on lead	No. dogs off lead
<b>Schedule 2 area - Dogs on leads at all time</b>								
10/03/2015	10:10	Tuesday	Sunny Calm	2	20	18	10	8
08/04/2015	10:00	Friday	Chilly Sunny Warm	2	38	11	7	4
21/04/2015	11:50	Tuesday	Sunny	2	20	1	1	0
12/10/2015	13:20	Monday	Sunny	2	26	5	5	0
30/10/2015	12:03	Friday	Grey wet	2	52	7	7	0
20/11/2015	11:25	Friday	Cold overcast	2	9	6	6	0
15/12/2015	08:50	Tuesday	Overcast with mist	2	6	1	1	0
24/12/2015	09:30	Thursday	Grey sky	2	5	5	4	1
12/01/2016	11:00	Tuesday	Bleak	2	5	2	2	0
06/01/2016	09:20	Wednesday	Overcast	2	14	6	6	0

10/02/2016	14:30	Wednesday	Slight cloud cover, cool	2	13	4	3	1
01/03/2016	08:45	Tuesday	Light rain	2	1	2	2	0
30/03/2016	09:20	Wednesday	Clear & sunny	2	31	5	5	0
13/04/2016	14:45	Wednesday	Sunny until 4 then rain	2	10	0	0	0
23/04/2016	10:26	Saturday	Sunny	2	30	7	6	1
31/05/2016	11:06	Tuesday	Heavy rain	2	6	2	1	1
27/6/2016	16.00	Monday	Sunny	2	7	2	2	0
12/7/2016	08.23	Tuesday	Clear/sunny	2	10	4	4	0
21/7/2016	14.30	Thursday	Sunny	2	21	5	3	2
9/9/2016	01.15	Friday	?	2	21	3	3	0
21/9/2016	14.50	Wednesday	Cloudy	2	11	4	3	1
12/10/2016	08.30	Wednesday	Cloudy	2	7	7	5	2
27/10/2016	11.00	Thursday	?	2	56	6	4	2
18/11/2016	11.25	Friday	?	2	18	3	2	1
<b>Total</b>					437	116	92	24
Mean per transect					18.2	4.8	3.8	1
<b>Schedule 3 area - Dogs can be off leads but must be under effective control</b>								
08/04/2015	11:50	Friday	Chilly Sunny Warm	3	22	24	6	18
21/04/2015	14:24	Tuesday	Sunny	3	14	7	0	7
13/10/2015	14:00	Tuesday	Overcast	3	8	7	3	4
15/12/2015	10:05	Tuesday	Cloudy & misty	3	18	16	7	9
10/01/2016	12:17	Sunday	Bright & cold	3	20	8	3	5
01/03/2016	08:45	Tuesday	Light rain	3	1	0	0	0
08/03/2016	15:00	Tuesday	Cloudy	3	17	12	3	9
23/04/2016	10:26	Saturday	Sunny	3	51	27	9	18
05/05/2016	15:52	Thursday	Sunny & warm	3	18	12	2	10
31/05/2016	11:06	Tuesday	Heavy rain	3	1	1	0	1
12/7/2016	09.30	Tuesday	Cloudy/ rain	3	18	25	1	24
28/6/2016	09.00	Tuesday	Dry, sunny	3	15	4	4	0
<b>Total</b>				<b>3</b>	<b>203</b>	<b>143</b>	<b>38</b>	<b>105</b>
Mean per transect					16.9	11.9	3.2	8.75

Within the Schedule 2 area where all dogs should be on a lead since the introduction of the DCOs a total of 437 people were observed with 116 dogs. The majority of dogs (92 or 74%) were on leads. Many of these (8 and 4) were seen on two early transects which might appear from the table above to be just two groups of people, however by looking back at the data it can be seen that this is not the case and the maximum number of dogs per person in these situations was two. The graph below shows how the numbers of dogs off leads in the schedule 2 area has varied over the period in which the transects have been conducted. Compliance in the last four months has been 67% or higher.



It might be suggested that awareness of schedule 2 was perhaps low initially, it was then complied with but in more recent months has been ignored by some people but in reality the data are so few that detailed interpretation is not possible.

In the schedule 3 area there appear to be more dogs seen per transect than the schedule 2 area, however comparisons between the areas may not be valid as the areas covered/length of walk have not been compared and far fewer transects walked in the schedule 3 area. It is interesting to note that within the schedule 3 area some dogs (38 or 36%) were on leads.

There were three observations of people picking up dog poo, one in a schedule 3 area and two in the schedule 2 area. There were at least 4 occasions when staff were walking the transects and were close enough to approach members of the public with dogs off leads in the schedule 2 area. Three of these complied with requests to put dogs on a lead but one owner objected. One dog was seen off a lead in the schedule 2 area with a dead (cold) pigeon in its mouth and the owner spoken to.

### Conclusions

The transects have proved to be an effective way of recording of how people are responding to the DCOs in different parts of the Beeches and have shown up that although the majority of people are complying with the schedule 2 requirements there are a number who are not.

It would be useful to get more data from other times of the day such as early morning and evening and also from weekends. The use of transects to note compliance of visitors to schedule 1 (picking up dog poo) has not been very successful and other methods would be better used for this.



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## Appendix 5.

### DCO Review Interviews with National Trust and South Bucks District Council Managers 2016/17.

These fact finding discussions were originally conducted in May 2016 for use in the DCO update report to EFCC of July 2016. The same questions were reported in 13<sup>th</sup> December 2016 to inform the full DCO Review report

Since May 2016 – have they seen??

- 1) Any increase in number/ displacement from BB of dog walker to BCC country parks /NT– if so what
- 2) Impact on BCC/NT since May – increase in any costs /action taken

#### Determine any impacts on neighbouring open spaces – dog numbers

Contact Black Park and query and also councillor related issues. NT(?)

**Black Park contacted May 2016** – Contact: Park Manager

Black Park do not believe there has been any significant displacement of dog walkers to Black Park from BB since December 2014.

They have not seen any increase in incidents/issues as a result of DCOs at BB i.e. they have not seen a displacement of problem dog walkers/dogs to Black Park as a result of DCOs at BB.

They have seen an increase in professional dog walkers in that period – people bringing over 4 + dogs and they are having such an impact on dog bins that their dog bins are having to be emptied 2 x a week - they have 6-7bins at Black Park (as opposed to 16 at Burnham Beeches) - they also have 2 bins at each of Langley & Denham CP.

BP are looking at ways to manage their professional dog walkers though it is unclear where this increase is coming from as BB does not record a similar marked reduction. BB has lost one or two known professional dog walkers and gained a couple of new ones as well – though the ones we have lost Tim did not recognise the names of sign written vans. BP is currently recording details/description of professional dog walkers visiting the parks. Other possible issue we discussed is the licensing of professional dog walkers introduced by Royal parks over the last 3 years and recent restrictions on parking at Windsor Great Park may also be an influence.

BP - Visitor numbers are increasing annually at a fairly consistent rate (10%)

**NT – Cliveden** and other relates estates (Maidenhead thicket, meadows at Cookham)  
Contact: Lead Ranger May 2016

Visitor numbers over last 3 years – 420000, 395000, 400000

Professional Dog walking not allowed

They feel they have seen an increase in dog numbers but not suddenly over the last year – just gradual year on year. Couldn't quantify this

NT have recently carried out a basic survey of visitors and asked some question about dogs - the survey was aimed at all visitors dog and non-dog walkers – basic summary below

Formal garden will remain dog free as will orangery

Dog walkers wanted dog bins

Dog walkers not keen on having to keep dogs on leads

Non Dog walkers wanted on lead areas.

In addition they have received comments from Dog walkers that information says Cliveden welcomes dog walkers but provides no dogs bins.

They have occasions when visitors have complained about being approached by dogs owned by others but no increase in the last 18 months

They plan to re-launch their current A3 dog leaflet in a more portable user friendly form

Basically saying

Dogs welcome

Owners must clean up after them

Keep dogs on leads or close control (close control = in sight, on paths and coming back when called).

They intend to install 3 dog poo bins – 2 at woodland car park and one at the main entrance area.

Other areas managed – they do have issues with professional dog walkers as access not restricted on PROWs – at Cookham they have a general rule of 4 dogs/walker but that can still result in groups of 16 dogs and 4 walkers which can be intimidation to other users.

#### Determine any impacts on neighbouring open spaces – financial impacts as of June 2016

Contact Black Park and query and also councillor related issues. NT(?)

No financial impact related to DCO

BP increases in dog waste costs due to increase in professional walkers – but no clear link to BB here and BP are looking to manage this in future to redress cost issues – only have same equivalent number of Dog bins as BB.

#### 12/12/2016 – general notes from meeting with NT

Manager feels that there was an increase in professional walkers when DCOs were implemented, however, no change since May 2016.

Dog bins – 3 have been installed around the Woodland car park area, one reaches capacity in under a week at busy times. NT considering options for twice weekly waste collection or the cost of an extra bin to be installed. Costs have increased since May due to providing dog facilities. This will be reviewed early 2017. There are areas where people leave piles of bagged waste or hang it in trees.

Re-launch of NT dog policy – The leaflet content will be as above but will include information regarding NT stance on professional walkers. Professional walkers do use the site but insist they are walking their own dogs in their own time even when challenged getting out of sign written vehicles. The policy will include information on where dogs can be walked as an increasing number of people are trying to bring dogs into formal gardens and food outlet areas.

Numbers – The visitor numbers have gradually increased, this has included a percentage of dog walkers. No significant change since May 2016.

#### 13/12/16 – General notes from meeting with SBDC

Manager feels that since May there has been no change in visitor numbers due to DCOs since May 2016 but noted that the summer holiday period was extremely busy for the country parks.

Dog bins – There have been no changes to numbers or frequency of collection (twice per week) however a waste audit showed large amounts of dog waste goes into general waste stream and some dog bins are overflowing. For 2017 3 times a week emptying is being considered at peak times. There will be full waste audit in 2017 to include dog waste, general waste and recycling.

Professional walkers – There have been some enquiries by general visitors as to rules/licencing due to feeling intimidated by groups of dogs (i.e. 2 professional walkers with 4+ dogs each). The licencing of professional walkers will aim to be active during 2017.

Incidents – there has been a drop in reported lost dogs and dog on dog incidents since May 2016 at BP.

<b>Committee(s):</b>	<b>Date(s):</b>
Epping Forest and Commons Committee	16 January 2017
<b>Subject:</b> Future options for the Dog Control Orders at Burnham Beeches	<b>Public</b>
<b>Report of:</b> Superintendent of The Commons	<b>For Decision</b>

### Summary

This report considers the future options for the five existing Dog Control Orders (“DCOs”) at Burnham Beeches. A separate report to this January’s Committee reviews the effectiveness of those DCOs over the last two years, and indicates that they have greatly reduced the level of nuisance and serious incidents associated with irresponsible dog ownership. It is not therefore proposed that any of those DCOs should be revoked.

All DCOs are in the process of being phased out and replaced by Public Space Protection Orders (“PSPOs”). Any remaining DCOs will automatically be treated as PSPOs from 20 October 2017 – there is no requirement to take any specific action at that stage.

However, PSPOs may not have effect for more than three years, unless extended. As the DCOs at Burnham Beeches came into force on 1 December 2014, they must be extended by 30 November 2017, if they are to continue in force. It is therefore recommended that the Superintendent consult on a proposed extension of those Orders, and refer any representations back to your Committee for decision.

### Recommendation(s)

Members are asked to:

1. Authorise the Superintendent to consult on extending the effect of the existing DCOs at Burnham Beeches beyond 30 November 2017 as PSPOs.

### Main Report

#### Background

1. Members have received a separate report to this January’s Committee regarding the five existing Dog Control Orders (“DCOs”) at Burnham Beeches. That report reviews the effectiveness of those DCOs in reducing negative

dog-related behaviours on site over the last two years, when compared with the previous period where they were governed by a voluntary dog walkers' code. It also looks at the impact of those DCOs on other issues, such as income generation and visitor numbers to the site.

2. Rather than duplicate that information, Members are asked to take those findings into account when making a decision on this report, which has been prompted partly by the completion of that review, and partly by legislative changes that require a decision to be made on the future of all existing DCOs.
3. DCOs were introduced by the Clean Neighbourhoods and Environment Act 2005, and the City was able to make DCOs at open spaces outside of its local authority area by virtue of the Control of Dogs (Designation of the Common Council of the City of London as a Secondary Authority) Order 2012.
4. That legislation is in the process of being repealed by the Anti-social Behaviour, Crime and Policing Act 2014, which introduced a new power to make Public Space Protection Orders ("PSPOs"). That power has again been granted to the City, in relation to open spaces outside of its local authority area, by the Anti-social Behaviour (Designation of the City of London Corporation) Order 2015.
5. PSPOs can be used to address a wider range of anti-social behaviour than DCOs, but including all of those matters previously covered by DCOs. The transitional arrangements are clear that the provisions of any surviving DCOs will automatically be treated as if they were the provisions of PSPOs from 20 October 2017 – there is no requirement to take any specific action.
6. However, whereas DCOs have no fixed expiry date, PSPOs may not have effect for more than three years, unless extended. The transitional provisions are silent as to how this should apply to 'converted' DCOs. Clarification was sought from DEFRA, but no response has been received. The best interpretation would seem to be that time starts to run from the date that they originally came into force. As the DCOs at Burnham Beeches came into force on 1 December 2014, they must therefore be extended by 30 November 2017, if they are to continue in force as PSPOs.

## **Options**

7. Before introducing DCOs at Burnham Beeches, your Committee had to be satisfied that this was a necessary and proportionate response to problems caused by the activities of dogs and those in charge of them. Your Committee also had to balance the interests of those in charge of dogs against the interests of those affected by the activities of dogs. The same considerations apply when deciding whether existing DCOs should continue in force.

8. PSPOs must be reviewed every three years to ensure that they are still necessary. If the City is satisfied that a PSPO will continue to prevent the occurrence or recurrence of the detrimental activities identified in that order, or an increase in the frequency or seriousness of those activities, the PSPO can be extended for up to three years. There is no limit to the number of times that a PSPO can be reviewed or extended.
9. Officers have no evidence of a current need to extend the range of activities covered by PSPOs at Burnham Beeches. Should that situation change in the future a further report will be brought to your Committee.
10. Members are therefore asked to consider the following three options at this stage:
  - i. **Revoke one or more of the existing DCOs.** If Members are minded to revoke one or more of the existing DCOs, then the Superintendent should be authorised to place the necessary notice in a local newspaper, inviting representations in response to the proposal. If all of the existing DCOs were revoked, the site would revert to the pre-DCO situation whereby only the most serious dog-related incidents were enforced through prosecution under the byelaws. Nuisance or anti-social behaviour by dogs and their owners would rely upon the voluntary code of conduct previously used on the site.
  - ii. **Do nothing.** If Members decide to do nothing, then the existing DCOs will be treated as PSPOs from 20 October 2017 but will expire on 30 November 2017. Again, the site would then revert to the pre-DCO situation at Burnham Beeches whereby only the most serious dog-related incidents were enforced through prosecution under the byelaws. Nuisance or anti-social behaviour by dogs and their owners would rely upon the voluntary code of conduct previously used on the site.
  - iii. **Extend the existing DCOs as PSPOs.** If Members are minded to extend the effect of the existing DCOs beyond 30 November 2017 as PSPOs, then the Superintendent should be authorised to commence the necessary statutory consultation, as set out below. This option seeks to maintain the current position and continue the improvement in dog-related behaviour on site.

## Proposals

11. As the report on the impact of DCOs at Burnham Beeches over the last two years indicates that they have greatly reduced the level of nuisance and serious incidents associated with irresponsible dog ownership, and as the need for these restrictions is perceived to be ongoing, Option iii is the recommended approach.
12. Before extending a PSPO, the City must first consult:
  - i. The chief officer of police, and the local policing body for the area;

- ii. The local authority for the area (South Bucks District Council);
  - iii. Whatever community representatives the City thinks it appropriate to consult.
13. The full list of community representatives would need to be developed as part of the 2017 delivery timetable but would include the Burnham Beeches Consultation Group and site users at Burnham Beeches. Guidance from DEFRA states that, where PSPOs affect dog owners or walkers, they should also be consulted. This can be done in a variety of ways for example, through engaging with locally organised pet groups and national organisations, such as the Dogs Trust or Kennel Club.
  14. The relevant parish councils and the county council must also be notified of the proposed extension, although they will in any event also be included in the consultation exercise.
  15. Any proposal to extend a PSPO must also be publicised. Unlike with DCOs, there is no legal requirement to advertise details of a PSPO consultation in a local newspaper. However, as best practice, the DEFRA Guidance states that order-making authorities should where possible seek to do so, or investigate a suitable alternative to reach those most affected.
  16. On completion of the necessary consultation, it is proposed to provide Members with a recommendations report in July 2017 for decision.

### **Corporate & Strategic Implications**

17. The proposals support the City's key policy priorities as follows:
  - i. **KPP5.** Increasing the outreach and impact of the City's cultural, heritage and leisure contribution to the life of London and the nation by: Developing and improving the physical environment around our key cultural attractions; and providing safe, secure and accessible Open Spaces.

The proposals support the Open Spaces Departmental Objectives as follows:

- ii. Improve the health and wellbeing of the community through access to green space and recreation.

### **Implications**

18. The cost of the PSPO consultation and enforcement process is estimated at £21,000 including officer time, training, consultation costs and the provision of appropriate signage and other materials. These costs are based on experience gained in 2014 when the DCOs were introduced. All costs will be met from local risk budgets as shown in Table 1 below:

**Table 1 – estimate of delivery costs.**

<b>Activity</b>	<b>Cost</b>
Public Consultation	£7,500
Management time (estimated at 30 days)	£7,500
Staff Training	£2,500
Administration (set up, signage and notification)	£3,500
<b>Total estimated costs</b>	<b>£21,000</b>

## **Conclusion**

19. The provisions of any surviving DCOs will automatically be treated as if they were the provisions of PSPOs from 20 October 2017 – there is no requirement to take any specific action. However, whereas DCOs have no fixed expiry date, PSPOs may not have effect for more than three years, unless extended. As the DCOs at Burnham Beeches came into force on 1 December 2014, they must be extended by 30 November 2017, if they are to continue in force as PSPOs for a further three years.
20. As the DCOs at Burnham Beeches are considered to have greatly reduced the level of nuisance and serious incidents associated with irresponsible dog ownership over the last two years, it is recommended that the Superintendent consult on extending their effect beyond 30 November 2017 as PSPOs to maintain the current improvements in dog related behaviour and ensure that all visitors can continue to use and enjoy the site safely.

## **Appendices**

- None

### **Background Papers:**

- Dog Control Order Review. Report to EFCC – January 2017.

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<b>Committee(s)</b>	<b>Dated:</b>
Epping Forest and Commons	16 January 2017
<b>Subject:</b> Epping Forest - Superintendent's Update for October and November 2016	<b>Public</b>
<b>Report of:</b> Superintendent of Epping Forest (SEF 01/17)	<b>For Information</b>
<b>Report author:</b> Paul Thomson – Epping Forest	

## Summary

This purpose of this report is to summarise the Epping Forest Division's activities across October and November 2016.

Of particular note was the consideration of the City of London Corporation (Open Spaces) Bill by the House of Commons Opposed Bill Committee; 29 threshold gateway and hub welcome signs were installed across the Forest; the successful award of funding, totalling £120,213, for energy efficiency projects at Epping Forest; work on an Information Sharing Agreement with the Metropolitan Police Service; a comprehensive response to the Epping Forest District Council Local Plan and the successful award of Arts Council Museum Accreditation to The View collection.

## Recommendation(s)

Members are asked to:

- Note the report.

## Main Report

### Staff and Volunteers

1. Two full-time posts were recruited during the reporting period covering the roles of Geographic Information Systems (GIS) Officer and Safety and Assets Assistant.

### Budgets

2. Overall spending is at 81% for the 2016/17 financial year which is 9% above the required 72% profile at the eight month point. This figure reduces to 76% when the 3 years of Rural Payments Agency grant funding arrears are taken into account. Both income and expenditure are being carefully planned and monitored accordingly for the remainder of the financial year.

## **Sustainability**

3. Epping Forest has been successful in securing a £55,513 grant from the City of London Energy Efficiency Fund to install Photovoltaic (PV) Solar Panels on 3 roofs at The Warren Complex for which Planning Consent was granted on the 12 December.
4. Epping Forest was also successful in securing additional funds through the Open Spaces Fleet and Machinery fund to make the following environmental improvements:
  - a) £7,457.00 to install window films on the sun facing sides of the Warren office and the View offices in order to reduce heat and glare in the buildings.
  - b) £35,723.00 to upgrade our current lighting to energy efficient Light Emitting Diode (LED) lighting at 4 sites, Harrow Road, Queen Elizabeth Hunting Lodge, High Beach visitor centre, High Beach Public Toilets.
  - c) £21,520.00 to install PV Solar Panels on the roof of Harrow Road Changing rooms.
5. Most of the projects will be run by City Surveyors with a completion date of 2018, while the LED upgrade works will be project managed by Epping Forest for a completion by March 2017.

## **Epping Forest Projects**

### **Open Spaces Bill 2016**

6. The City of London Corporation Open Spaces Bill successfully completed its Opposed Committee stage in the House of Commons on Tuesday 15th November. The Committee determined that there should be one addition, to Clause 12 regarding the applicability of Freedom of Information requests. Officers are considering how to respond to this matter most effectively. The Bill now passes to its Report Stage and Third Reading of the Bill in the Commons in the New Year, after which, if successful, the Bill will move to The House of Lords.

### **Branching Out HLF Project-**

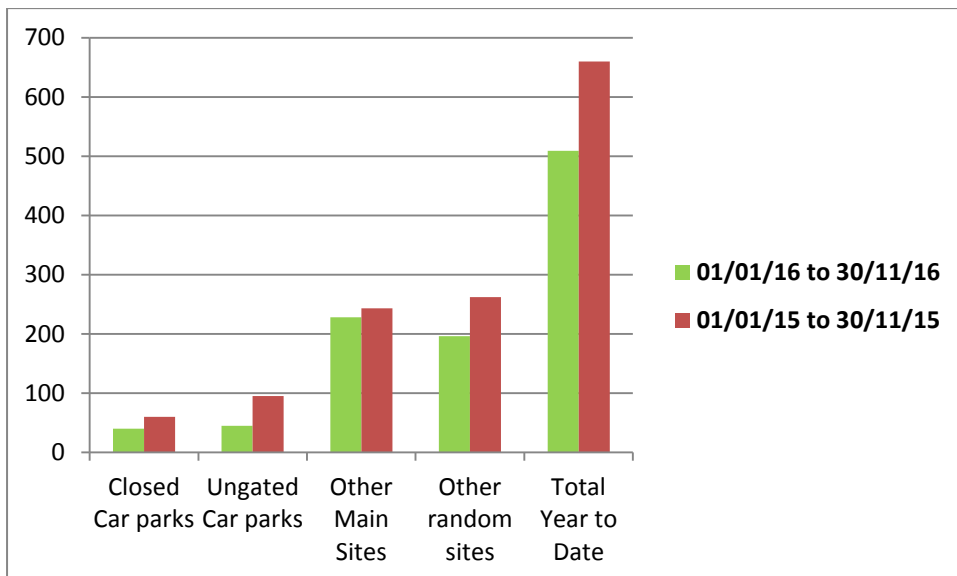
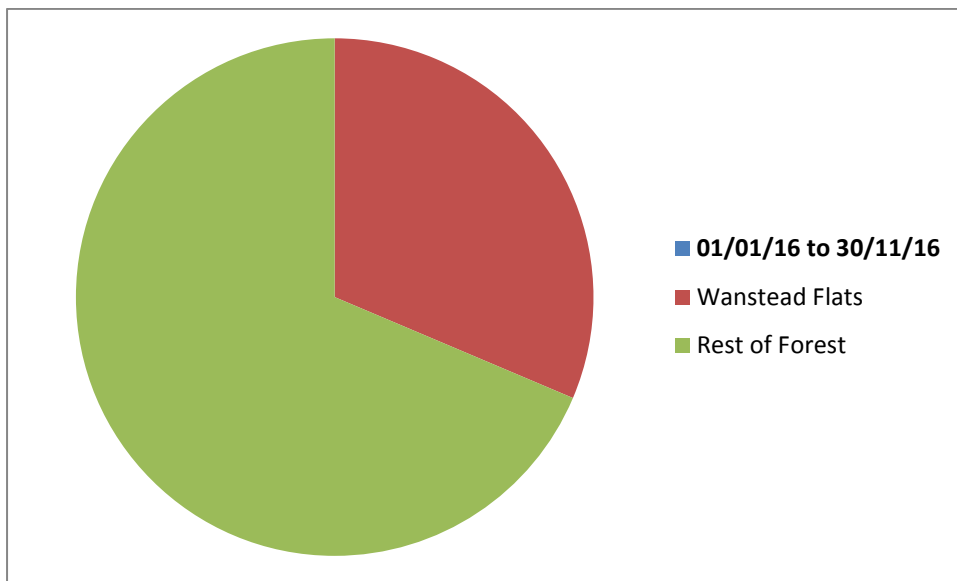
7. Following an unveiling ceremony performed by the Chairman and members of the Spradbery family, 29 of 31 threshold gateway and hub welcome signs were installed across the Forest by 17 November 2016, with the exception of two signs;
  - a) the 'mirror' threshold sign at Honey Lane, which being sited on privately held land requires a Wayleave agreement which is currently still being negotiated, and
  - b) at the location of the Mini Holland Road improvement scheme, Whipps Cross Roundabout is subject to extensive landscaping works. This sign will be erected when the works are completed by London Borough of Waltham Forest later in 2017, with the Highway Authority meeting the costs of installation.

8. The completion of key final documents to support the final draw down claim from the Heritage Lottery Fund are nearing completion including the project evaluation and project legacy documents.

## Forest Services

### Fly tipping

9. There have been 576 fly tips to the end of November compared to the previous year's figure of 706, representing a decrease of 18.4%. The 97 fly-tips reported during October-November 2016 V representing a decrease of 44.25% compared with 174 fly tips reported during October-November 2015.



10. The 97 fly-tips recorded in October and November are broadly comparable to other reporting periods for the year, and indeed is the same number as the average for the current 12 months reporting period:

Month	Reported Fly-tips	Reporting Period Totals	
December 15	48	106	
January 16	58		
February 16	22	73	
March 16	51		
April 16	53	96	
May 16	43		
June 16	42	102	
July 16	60		
August 16	58	110	
September 16	52		
October 16	49	97	
November 16	48		
<b>Total</b>	<b>584</b>	<b>Average</b>	<b>97</b>

11. The decrease in fly-tips over the corresponding period can be contrasted with the increase in opened investigations. In October/November 2015, only three investigations were opened. In 2016, some 14 investigations were opened for the same period. While not all will result in a prosecutable case, this still represents a 366% increase in investigatory activity.
12. An Information Sharing Agreement (ISA) has been drafted with the Forest Keeper prosecution lead counterpart in the Metropolitan Police Service (MPS) at the London Borough of Redbridge. The ISA is currently being authorised at Inspector level before being sent to the MPS Information Sharing Support Unit (ISSU) for quality assurance. In future a named Forest Keeper will be the Epping Forest Single Point of Contract (SPOC) for environmental crime. Once the ISA has gone through the MPS ISSU, the same process will be applied with a MPS counterpart in Waltham Forest. This ISA will allow PNC checks under strict guidelines to support investigatory practice. A specific Data Protection Protocol related to data gathered as part of investigations is being drawn up to support that process. Work is also underway to establish a similar ISA with the Essex Police Service. This should help address the concerns expressed in the last report regarding access to Driver and Vehicle Licensing Agency (DVLA) Keeper of a Vehicle at date of Event (KADOE) information when not related to a witnessed offence.
13. The development of better partnership working with the MPS now also extends to access to Automatic Number Plate Recognition (ANPR) intelligence through the MPS ANPR and Counter Terrorism (CT) Unit to support existing investigations.
14. Work is now taking place to establish a more formal charging process with regards to instances when an investigation may lead to potential summons. This process will be supported by a charging protocol and it is anticipated that

the first panel will be held in late January or early February, with 16 cases to be assessed for potential charges.

### Rough Sleepers

15. This year to date 40 camps have been found in various parts of the Forest, concentrated around Leyton Flats, Wanstead Flats, Gilberts Slade, Canada Plain and Walthamstow Forest.
16. Working closely with the Police Service and Immigration Enforcement, as well as the local authority housing and homelessness officers has resulted in a series of outcomes including referrals to hostel accommodation and a number of arrests with some rough sleepers being repatriated to their countries of origin. In January 2017, there will be two operations with Redbridge and Waltham Forest Councils to deal with camps on the Forest in both these areas. Immigration Enforcement will be involved and there will be a total of five camps to visit. One of the main camps is behind the City of London Cemetery and there is a further large camp at the side of Forest School.

### Enforcement Activity

17. Eleven prosecutions were heard during the period under report (see table 1).

Date of Court Hearing	Name of Defendant	Byelaw/EPA	Court Name	Outcome	Amount Awarded
20/10/2016 Hearing Date: 2 Dec 2016 Adjourned to 06/01/2017	Mohammed Waseem ZAKARIA	EPA 33 (5) Controlled waste carried and deposited from a motor vehicle	Thames Magistrates Court	<b>WARRANT</b>	n/a
20/10/2016 TRIAL 05/12/2016 09: 30	Billy MARTIN	EPA 34 1 (a) 2 (a) & 6 Duty of care regarding controlled waste	Thames Magistrates Court	<b>ACQUITTED</b>	n/a
20/10/2016	Muhamed AHID	EPA 33 1 (a) Deposit of controlled waste	Thames Magistrates Court	<b>WARRANT</b>	n/a
20/10/2016	Clement OKOYE	EPA 33 1 (a) Deposit of controlled waste	Thames Magistrates Court	<b>GUILTY</b>	<b>Costs: £899 Fine: £1000</b>
29/09/2016 TRIAL 21/10/2016	Mohammed Firoj ALAM	EPA 34 1 (a) 2 (a) & 6 Duty of care regarding controlled waste	Thames Magistrates Court	<b>GULITY</b>	<b>Costs £100 Fine £150 V/S £30</b>

24/10/2016	Harry FREESTONE	Bye-Law 3 (11b) Driving on the Forest	Chelmsford Magistrates Court	<b>GUILTY</b>	<b>Costs: £150 Fine: £130 V/S: £30</b>
<b>24/10/2016</b>	Ertan SALIH	EPA 34 1 (a) 2 (a) & 6 Duty of care regarding controlled waste	Chelmsford Magistrates	<b>GUILTY</b>	<b>Costs: £600 Fine: £500 V/S £50</b>
<b>24/10/2016</b>	Nicholas Edward Roland BUGGEY	EPA 33 1 (a) Deposit of controlled waste	Chelmsford Magistrates Court	<b>GUILTY</b>	<b>Costs: £300 Fine: £140 V/S £30</b>
<b>20/10/2016 MENTION 17/11/2016 10am Ct 5:</b>	U Altun: Guilty Plea A Altun: Warrant A Tulu: Not Guilty Plea JWV Witt: Not Guilty Plea T Teyrumoglu: Not Guilty Plea The Tanning Bay Ltd: Not Guilty Plea Elvan Food Ltd: Not Guilty Plea	EPA 34 1(a) & Section 157 Duty of care regarding controlled waste	Thames Magistrates Court	<b>TRIAL 10/02/2017</b>	n/a
<b>24/10/2016 PC MH 21/11/2016 10: 00</b>	Gopalan SATHIYASEE LAN	EPA 33 (5) Controlled waste carried and deposited from a motor vehicle	Chelmsford Magistrates Court Trial at: Chelmsford Crown Court	<b>TRIAL 15/05/2017</b>	n/a
<b>24/10/2016 PC MH 21/11/2016 10:00:</b>	Anto SHANTHAKU MAR	EPA 33 1 (a) Deposit of controlled waste	Chelmsford Magistrates Court Trial at: Chelmsford Crown Court	<b>TRIAL 15/05/2017</b>	n/a

### Licences

18. A total of 50 licences for events were issued during the two months being reported, which yielded an income of £10,621.17 plus VAT. In contrast, 47 licences were issued during the same period in 2015 with an income of £7,623.63, representing a 36.3% rise in income for 2016/17.

### Bushcraft

19. Four Bushcraft Events have been delivered in the last two months; these include three Venison Butchery Events and one adult Bushcraft Course delivered by Woodlife Trails generating £1,800 of income.

20. Volunteers contributed 24 hours to the success of this project, 12 skilled hours and 12 professional volunteer hours totalling £720 which offsets the £1,056 of staff time required for these events as venison Butchery events require a higher staff to pupil ratio
21. Volunteer recruitment is still on-going with a new volunteer joining the team and up skilling from staff at every event.

## **Heritage; Landscape and Nature Conservation**

### **Biodiversity**

22. Ramorum disease (*Phytophthora ramorum*) was confirmed as being present in the Warren Plantation on Rhododendrons by the Animal and Plant Health Agency (APHA) in early October. A full report on the outbreak and options was presented to Committee for decision at its November meeting. As reported to Committee in November this pathogen is a serious threat to beech trees and the beech forest, which is the primary feature for the Special Area of Conservation (SAC) designation. The SAC lies only about 100m away from Rhododendrons that were infected. Epping Forest holds the majority of the veteran beech pollards in the UK. The attached map (Appendix 1) shows the proximity of the outbreak to the veteran beech.
23. The Head of Conservation and the Biodiversity Officer have been working closely with the APHA and the Forestry Commission (FC) to decide on a course of action to minimise spread of the disease. The resulting action plan produced jointly by the Heads of Operations and Conservation will involve a mix of mechanical and manual work. Mulchers, tractor-mounted machinery and chainsaws will be employed depending on the topography and will be carried out by both contractors and in-house staff across different sites, including in different parts of The Warren Plantation (see Appendix 2 for proposed working areas).
24. The Heads of Visitor Services and Conservation have been working with the City of London Public Relation Office and other stakeholders to handle communications. The CoL web-site now has information about the disease and the rationale for our proposed actions and timetable for those actions. There are also links to the APHA and FC websites for Forest visitors who would like to know more about the national and international distribution of the disease (see web-site text attached at Appendix 3).
25. Working against considerable time constraints, the Environmental Stewardship Officer has secured a grant from FC which will assist financially with the clearance of the Rhododendrons within a 3km radius from The Warren Plantation outbreak. This clearance work will start on 9th January 2016.
26. In addition, tenders are being sought from contractors for the felling and removal of the larch trees also during winter 2016-17. The value of the timber should offset most if not all of the cost of the felling.
27. The Warren Plantation is part of Copped Hall Registered Park and Garden Grade II\*. The Rhododendrons and a small number of the larch are historic plantings associated with the landscaping of this parkland. The

Rhododendrons down the driveway to Copped Hall have been surveyed by an expert. The remaining Rhododendrons will be surveyed in January 2016. In the meantime, a comprehensive map of the larch has been created from the Biodiversity Officer's detailed survey in December and is attached at Appendix 4.

28. The Head Forest Keeper organised a Biosecurity training day for staff in December with the Forestry Commission and the Animal and Plant Health Agency officers giving presentations and an exercise in which there was a disease outbreak scenario that had to be resolved by participants. The evaluations from staff participating in the day were very positive and the exercise was both stimulating and useful, highlighting a number of pertinent issues for the Forest.

### **Agri-environment Schemes**

29. One contractor continues to deliver habitat works required under the Higher Level Stewardship scheme (HLS). During October and November Walthamstow Forest, Honey Lane and Pillow Mound Woodlands were worked.
30. To date, Epping Forest, Burnham Beeches and the remainder of The Commons had individual business identifiers with the Rural Payments Agency (RPA). The RPA have reviewed the business relationships between these three sites and have decided that they should have one business identifier as the City of London Corporation. This will result in one annual application being submitted for the Basic Payment Scheme for all three sites from now onwards. Furthermore, any RPA inspection will cover all three sites and any breaches of the rules will affect all three sites.

### **Grazing**

31. Since the departing of Wildlife and Countryside Services (W&CS), Epping Forest has purchased 36 Longhorn cattle to increase the numbers for the forthcoming grazing season including a new bull "Uther". Of the original Longhorn cows 15 will be calving from the end of January onwards. Epping Forest's current head count is 74 animals.
32. Fencing work and a new collection area has been completed at Trueloves and Great Gregories concrete field. The new fencing at Great Gregories adjacent to the cattle buildings will allow the cattle to be more easily trained to the invisible fencing system and load them for turnout to the Forest.
33. Epping Forest has also purchased a new truck drawn livestock trailer to help with animal movements.

### **Land Management**

#### **Town & Country Planning**

34. A full response was made to the EFDC Local Plan consultation and this was copied to members in December and is attached at Appendix 5 for reference.
35. Following on from this, The Head of Conservation attended a meeting with EFDC, ECC Highways and their consultants Jacobs on 20th December to



discuss the requirements for traffic and air pollution modelling now that the detailed proposals for housing locations are known. A detailed model is to be designed to cover the main Forest roads around the Wake Arms roundabout. Two weeks' of detailed traffic counts, including number plate recognition surveys, will collect data to inform the model and allow it to be calibrated to fit the Forest road traffic levels.

36. Officers commented on 10 planning applications during the period in question. Key points included:
- a) EFDC Garden Centre Crown Hill – the previous outline application for 21 residential houses has been refused. Two further outline applications submitted; one for 19 residential houses which remains outstanding while a further application for 4 detached houses as a self-build scheme has already been refused.
  - b) EFDC land south of Horseshoe Hill, Upshire (project known as Fisherman's Cove) - Removal of trees and existing structures on land to accommodate the development of a live/work unit which includes an artist's studio – land adjoins Gifford Wood and the proposal included the loss of 23 trees, 10 of which had preservation orders on them. This application has been subsequently refused.
37. The Millhouse Farm, Epping application for 7 dwellings for the over 55's before Epping Forest District Council has been refused as inappropriate development within the Green Belt.

## **Visitor Services**

### **Communication and Information**

38. As of 22 December 2016 our social media following is:
- Twitter followers: 5,303
  - Facebook likes: 533
  - Instagram followers: 205
39. The Winter 2016/2017 edition of Forest Focus has been produced. This edition features Sports Personality of the Year runner-up, Triathlete, Alistair Brownlee and his brother, Jonny Brownlee, on the front cover. The winter edition has been very well received and distributed widely in the local area.
40. A successful link established with local Estate Agent Stow Brothers who in addition to advertising in Forest Focus have agreed to print promotional literature for Epping Forest free of charge.

### **Museum Accreditation**

41. As reported verbally to your previous Committee meeting Epping Forest achieved a successful award of Museum Accreditation from Arts Council England on 6 October 2016 for what is formally The View (Epping Forest Collection) of museum objects held at The View, Queen Elizabeth's Hunting Lodge, High Beach Visitor Centre and in store. The award will hold for 3 years

with resubmission in 2019. It covers not only management of the collection from a documentation and conservation point of view but all aspects of how we engage with our visitors.

42. Epping Forest was also successful in applying for a museum grant 'Improve and Innovate' from Museum of London as museum hub for Arts Council England funding, value £5,000, for us to pilot a new audience segmentation framework from Audience Agency, and link this to new ways of promoting the Forest.
43. In addition the Forest was also successful in applying for a small grant of £500 'Digital Futures', also from Museum of London, to purchase a tripod, photographic lights and a background screen to enable us to take better quality object photographs for publicity and documentation.

### **Chingford Golf Course**

44. As of 11th December (week 40) Chingford net income is £220,000 (77%) against an annual budget target of £283,000. Promotions developed through the Groupon® electronic coupon promotion website still continues to provide additional income.
45. The re-wiring of the Caddie House began during week commencing 12 December and should be completed prior to the Christmas Break.
46. Following interviews for the former Tee House Café within the Caddie House Building at Chingford Golf Course, an accompanying non-public report makes recommendations regarding the lease award. The Golf Manager has met with prospective tenants to involve them with the refurbishment work that is now scheduled to begin in January, with a deadline for completion on 28 February.
47. The Golf Team is currently awaiting a design for a proposed Foot Golf project which is expected in early January and will be brought to Committee for future consideration.

### **Visitor Services Events**

48. The first ever Epping Forest Walking Festival was held from Wednesday 19 October to Wednesday 26 October: A total of 14 walks in the Forest were led by our Walking Festival partners, each reporting a successful event.
49. The latest temporary Exhibition at The View 'Shadowburb', featured local artist Edwin Aitken from Sunday 1 October to Wednesday 2 November, and covered a range of plant and animal motifs and semi-abstract art work.
50. Silver Sunday, 2 October, The View. A reminiscence event as part of the national Silver Sunday heritage for older people season. We invited people to drop by to write down their memories of the Forest, particularly from the 1950s and 1960s. This was a successful and new type of event which Visitor Services will replay in 2017.
51. As part of the Big Draw campaign Gothic Shadow Puppets and the Wanstead Story featured on Thursday, 13 October 6-8pm, at Queen Elizabeth's Hunting Lodge. This event aimed at a family audience was a pilot to see whether a twilight weekday event would work for this market. Visitor Services wanted to take advantage of the marvellous candlelit atmosphere in the Hunting Lodge.

The event was greatly appreciated by attendees but low attendance suggests the time doesn't work for this target segment of the public.

52. Black History Month: Discover and Draw Tudors, Tuesday 15 October, 2-4pm, Queen Elizabeth's Hunting Lodge. Visitor Services combined this family event with a reshewing of the 2015 Black Tudors exhibition telling the stories of known black Tudor people, some of them known to Henry VIII and Elizabeth I. The Museum and Heritage Manager was invited to speak about what we had been doing for Black History Month at a conference 'What's Happened in Black History' at Senate House, Museum of London, and has been asked to repeat this talk at London Metropolitan Archive for their Migration Festival in May 2017.
53. Pumpkin Carving held during the half term week was a sell-out success again and is always popular.
54. Redbridge Recorders Ensemble at the Hunting Lodge, Sunday 20 November. We played host to young Redbridge music service recorder consorts playing an afternoon of Tudor music to friends and relatives and our public. Heritage partnership working at no cost which brought in many a good audience of new visitors to the Forest, Black, Asian & Minority Ethnic (BAME) and 'hard to reach' teenagers among them.

### **Major incidents**

55. A major emergency planning training exercise was hosted across two days with members of the emergency services and armed forces.

### **Appendices**

- Appendix 1 - Ramorum Infection Site locations & SAC Beech populations
- Appendix 2 - Rhododendron clearance plan map
- Appendix 3 - Ramorum CoL Website text
- Appendix 4 - Larch map
- Appendix 5 - Conservators' Response to EFDC Local Plan Reg 18 consultation

### **Paul Thomson**

Superintendent of Epping Forest

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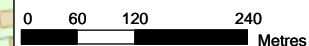
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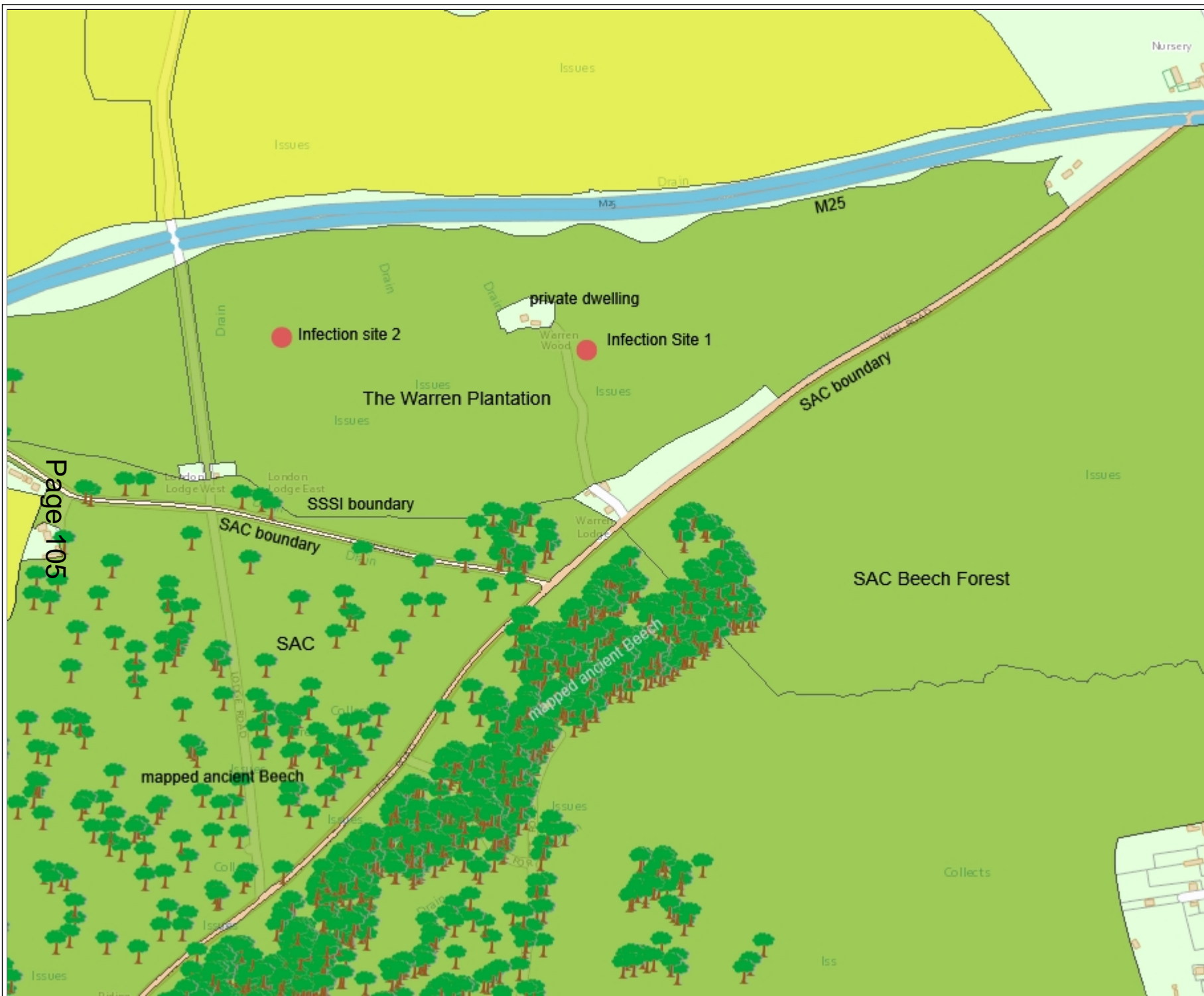
### SAC Beech Forest in relation to SOD infections sites

- Veteran Tree Register
- Buffer Land
- Forest Land

Created By:  
Jeremy Dagley, Head of Conservation  
Date Created  
9 Nov 2016



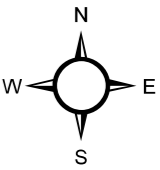
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# The Warren Plantation



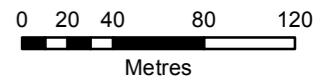
## Rhododendron Clearance Zones and Infected Plants

### Legend

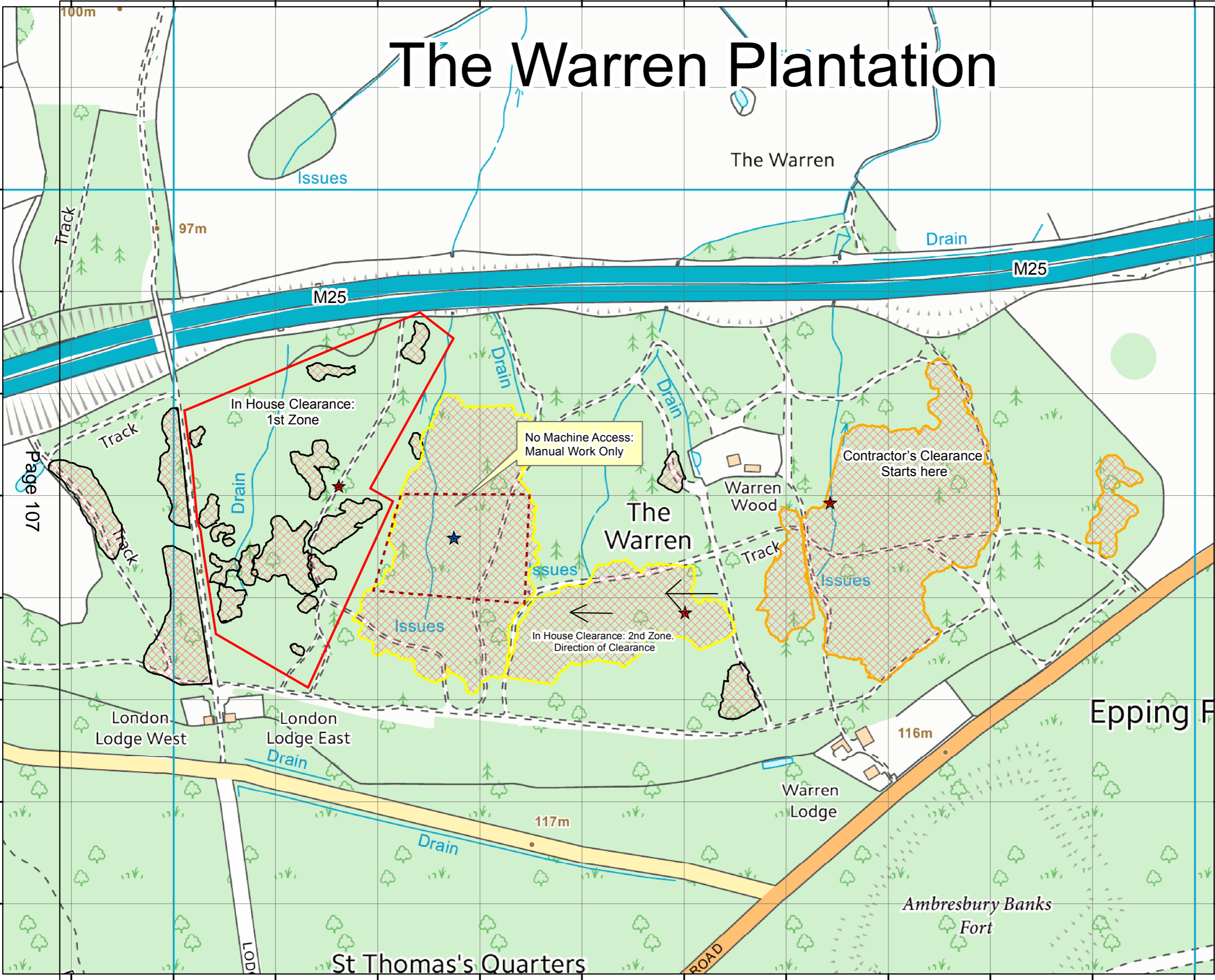
- In House Clearance Zone: 1st
- In House Clearance Zone: 2nd
- Contractor's Clearance Zone: 1st
- ★ Confirmed Rhododendron Infected Plants
- Rhododendron Areas
- No Machine Access

Created by:  
GIS Officer

Date Created:  
19 Dec 2016



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## **RAMORUM DISEASE discovered at EPPING FOREST – our actions to limit its spread**

This year, during the Conservators' annual tree health survey, a new disease which could seriously threaten Epping Forest trees, ramorum disease, was discovered at its very earliest stage in some rhododendron bushes. The outbreak has been found at The Warren Plantation in the north of the Forest near to the M25 and Waltham Abbey.

*Phytophthora ramorum*, which causes ramorum disease, is an algae-like organism that can spread through both spores and a network of thread-like rootlets in the soil. Spores generated on certain host shrubs and trees, especially larch and rhododendron, can carry the infection several miles from their source, blown by the wind, and in moist air currents. Spores can also be transported by people, animals and equipment. Getting in through the bark of a tree, they can kill many species of woody plants. Ramorum disease is called 'Sudden Oak Death' in North America. However, the name is misleading in the UK, where our two native species of oak have proved much less susceptible to the genetic strains of the organism already here. Therefore the name ramorum disease is now used.

Having killed millions of North American native oak and tan-oak trees, mostly in California, it was first found in the UK in 2002, on a garden plant in a nursery. Since then its discovery in larch trees in Cornwall in 2009 has led to the felling of millions of trees, mostly larches, and mostly on the western side of Great Britain as well as in Ireland and Northern Ireland, in order to minimise its spread and impact. Infected larch trees produce particularly high numbers of spores, so it is important to fell them as quickly as possible to minimise spread and protect neighbouring plants from infection.

So this new discovery at Epping Forest, which is home to over 85% of the UK's ancient native beech trees, is of special concern. Beech trees are particularly susceptible to ramorum disease, and if its spores were allowed to multiply and spread, it would have the potential to destroy this internationally significant population of trees, some of which may be over 1,000 years old.

Given this level of threat, The Conservators responded rapidly to their discovery of ramorum. Following advice from national agencies and in line with a Statutory Plant Health Notice, those rhododendron bushes confirmed with the disease in October were completely removed within a few weeks, and destroyed by burning on site. However, following further intensive survey, another single rhododendron at Warren Plantation was found with the

disease in December. This new diseased plant, although removed within days, reveals the continuing level of threat from this pathogen.

As Eleanor Laing MP for Epping Forest said:

*“I commend the Conservators of Epping Forest for acting immediately. It is clearly good news that the initial outbreak has been minimised by their actions, and I am very keen for the Conservators to continue to take the necessary measures to reduce the risk of this damaging disease spreading.”*

Now, working closely with guidance from the Animal & Plant Health Agency (APHA) and the Forestry Commission, a two-to-three year programme to remove the rhododendrons and larch trees from Epping Forest and its Buffer Lands is being undertaken. This work is aimed at safeguarding the future of the beech forest and contributing to the national strategy to contain the spread of the infection. In addition to the clearance of bushes and larch trees required at The Warren Plantation over the next few months, the programme of work will eventually include removal of rhododendron at Knighton Woods and Wanstead Park. Whilst these sites are at some distance from the outbreak site in the north of the Forest, they contain trees which are susceptible to the disease and which could spread it much further. Wanstead Park and nearby Bush Wood and George Green, contain important sweet chestnut plantings amongst which are the three-centuries'-old 'Repton' sweet chestnuts. As well as threatening these ancient trees, the spores can multiply rapidly in any Sweet Chestnut, old or young, and can then be spread very widely.

*“We are committed to minimising the spread and impact of ramorum disease and working with the City of London Corporation to monitor and protect the health of trees and plants in and around Epping Forest. The actions which it has taken, and plans to take, are in line with the national ramorum disease management strategy. The strategy’s emphasis on early destruction of infected and likely infected plants, before they can spread the disease further, has helped to significantly reduce the rate of new infection in recent years.”*

**Steve Scott, East England & East Midlands Director, Forestry Commission**

Whilst there are some locally notable ornamental rhododendron varieties and some historic plantings in Epping Forest, these are not unique specimens. However, the proposal is to collect cuttings of the scarcer varieties and send them to the Royal Horticultural Society Rhododendron, Camellia and Magnolia Group, which would conserve them and grow them on in locations where they can both thrive and be closely monitored for ramorum disease.

Ramorum disease infects plants only, and there is no risk to human or animal health. As Philip Woodhouse, Chairman of the City of London Corporation's Epping Forest Committee, said:

*"There is no public health risk and Epping Forest remains open to its many visitors. We are working closely with the national plant health and forestry agencies, in line with nationally recognised good practice. Those Rhododendron bushes which have been identified with the disease have already been removed and destroyed onsite."*

So, visitors do not have to be excluded from the Forest, but the public are asked to help minimise the spread of the disease by:

- Keeping to marked paths, Forest roads and hard footpaths *when and where directed*
- Not removing any plant material from the Forest, such as cuttings
- Removing soil and mud from boots and shoes before entering or leaving the Forest
- Keeping away from any felling operations and respecting any safety notices
- Never bringing plant material, soil or garden waste into the Forest

We understand that this will represent a significant change for some of the areas affected. However, ramorum disease poses such a clear and substantial threat to our ancient beech trees that we need to respond in the most effective manner to restrict the spread of the disease. We also have a responsibility to minimise the risk of this outbreak spreading to other parts of eastern England. The nature of the outbreak at Epping Forest indicates that it has come from introduced source material and not through natural dispersal. Along with the less visited and restricted location in which it has been found, these factors together provide good reasons to be optimistic about containment within this site at this stage.

Councillor Gary Waller – Safer, Greener and Transport Cabinet Portfolio Holder for Epping Forest District Council, responding to this news, said:

*"Firstly, the Corporation must be applauded in undertaking their duty to notify the Council of proposed tree works within the important Copped Hall Conservation Area. But perhaps more*

*importantly praise is in order for the exemplary diligence of their vigilant experts, who have been closely monitoring the host plants, in this case rhododendron and larch, throughout the Forest and in this plantation in particular.*

*“It is most regrettable that this disease has been discovered at close range to the Forest’s almost peerless population of ancient beech but the Council strongly supports the speedy and extensive works, that the City Corporation has already started, in eradicating the risk of this devastating pathogen.”*

We will need to ensure that the cleared sites remain clear for at least a 5-year period, as it is known that rhododendron re-growth can be re-infected from spores on the soil surface for up to 5 years after the shrubs are removed. Longer term we will be allowing natural regeneration of the areas with native plants such as oak, birch and bramble. To protect Epping Forest’s natural aspect and its status as a protected Site of Special Scientific Interest (SSSI) and Special Area of Conservation (SAC) the Conservators’ management policy excludes planting within the main body of the Forest. When removing plants from sensitive and popular sites, such as Knighton Wood, Buckhurst Hill, we will take into account the visual impact of the clearance, and attention will be paid to the natural aspect, visitor access routes, views and vistas from pathways and general sight-lines.

Judy Adams, Friends of Epping Forest said:

*“The risk of this dreadful disease getting a hold in the Forest would be extremely serious, with the potential loss of thousands of beech and other trees. It is only in these circumstances that we feel able to support the Conservators removal of rhododendron and other alien host species.”*

We would encourage everybody to be vigilant and look for signs of this disease in the surrounding area. If the disease is suspected and symptoms found in the plant trade, such as nurseries and garden centres, or in garden plants, please report this immediately to the Animal & Plant Health Agency (APHA) on 01904 405138 or email:

[planthealth.info@apha.gsi.gov.uk](mailto:planthealth.info@apha.gsi.gov.uk). ([www.gov.uk/government/organisations/animal-and-plant-health-agency](http://www.gov.uk/government/organisations/animal-and-plant-health-agency))

If suspected symptoms are found in trees and woodland, please alert the Forestry Commission, preferably with its *Tree Alert* on-line disease reporting tool.

([www.forestry.gov.uk/treealert](http://www.forestry.gov.uk/treealert)). You will need to supply a clear, close-up, well-lit digital photograph of the symptoms with your *Tree Alert* report.

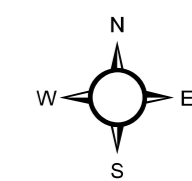
When its details are finalised the programme of rhododendron and larch clearance works will be made available here. This winter's work will be provided in detail while the longer-term programme will be given in outline. The programme covers more than one year and at least eight separate locations and, therefore, will be reviewed by the Conservators at their regular meetings. As these reviews are completed this web-site will be updated.

Detailed information about ramorum disease in the UK is available on the Forestry Commission's website at [www.forestry.gov.uk/pramorum](http://www.forestry.gov.uk/pramorum).

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# The Warren Plantation: Larch Diameter Distribution



The Warren Plantation:  
Diameter of Larch Trees

## Legend

### Larch Trees

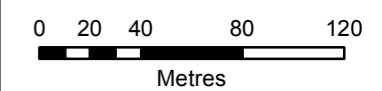
#### Diameter

- 18 - 39
- 40 - 49
- 50 - 59
- 60 - 69
- 70+

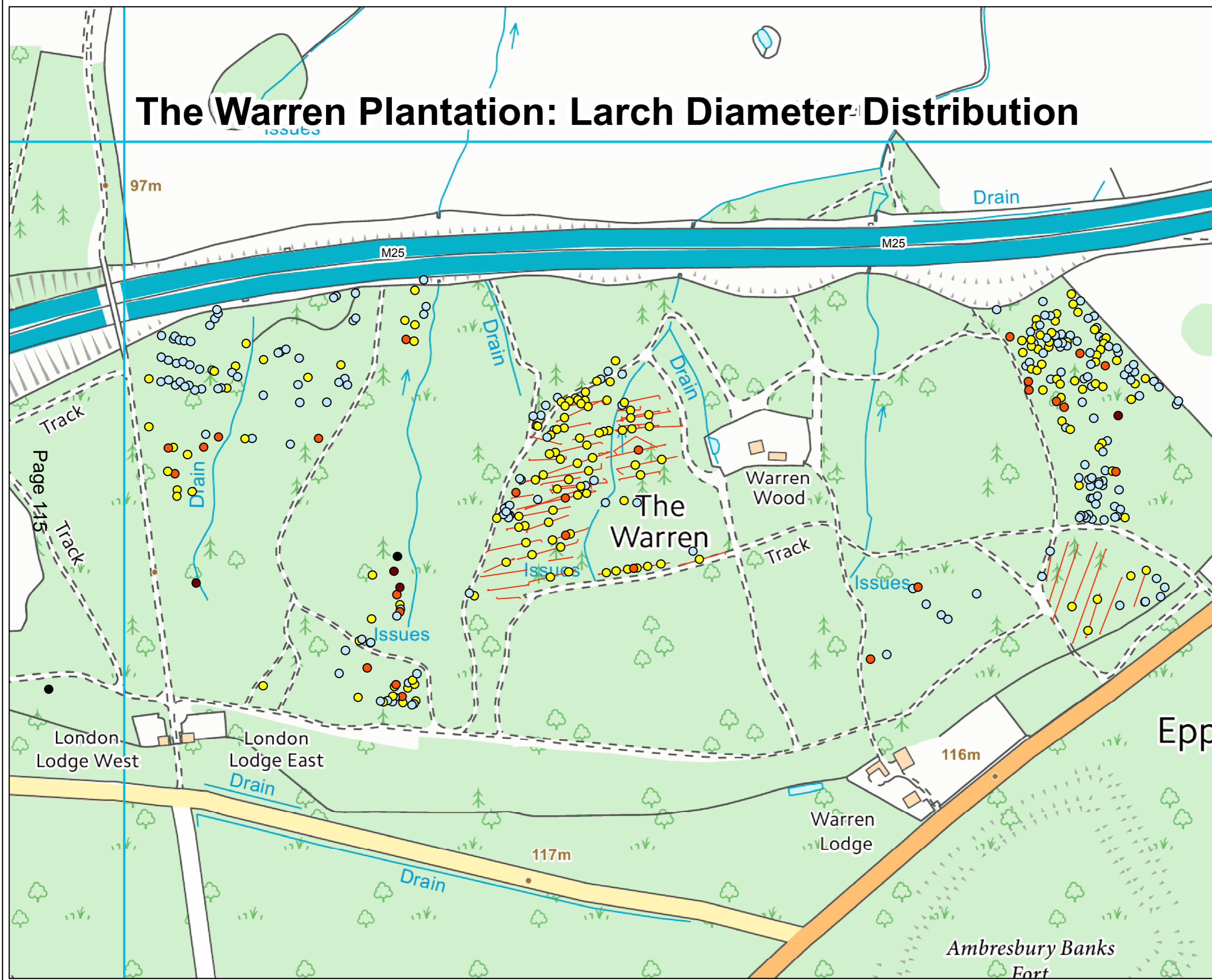
— Larch Tree Lines

Created by:  
GIS Officer

Date Created:  
20 Dec 2016



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**COMMENTS by THE CONSERVATORS of EPPING FOREST  
on the EPPING FOREST DISTRICT LOCAL PLAN (REGULATION 18) CONSULTATION  
(December 2016)**

**Introduction and context**

Epping Forest is owned by the City of London and comprises some 6000 acres (2,500 hectares). It is supported by a further 1,800 acres (730 hectares) of Buffer Lands, acquired by the City to protect the Forest from encroaching development and to maintain the links between the Forest and the wider countryside. The Epping Forest Act 1878 charged the City, as Conservators of Epping Forest, with a duty to conserve varied vegetation and preserve the Forest's *natural aspect*.

The Conservators' comments, in general, are given in response to the Plan in relation to all Forest Land, whether covered by the Epping Forest Act, the Habitats Regulations 2010 or the Wildlife & Countryside Act 1981 or all of these designations. The Conservators consider that the protection and enhancement of the Forest as a whole should be a core aim of the Local Plan.

For example, whilst an assessment of the impacts on the SSSI is not formally part of the Habitats Regulations Assessment (HRA), on which we comment in our 'Additional Comments' to Question 9 below, a consistent approach to both the SAC and SSSI interest features in the Plan is important. In particular, irrespective of any designation, the ancient wood-pasture habitats of the Forest and its network of ancient green lanes are irreplaceable. The European site boundary is clearly part of a wider ecological network and approaches to biodiversity conservation need to be compatible with each other and seek the best outcomes for the natural environment. The ancient green lane network, which is extensive across the District, provides the building block for future, wildlife-rich green infrastructure and green corridors to link other ancient woodlands (e.g. Galleyhill Wood) and other important sites like the Lee Valley. In addition, maintaining the same approach to the Forest as a whole would be beneficial for developers and decision makers as it would avoid confusion, would provide clarity and would reduce the amount of SSSI assessment required at the project level.

## QUESTIONS & RESPONSES

**1. Do you agree with the overall vision that the Draft Local Plan sets out for Epping Forest District? (See paragraph 3.26, Chapter 3).**

### **SIGNIFICANT RESERVATIONS**

#### *Environmental enhancement and biodiversity protection at Vision level*

Although, Epping Forest is specifically highlighted for protection and enhancement in the Vision statement on page 30 of the Plan (Chapter 3), which the Conservators welcome, the wider environment and green infrastructure are not mentioned. The concern of The Conservators is that the current Plan is being, disproportionately, led by housing targets. Other important strategic planning seems to have been set-aside or delayed, leaving noticeable gaps in the Plan. The amount of development proposed seems to be putting great strain of the other parts of the District's Vision.

This concern was reinforced by the original LSCC Core Strategy and Vision. This LSCC Vision, which now underscores the 4 SHMA local authority plans and features prominently in Chapter 2 of this Plan, was re-drafted only after representations by The Conservators in June 2016. The late inclusion of the environment and biodiversity bullet point in the LSCC Vision (see Chapter 2 of the Plan, page 26, 4<sup>th</sup> bullet point), seems to be a pointer to a development-led approach which may lead to the overriding of the environmental planning in the Plan. We would request that the EFDC Vision in Chapter 3, now draws on this bullet point and makes explicit reference to the wider environment and biodiversity along similar lines.

#### *Epping Forest's Vision*

To inform the District's vision, the Plan draws on the LSCC Vision (Chapter 2 page 26) and also the Lee Valley Park Vision (page 29 of Plan) which are both set out in full. Although currently consulting on a new Management Plan, The Conservators also have a published Vision for Epping Forest contained in their existing Plan. **We would request that this is included and set out in full in the future drafts of the EFDC Local Plan (at Reg 19 and beyond).** We consider that It is most important that this Vision is reflected in the Local Plan Vision, given that it came out of joint working with EFDC and other authorities, both in developing a vision for the Forest (*Quality of Life* Report 2003 – Levett-Therivel) and for the wider strategic **Green Arc**.

The Forest's current Vision is:

- *Epping Forest's position as a unique and ancient landscape for people and wildlife will be strengthened*
- *The Forest will retain its natural aspect with the diversity of wildlife habitats enhanced and the features of international importance, including its veteran pollards, protected*
- *The role of Epping Forest as a special place for recreation and relaxation will increase in importance with improved recreational opportunities*

- *The Forest's historic features and buildings will be retained in good condition and accessibility will be improved for the purposes of education and enjoyment*
- *Epping Forest will be highly valued as part of a larger and fully accessible protected landscape area*

### *The Green Arc*

The last bullet point is of particular importance in the context of the Local Plan. It points clearly to the need for a larger, accessible protected area in which the Forest would be embedded, such as is the objective of the **Green Arc**. It also points the way to the importance of alternative green spaces and corridors (SANGS or SANGSC) which will be the step change required in the Local Plan if it is to provision enough open space in the face of the step change which is being proposed in the number of housing units and residents. These new residents will require both built and natural green infrastructure if the quality of life is to be maintained or improved and if the wildlife and wilderness or semi-natural values of nature conservation sites are to be sustained for the long-term.

The **Green Arc** is referenced in *The London Plan* and we would expect its vision to be set out in this Local Plan, especially given the Council's commitment to the concept from the outset. Such an explicit and integrated approach to the District's Green Infrastructure is fully in accord with the Plan's current wording about the protection of links between the Lee Valley and Epping Forest. Also such a proactive and clear approach to green infrastructure would allow developers to respond positively. It would also allow better planning for the embedding of sustainable transport links (e.g. cycling routes, safe routes to schools, quiet ways) and other constructed infrastructure within the green infrastructure in a way that complements, or at least fits in, rather than erodes or disrupts the most valuable environmental assets.

At this point it is worth reiterating that not only does the Forest and its Buffer Lands cover 7% of the District area (Chapter 2 of the Plan) but together they provide well over 40% of the District's open and accessible green spaces and even more of the vital semi-natural element. It seems timely, given the scale of developments proposed, that this Plan should proactively review the responsibilities for future provision and upkeep of such valuable places.

### *Other positive planning for green spaces*

An examination of the maps with this Regulation 18 Plan makes it clear that housing and employment development dominate at the expense of other planning. The IDP (Arup September 2016) remains incomplete and the scale and funding seem not to have been more than sketched out apart from for the M11 junctions. It is noticeable that the opportunity has not been taken to map the Green Arc or other green infrastructure ambitions of the Council. For example, the links between the Lee Valley and Epping Forest are only briefly mentioned and several other strategic links could have been proposed.

For example, The Conservators would also like to propose that making physical green links and access routes between the Lower Forest and the main body of the Forest should be an aim of the Plan. Such a route is available to the west of Epping town, and could link with Swaines Green, Bolt Cellar Lane and Bury Lane. Given the large changes proposed to the

Green Belt here and the large scale new developments this would seem proportionate and positive planning that should appear on future Plan maps.

#### *Chapter 4 – Policies DM3 and DM4*

Policy DM3 – this Policy is welcome given the context (the preamble text in paras 4.110 – 4.114) in which it is presented, the fact that it provides some continuity with the old Policy HC5, and in clearly recognising the importance of Epping Forest to the District. However, in its attempt to reflect the NPPF emphasis on ‘sustainable development’ this policy is also notably weaker than HC5 and its wording seems to imply that protection and enhancement of the Forest are tied to development and possibly even require development. **The Conservators consider that this wording should be improved.** We would like it to reflect that, while development should ensure that it always assists the protection of the Forest, enhancement of the Forest is not linked to development only but to other initiatives for which the Local Authority is responsible, including the planning and promotion of green infrastructure and sustainable transport options.

The Conservators welcome the broad protection given by Policy DM3 through the wording “*biodiversity, character, appearance and landscape setting*” of the Forest. Tranquility and semi-naturalness were the two highest rated features of the Forest from the parish and community stakeholder groups whose opinions were sought for EFDC co-funded Quality of Life Report 2003 (Levett-Therivel). The “*natural aspect*” of the Forest and its links to the surrounding ancient countryside that evolved with it and provided the commoners’ grazing lay-back (support) land are fundamental to the Forest’s value to people and to its future protection. Dark skies are also an important measure of the protection of the Forest and the Conservators look forward to working closely with the Council to continue to protect the whole Forest and not just the SAC from piecemeal, small-scale as well as large developments that might erode these important elements.

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## **2. Do you agree with our approach to the distribution of new housing across Epping Forest District? (See Draft Policy SP 2, Chapter 3).**

### **DISAGREE**

#### *Pattern of housing allocations*

**The Conservators would wish to register a disagreement with the overall approach to the allocation of proposed housing sites across the District.** Whilst the Conservators would accept that there are increased housing needs, the scale of the increases would seem to demand a response in which the housing and infrastructure are completely integrated and the latter is **additional** to the existing infrastructure.

There is recognition throughout the Plan and in its supporting technical documents, especially the *Infrastructure Development Plan* (IDP – Arup September 2016) that the current infrastructure is at capacity in critical places or is not adequate. And yet the approach in the draft Regulation 18 Local Plan, certainly away from Harlow with the splitting up of the development into many parcels, seems to be a piecemeal one with only incremental allocations. Many of these are of an individual size that may not be sufficient to

generate the funding for the required large-scale connected infrastructure. The fact that the large developments to the south of Epping, that are likely to have a very adverse impact on congestion and on current infrastructure, are split into smaller parcels suggests that provisioning and integration of new facilities will be difficult to achieve.

The general approach of adding to the housing in the south of the District, around the urban centres and close to existing transport 'nodes' may be appropriate for incremental developments at historic rates. However, the proposed unprecedented and yet predicted 24% increase in residential populations (Chapter 2), over the 17 years remaining of the Plan period, would seem to require something more coherent and integrated.

The situation at Harlow seems to exemplify this issue. Whilst large increases in housing are proposed there is not the concomitant response of infrastructure in this town, especially in public transport provision. The rail network capacity would seem to be entirely inadequate for current needs, not just those of the future (see also our further comments below), and access to the railway would appear to be not to be favourable for these proposed developments at Katherines, West Sumners and Latton Priory.

The proposed distribution of housing is concentrated around Epping Forest with the vast majority being within 6km of the SAC boundaries. **With no clear proposals for an infrastructure to match the projected increase in population to 155,000 (Chapter 2 of the Plan) The Conservators wish to disagree with the pattern of allocations as currently presented.** We await the development of the IDP, further traffic modelling and a full recreational use survey to underpin future decisions but it is difficult to escape the conclusion that the impacts on the District's environment around the Forest, on Epping Forest itself, and on the SAC in particular, are likely to be adverse. In our view, this does not seem to be in accord with the Local Plan Vision in Chapter 3 at 3.26, which the Conservators have broadly welcomed (see above).

### *Green Belt*

The Conservators welcome the continued protection of the Green Belt on the western flank at High Beach and Sewardstone and to the north-west and north of the Forest around the Cobbins Brook Valley and around the Forest's Buffer Lands. Given that Epping Forest and the Epping Forest Act 1878 were important inspirations for the original Metropolitan Green Belt concept and its design, the Green Belt's continuing embrace around the Forest, its ridge and its associated ancient landscapes of the Lee and Roding Valleys is of fundamental importance to The Conservators.

Accepting any of the proposed changes to the Green Belt boundaries, therefore, is very difficult for The Conservators. We reiterate here our profound concerns about the piecemeal pattern of housing allocations and how this is manifested in the eroding of the Green Belt across a wide area. This widespread erosion, unlike the one-off opening of part of the Green Belt for a new settlement, seems to make the boundaries more vulnerable to many more future changes and makes them seem less easy to defend. Furthermore, the proposed extensions of Theydon Bois and Epping to the east, with long, convoluted changes to the Green Belt boundaries, seems to open up the possibility of future infill to a new hard boundary of the M11. The M11 could be seen as a 'de facto' boundary and by-pass to these

towns and the pressure for infill from developers seems likely to follow in a way that would not follow from a single new settlement approach.

*District Open Spaces (DOS) – e.g. at Waltham Abbey*

On this theme of the weakening of the Green Belt protection for the Forest, the new NPPF designation of District Open Space (DOS) being deployed in this Plan for the first time, seems to pose a similar threat to boundary integrity. The case at Waltham Abbey is ostensibly to resolve the issue of creating “holes” in the Green Belt. However, the decoupling of this area from national Green Belt policies and guidance seems, in our view, to make the area more vulnerable to future Plan reallocations. **To avoid this circumstance, we would seek assurance from the Council that in the next iteration of the Local Plan there would be clear plans for this new Waltham Abbey DOS to become a new SANG with enhanced access and wildlife features for the local communities nearby to enjoy.**

*Enforcing and Monitoring Current Green Belt Protections*

The Conservators also remain concerned that, even where Green Belt is protected and even “washes over” existing hamlets to ensure its open nature is fully integrated with older settlements, the Green Belt is not well enough safeguarded. And where safeguarding lapses, as recently at High Beach and Gilwell Hill, we are concerned that these do not then become “Trojan Horses” for additional development and Green Belt boundary erosion which might bring its status into question. To illustrate this problem, we attach a map illustrating just some of the approved new developments and potential pressures that have built up at High Beach, the hamlet most intimately associated with the Forest, despite its Green Belt status (**see Land at Lippitt’s Hill map attached**). Further development here could allow the Green Belt and also the Council’s commitment to the protection of the Forest to be undermined inadvertently.

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**3. Do you agree with the proposals for development around Harlow? (See Draft Policy SP 3, Chapter 3).**

*Harlow expansion*

It seems logical to concentrate development and housing at Harlow to ensure this town’s economic outlook can be improved but in a manner that will ensure infrastructure is provided to the scale required to ensure sustainable development rather than creating more congestion on the road network (see comments below on the M11). It is not clear from the EFDC Reg 18 Plan alone, separate from the neighbouring Local Plans in the SHMA area, whether the locations and the quantum of housing would achieve this objective. The evidence for new supporting public transport infrastructure (as opposed to more road-building) seems thin.

Another concern of the Conservators is that the original plans and design of Sir Frederick Gibberd for Harlow New Town should be respected and re-invigorated. This would ensure that the ‘green wedges’ should be enhanced by any construction in the Epping District and that the townscape, including any new housing, should remain delimited within the “bowl” or topographical depression that keeps Harlow north of, and hidden from the south by, the Epping Long Green ridge. This would ensure that the ancient landscape to the north and

north-west of the Forest remains intact from a landscape perspective and that the biodiversity and access to green spaces also remain protected.

#### *Latton Priory proposal*

Both of these issues have large implications for the viability of any proposed development at **Latton Priory**. The proposed north-south sustainable transport corridor for this development site, which the Conservators would regard as an essential prerequisite to development in order to protect the Forest from increased traffic flows and congestion along the B181 and B1393, seems likely to impact on a Harlow 'green wedge' at this point (see page 21 of the IDP, Arup Sept 2016). It is also unclear to The Conservators at this point whether the number of houses proposed would allow sufficient funding for this sustainable transport link, especially if it were an optional choice alongside an alternative such as a road link to the B1393/M11 J7. The latter would not be acceptable, or at least certainly not without the sustainable transport option.

In addition, to ensure the development did not impact on the Forest's visual landscape amenity there would need to be a green open space protected within the southern section of the Latton Priory development envelope. This latter green space would also be required, in our view, to provide a substantial SANGC for the large number of residents of this site in order to further protect the Forest and the SAC which lies within 5km of this proposed development.

Therefore, given the above potential constraints and pitfalls, the sustainability of this development remains open to question in our view.

#### *Infrastructure concerns in relation to Harlow*

The current lack of infrastructure and the limited future funding from the Central Government or County Council for strategic infrastructure, which this scale of development demands, is of considerable concern to the Conservators. With M11 J7A becoming a priority, there seems to be no immediate plans for other infrastructure to cope with the proposed housing south and west of Harlow within the District.

The M11 J7A scheme, either in isolation or even with the limited road improvements planned elsewhere, seems unlikely in the Conservators' view to have a beneficial impact on Epping Forest and the current or predicted levels of traffic congestion, air and noise pollution within the Forest's road network.

This is borne out by the Traffic Forecast Modelling Report (TMF) provided for the 7A Scheme by Jacobs. The 'do minimum' (DM) traffic flow forecasts for 2021 and 2036 under the medium and high growth scenarios in Figures 11.4 and 11.5 (page 118 of the TMF) show very large increases in traffic flow along the A121 and B1393 within the Forest. For congestion, as illustrated by turn delays in Figures 11.9 to 11.12 (pages 128 & 129 of the TMF document), significant increases are also predicted in areas that are already suffering congestion – such as Crown Hill (Junction R in the TMF) and Bell Common (Epping signalised junction B in the TMF). It is also to be noted that the detail of Wake Arms roundabout and the A121 is not illustrated in the TMF report.

Such increases would not be environmentally sustainable for Epping Forest as they would have a detrimental impact on air quality (and thereby the integrity of the Special Area of Conservation(SAC)) and on the Forest's *natural aspect* (to be protected by The Conservators under the Epping Forest Act 1878).

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4. No comments at this stage

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**5. Do you agree with the proposals for new employment development? (See Draft Policy E 1, Chapter 4).**

The Conservators wish to raise concerns over the proposed development of **SR0061B** at Waltham Abbey. This lies close to J26 of the M25, and the A121 Woodridden Hill route through the Forest. Although the potential future use is not indicated, given the location of this site and probable access to it, there is potential to further add to the problems of congestion and pollution at J26 and along the A121 through the Forest.

**6. Do you agree with the proposed sites in your area? (See Chapter 5) Do not feel that you have to comment on all of the areas.**

These comments below should be read in the context of the responses to Questions 1 – 3 above and The Conservators have considerable reservations about a number of the proposed allocations for the reasons given. In addition there are some notable concerns:

The “densification” of Epping, whilst seemingly linked to its location on the Central Line, creates a very major cumulative development which the current road infrastructure would not be able to accommodate and which, given the routes to the motorway network is likely to have an adverse impact on pollution in Epping Forest. We await the detailed traffic modelling work which remains to be carried out before making further comments.

The allocation at Theydon Bois is a very large block of housing which would represent over 20% increase in the population of this settlement. This would need a SANG in our view, despite the lower than 400 house threshold (see HRA para 6.4.10).

At Loughton The Conservators would disagree with the proposed loss of green space at Borders Lane and Jessel Green. The latter site in particular, if lost, would place considerable pressure on the nearby Forest and also would seem to be in contradiction to the green infrastructure policies in the draft Plan. Such a large green space is currently valuable and has considerable potential to be developed for both access and for wildlife.



The large scale proposals at North Weald do not seem to have any concomitant infrastructure and this housing development could significantly increase road traffic through Epping Forest. It does not seem sustainable without considerable new transport infrastructure including a new link to the A414.

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**7. Do you agree with the approach to infrastructure provision being proposed in the plan? (See Chapter 6).**

**DISAGREE**

The current IDP is still very vague and little work seems to have been done on infrastructure other than the M11 junctions, considering a 21% increase in housing is proposed for the District. It is not at all clear how the required infrastructure will keep up with the pace of the development, as the Plan implies will be possible.

The Conservators would disagree with the seemingly, perhaps inadvertently, complacent statement in relation to the LSCC Core Strategy and Vision that the District is well-served by rail. As the IDP points out people are driving from Harlow to use the Theydon Bois Central Line Station and this situation seems likely to worsen with no clear rail strategy at Harlow. Harlow housing developments in the EFDC area will not be served by any improvements on present evidence.

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**8. An Interim Sustainability Appraisal has been commissioned to support the Draft Local Plan. We would welcome any comments you may have on this. (See Technical Document page).**

No comments at this stage

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**9. Do you wish to comment on any other policies in the Draft Local Plan?**

An important additional document, which we only received in the last two weeks of the consultation period, but which relates specifically to Epping Forest SAC, is the **Habitats Regulation Assessment Screening Report (Nov 2016)** by AECOM ('the HRA'). Additional comments on this document are given below.

**ADDITIONAL COMMENTS**

**Urbanisation**

In paragraph 5.2.8 of the HRA (AECOM Nov 2016) it states: *"the fact that urbanisation is not currently considered a significant problem, it is considered that additional development will not materially increase the risk posed to the site and certainly should not be an obstacle to*

*RESPONSE of THE CONSERVATORS of EPPING FOREST to  
the EPPING FOREST DISTRICT LOCAL PLAN (REGULATION 18) CONSULTATION*

*allocation*". **The Conservators disagree with this conclusion.**

Although it is the case that the Site Improvement Plan (SIP) for the SAC does not specifically refer to the issues listed in the HRA as resulting from urbanisation, such as fly-tipping, cat predation and light pollution, the absence of a reference to an impact does not mean these are not problems, nor could be issues in the future.

#### *Alien species introductions*

Firstly, there is the direct impact of the introduction of alien species through fly-tipping and garden waste, which is exacerbated by urbanisation. One of the greatest current threats to the SAC and its vegetation is *Phytophthora ramorum* or Ramorum disease. This threatens the health of both Beech and the Forest's heathland plants. The fact that the disease has shown up in the Forest some distance from other UK outbreaks suggests that it has been introduced inadvertently at some point; it is relevant here that garden waste and plantings were the main source in the original spread of this disease across the counties of southern England. The HRA suggests that urbanisation impacts may be dealt with at a Project level (para 5.2.8 of the HRA). However, it is hard to see how a developer can mitigate for this adverse impact and we request that this needs to be tackled at Local Plan level with appropriate protective policies towards the Forest environment.

Secondly, recreational disturbance *is* an issue in the SIP and urbanisation of the Forest is likely to increase the adverse effects associated with this factor (e.g. in relation to ground-nesting birds, land management of heaths). Thirdly, it is hard to imagine how issues such as incidental arson can be resolved at project level and such issues are clearly best resolved with a strategic policy, i.e. at Local Plan level. **The Conservators, therefore, request that urbanisation impacts are fully taken into account in Local Plan policies with respect to the Forest.**

#### *Fly-tipping and litter*

In addition, there are several other long-standing issues, like fly-tipping, which result from urbanisation that are a considerable cause for concern to the Conservators. For example, the annual cost of dealing with fly-tipping and litter amounts to around £250,000 from the Forest's budget. Therefore, this has a significant indirect impact on the Conservators' ability to sustainably manage and enhance the Forest's environment, including its SAC special features.

#### *400m buffer distance*

Although the 400m distance has some precedence in considering the protection of an international site (e.g. SPAs), recent evidence suggests that this distance may not be sufficient for issues like cat predation. In addition, in this current HRA the 400m buffer is being used as a "trigger" threshold for mitigation rather than a buffer zone. Given this approach and the above concerns over urbanisation the Conservators would request that this suggested approach is reviewed and that a justification is given for the adoption of a 400m threshold or any other threshold that relates to the Forest habitats and interests. We would reiterate here that the SSSI habitats and the Forest's "natural aspect" should also be considered by the Local Plan in relation to urbanisation to ensure clarity of purpose in the protection of the irreplaceable.

The threat of urbanisation to the Forest's "natural aspect" was highlighted in the 2003 *Quality of Life* Report (see above comments) of which EFDC were co-funders.

### **Recreation impacts**

The large volumes of housing proposed in the current Plan will generate significant additional recreation pressures on the Forest. Although the 5km zone proposed in the HRA seems likely to be linked to the zone within which 75% of visits may be generated, housing outside this zone, particularly in concentrations such as at Harlow are likely to have a significant impact. It is necessary for the Plan to have regard to this in defining where impacts may arise and what mitigation is required. The HRA needs to recognise this distribution and the Plan needs to ensure that solutions will be in place.

### *Thresholds*

Whilst we welcome the proposals in the HRA to tackle recreational pressures through the levying of a tariff for the Forest and the provision of SANGs it is not clear that the HRA, nor more importantly the Local Plan itself, has fully encompassed this issue of the scale of the proposed developments and the likely cumulative adverse impacts. As the HRA acknowledges on para 6.4.7 further work is needed on recreational pressures and the SAC Site Improvement Plan (SIP) also makes this point about the uncertainties involved.

**The Conservators do not consider that setting a threshold of 400 houses in a single development, as recommended in the HRA at 6.4.10, is appropriate therefore.** This 400-house threshold does not seem to have been devised on a precautionary basis and it is not clear what is the supporting evidence for such a threshold. In other cases, such as the Thames Basin Heaths, any development of 50 houses or more that is proposed within 5 and 7km needs to be the subject of project level HRA and may require additional mitigation measures. It is yet to be determined through the MoU process what the optimum approach is for Epping Forest SAC.

Any threshold is also susceptible to being circumvented. Instead we consider that the cumulative impacts need to be taken into account across a settlement. For example, there are very significant proposals below 400 houses such as the 360 houses at Theydon Bois or the cumulative total of 804 houses across 3 site allocations in Epping (SR0153, SR0069/33 and SR0113B). In doing so we would suggest that some consideration should be given to a sliding scale in relation to the size of the developments and the contribution of or towards SANGs and recreational provision in the Forest.

### *SANGS*

Currently, in the *Recommendations* in **paragraph 6.4.10 of the HRA** (AECOM November 2016) only the development at Waltham Abbey (**SR0099**) of over 400 houses is listed as requiring a SANG. The Conservators consider that the Plan needs to adopt a much more proportionate requirement for SANGs across this area of the District to ensure the Forest's *natural aspect* and the SAC habitats are protected. This issue of green space and recreation is also tackled at the beginning of this letter in answers to Questions 1 and 2.

In relation to amounts of provision of green space we welcome the setting of a target. However, we consider the HRA should make clear that the 8ha per 1000 threshold is national established practice (not a standard) and, importantly, it should explain why it can be justified as being locally appropriate.

In addition to the overall quantum of SANG provision, consideration needs to be given to the length of walk that a SANG can provide. This requirement is additional consideration to the overall size to be provided; it is not an alternative means of quantifying the size, but can of course influence the size and shape of a SANG. Visitor surveys that incorporate questions relating to the typical walk undertaken are normally used to determine the length of walk required. Experience shows that this can differ in different locations, but in the absence of locally specific information, the distances used elsewhere in similar circumstances could be reviewed. Typical dog walks from other visitor surveys are in the region of 2.5km and so significant green space is necessary to accommodate such routes.

### **Air pollution**

In relation to the Jacobs consultancy's AADT traffic modelling we reiterate our response made to the AECOM assessment of air quality and pollution impacts from traffic that further and better traffic modelling is required for the Forest roads and that congestion and queuing in general must be factored into the analysis. In addition, we reiterate the point that we do not accept that house allocations already made should be considered part of the *Do Minimum* scenario, as has been repeated in the HRA here (Appendix D of the HRA).

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### **Memorandum of Understanding on Epping Forest**

Related to the HRA of the Plan there remains a significant amount of future assessment work to be carried out to ascertain the likely impacts on Epping Forest SAC and what mitigation strategies might need to be put into place. Therefore, in our view, and contrary to the view expressed in the HRA, it is necessary for the Plan to identify that recreational and other pressures need to be dealt with and that the MoU is part of this necessary process of analysis, and that mitigation is currently being progressed through the MoU.

In the light of this, on **page 30 of the Plan in the District Vision** we consider that the MoU should be included specifically in the relevant bullet point about the Forest as a key mechanism by which the Council aims to protect and enhance the Forest. In addition, in relation to the Plan and future developments that might enhance Epping Forest, the status of the MoU should be re-emphasised in **Policy DM3 A** also.

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<b>Committee(s):</b>	<b>Date(s):</b>
Epping Forest & Commons	16th January 2017
<b>Subject:</b> Epping Forest Buffer Land – Interim Deer Management arrangements	<b>Public</b>
<b>Report of:</b> Superintendent of Epping Forest SEF 02/17	<b>For Decision</b>
<b>Report author:</b> Martin Newnham, Head Keeper	

## Summary

A series of objective scientific measures indicate that the continued increase of the Fallow and Reeves Muntjac Deer populations in South West Essex, including the 1,800 acres of City Corporation Buffer Land, are having a damaging impact on the character and wildlife value of Ancient Semi-natural and Local Wildlife Site (LoWS) woodlands; the crop yields of tenant and neighbouring farms and public safety through the rising number of deer vehicle collisions.

The 1998 Deer Management Plan adopted by your Committee for the Buffer Land estates recommended deer culling as the principle method of deer control. Since 2003, the management by culling has been undertaken by private contract. The decision to award the contract to manage the annual deer cull for 2016/17 to a membership-based stalking club has raised animal welfare, ethical and public safety concerns, supported by a 5,510 name petition. Following the 'no-fault' termination of the contract, this report outlines recommendations for the interim management of deer on the Buffer Lands by Forest Keepers.

The change in management arrangements also provide an opportunity to both thoroughly review the current approach based on the 1998 Deer Management Plan, in the light of subsequent survey work, and involve the public through consultation on the most effective way forward for deer management both within the Forest and on the Buffer Land.

The change to the current contract has financial and resource implications and, in addition to the loss of future fee-based income, it will require additional spending of £15,000 to operate the cull with in-house staff alongside the reallocation of up to 1,260 hours of operational capacity.

## **Recommendations**

Members are asked to:

- i. approve the interim management of the deer on the Buffer Lands by Forest Keepers who are trained and qualified in accordance with nationally recognised standards;
- ii. undertake an independent review of current deer management practice. This would involve a full strategic review of deer management options for the City Corporation taking into account the main Epping Forest Buffer Land landscape objectives, to include retaining deer in the environment, protecting natural resources and enhancing landscape management objectives;
- iii. Agree that public consultation should take place on the findings and proposals of any such independent review.

## **Main Report**

### **Background**

1. Epping Forest and the surrounding Copped Hall Park, Woodredon and Warlies Estates which comprise the main body of the Epping Forest 'protective' 1,800 acre Buffer Lands are within the range of the 550-strong South West Essex Fallow Deer herd which moves between Epping and Harlow. A further 150 Reeves Muntjac Deer occupy individual home territories within this area.
2. In the absence of indigenous natural predators, combined with the increase in available winter food sources in the form of winter crops,, the culling of deer in southern England has long been considered necessary to limit and reverse the otherwise uncontrolled rise of deer populations. Such an approach was adopted in 1998 by your Committee towards the increasing number of deer on the Buffer Lands under a Deer Management Plan.
3. Culling – the selective reduction of wild populations - benefits the overall health of deer populations, together with the economic viability of agricultural crops and grasslands. Critically for the Buffer Land woodlands, the South West Essex deer population needs to be managed at levels which allow sufficient levels of woodland regeneration through the growth and survival of enough young tree seedlings, understory plants and shrub species.
4. Deer Vehicle Collisions (DVC) are also a frequent occurrence within Epping Forest and pose a significant risk to public safety, with an estimated 10-20 people killed nationally each year as a result of accidents involving deer. Through a Forest Transport Strategy partnership with Essex County Council, the City Corporation has in place a mandatory speed limit of 40mph or lower on 22 miles of rural roads in and around the Forest. Figures for the last recorded year saw 114 DVCs in the Epping Forest area, with the Epping to Thornwood section of the B1393 named by the Deer Initiative as one of the worst in England for DVCs.

5. Culling used as a deer management measure has the broad support of a range of similar organisations including the Forestry Commission, The National Trust, Wildlife Trusts and the Woodland Trust.
6. There are three Ancient Semi-Natural Woodlands (ASNW) on the Buffer Lands Estate – Galleyhill Wood, Spratts Hedgerow and Oxleys Wood. Such woodlands are a rare resource nationally and recognised as irreplaceable habitats by the UK Government (e.g National Planning Policy Framework paragraph 118). In addition, a number of woodlands on the Epping Forest Buffer lands are also designated as Local Wildlife Sites (LoWS) including Cobbins Brook (EP48); Oxleys Wood Complex (EP32); Rookery Wood (EP46); Little Rookery Wood (EP56); Copped Hall Green (EP45); The Selvage (EP47) and Warlies Park (EP30).
7. An annual report to your Committee on 9 July 2012, “Deer Management on the Buffer Lands” (SEF 21/12) concluded that the level of damage, by both Fallow and Reeves Muntjac Deer, to Buffer Land ASNW and LoWS woodlands was much higher than expected. The deer damage report undertaken by independent woodland ecologists indicated that the Fallow and Muntjac damage to woodlands was assessed as high. Where the lowest score achievable is 0 and the highest is 15, the Buffer Land woodlands scored high at 11 or 73% impact.
8. The assessment indicated that the level of cull targets needed to be set at a higher level. The report recommended a 30% increase on the number of Fallow Deer culled, as part of a gradual population reduction over 5 years to approximately 150 spring Fallow Deer, providing an average spring population density of 3 per 100 acres across the 5,146 acre count area.
9. As previously reported to your Committee deer browsing and grazing on the Buffer Land woodlands has inhibited woodland regeneration and the growth of ground and shrub flora. Combining the future management of the woodlands with that of deer populations, particularly through the closer coordination and control of culling operations, would help to maintain the ecological significance of this important area in the years ahead.
10. Culling by stalking on the Epping Forest Buffer Lands has been conducted by an annual stalking contract since 2003. Until the 2015/16 season the contract was held by the Cobbins Brook Deer Management Group. The culling of deer on the Buffer Lands was carried out at no direct cost to the Conservators, with the CBDMG’s four stalkers conducting the cull in return the carcasses of any deer culled, valued at approximately £12,000.00
11. Following reports made during 2014 and 2015, Members encouraged Officers to secure contract arrangements which would increase the effectiveness of the cull and consider broadening any future tendering exercise to include the commercial stalking of deer on the Buffer Land.
12. The Superintendent gave an undertaking in his report to your Committee of 6 July 2015 to market test the current stalking contract in line with City of London Procurement Service guidance and a wider review of estate contracts and licences.
13. Additional monitoring work to support the Deer Count conducted in March 2016 has indicated that the 1,800 acres of Buffer Land Estate and adjacent

farmland north of Epping Forest is providing a resource for large numbers of Fallow and Reeves Muntjac Deer, currently estimated at 550 Fallow and 150 Muntjac, as confirmed in this year's census reported to your Committees of May 2016 and Sept 2016. To improve the control of numbers, it was proposed to carefully extend shooting with a cull figure of 160 fallow deer and unlimited numbers of Reeves Muntjac Deer.

### Current Position

14. A full public tender exercise was undertaken, overseen by the City of London's Procurement Service for the letting of a commercial Stalking Contract on the Epping Forest Land.
15. Culling by stalking was awarded to the Capreolus Club which has held the stalking contract on the Buffer Land since August 2016. The commercial let provided a fee-based income each year, together with the surrender of carcasses worth approximately between £3,000 to 7,000, dependent on market venison prices.
16. Following widespread public concern and adverse coverage in social and published media on the mistaken notion that shooting was being undertaken on Epping Forest Public Open Space, the City Corporation terminated the contract with Capeolus Club on 15<sup>th</sup> Dec 2016 on a 'no fault' basis, with 30 days' notice. At the City Corporation's request the Club has not shot during this termination period.
17. The Director of Open Spaces received a 5,510 name *Change.org* petition from representatives of the Epping Forest Forum on 16<sup>th</sup> December entitled 'Stop Deer Hunting in Epping Forest'. The petition states 'We do not approve of any hunting for sport and demand that this contract is reviewed with immediate effect'. The petition's accompanying text can be viewed at <https://www.change.org/p/city-of-london-open-spaces-committee-stop-hunting-deer-in-epping-forest>.

### Options

18. Your Committee is asked to consider the following courses of action:
  - a. the interim management of the deer on the Buffer Lands and Deer Sanctuary by Forest Keepers under the management of the Head Keeper. This option is **recommended** as it commands the widest possible public confidence and support;
  - b. the re-tender of the stalking contract in June 2017. Given the recent public response this option is **not recommended** without further public consultation;
  - c. the employment of professional stalkers to cull the deer. This is an expensive yet effective option and will incur costs in excess of £32,000. This estimate is based on similar activity at a comparable National



Trust site. This option is **not recommended** on the grounds of cost and again the need for public consultation;

- d. consider halting the culling of all deer within the Buffer Lands with consequent increases in damage to woodlands and farm crops together with an expected increase in the incidence of DVCs;
- e. consider an independent review. Some 19 years on from the 1998 Deer Management Plan undertaken by Dr Jochen Langbein of Langbein Wildlife, your Committee is also requested to consider an independent review of the current plan and 19 years of additional study data. A full strategic review of deer management would provide management options for the City Corporation. It would take into account the main landscape objectives for Epping Forest which would include retaining deer in the environment, protecting natural resources and commercial crops, maintaining public safety and enhancing the landscape management objectives for the area. This option is also **recommended**;
- f. that public consultation, fully involving the proposed Epping Forest Consultative Committee, takes place after the independent review. This is also **recommended**.

### **Proposals**

19. It is proposed that interim management of the deer on the Buffer Lands is undertaken by Forest Keepers under the management of the Head. The Keeper-based solution can be implemented within the current deer open season and commands widespread public confidence and support (Recommendation a above). It also provides an appropriate period to develop a more detailed plan in the light of an independent review for public consultation (Recommendations e & f above).

### **Corporate & Strategic Implications**

20. **Financial** – The termination of the contract will result in a loss of income from club fees. Additional start-up spending will be required to provide this service with in-house staff estimated at £15,000. This figure excludes staff time which is expected to range between 640 to 1,260 hours.
21. The cost of an externally conducted independent review of deer management is expected to cost about £5,000.00
22. **Risk** – Epping Forest Buffer Land has been approved by the Essex Police Service for deer shooting with rifles of an appropriate calibre. Epping Forest Keepers are fully qualified to Deer Stalking Certificate II and hold all necessary fire-arms and food hygiene certificates to legally carry out the cull. Insurance cover will be provided by City Corporation under its existing insurance arrangements. The Head Forest Keeper will ensure that annual risk assessments covering all tasks involved with culling the deer will be in place. Keepers undertaking culling on the Buffer Land and Deer Sanctuary

will be qualified to nationally recognised standards defined in the Deer Management Qualification scheme (DMQ).

23. **HR Implications:** Recently there has been a clear need to deploy the Forest Keeper team towards key problem areas, especially the growing challenges, prioritised by respondents to our visitor surveys, of anti-social behaviour on the forest including fly-tipping, rough sleeping, alcohol and substance abuse and trespass by travellers. The need to transfer a significant commitment of Forest Keeper time to the conduct of the deer cull would have an impact on the management of these other challenging issues
24. **Legal Implication** - Under Section 4 of the Epping Forest Act 1878, Deer on Forest Land are considered to be the property of the Conservators "*to be preserved as objects of ornament in the Forest*". Outside the Forest, Deer are wild animals, or *ferae naturae* under common law, and are not owned by anyone. A landowner has the right to kill or take game on his or her land or permit others to do so subject to statutory restrictions. The Deer Act 1991 restricts the killing of deer (other than Muntjac) during the close season and at night other than under licence.
25. **Media** – It is recommended that engagement with public interest groups is sought regarding the adoption of the interim solution. Although public endorsement has been given it would be prudent to communicate this back to the petitioners. Additionally, any cull work taking place will only be done by uniformed Epping Forest Keepers using City Corporation vehicles. It is recommended that decision is communicated verbally to local interest groups, via the City Corporation - Epping Forest website and through social media.

## Conclusion

26. After the recent negative media coverage, public protest and subsequent termination of the Capreolus Club contract, the delivery of deer management by Forest Keepers is recommended as the option which best commands public confidence. This would be an interim solution while an independent review is carried out. Once the report is complete, a public consultation would take place which would inform the future landscape management of Buffer Lands and Epping Forest.

## Appendices

- Appendix 1 - Epping Forest Forum petition regarding Deer management with comments delivered to Director Open Spaces 16 December 2016.

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<b>Committee(s):</b>	<b>Date(s):</b>
Epping Forest and Commons	16 January 2017
<b>Subject:</b> Epping Forest Licence and Produce Charges 2017/18 SEF 04/17	<b>Public</b>
<b>Report of:</b> Superintendent of Epping Forest	<b>For Decision</b>
<b>Report author:</b> Jacqueline Eggleston – Epping Forest	

## Summary

This report updates your Committee on the performance of charges levied for the management of various and produce sales, Forest licences and event fees at Epping Forest and seeks approval for the proposed charges for 2017/18.

The licensing of activity on Forest Land and sales of produce has raised a total of £106,287 so far in the 2016/17 financial year. Produce sales have generated £10,659; horse riding licences raised £17,287; the licensing of regulatory activity realised £35,700 while fairs and circuses produced £42,640

In line with the pricing formula contained within the Byelaws for the Regulation of Horseriding (2003) it is proposed that Horse Riding Licence Fees are raised by the Retail Price Index (RPI) using the 12 month figure set in October 2016 of 0.7%. Produce charges will remain unchanged as they currently reflect the market value which is projected to remain static over the future year.

In line with the Service Based Review targets for increased income between 2015/16 – 2017/18, a range of proposed increases from 1.2 % CPI; 5% and 10% are presented with a recommendation that charges for all other licences in 2017/18 be raised by a figure of 10%..

## Recommendation(s)

### Members are asked to:

- Approve the proposed charges for 2017/18

## Main Report

### Background

1. Requests are received for various services requiring the temporary use of Forest Land from the many properties that border, or are enclosed by, the Forest. These properties often have no direct access to the frontage, side or rear of their curtilages or space to place skips, site scaffolding or temporarily store building materials during repair or development works. The Conservators normally levy a charge on such activities. When a request is received an inspection is carried out by a Forest Keeper to ascertain if a licence should be granted for use of Forest Land.
2. 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 and if that is the case; either a refundable deposit or bond is taken to cover any repairs to damage of Forest Land, or in some cases the licence request is refused.
3. Charges for the use of Forest Land have been benchmarked by comparison with charges levied by surrounding local authorities. The charges are shown on the Epping Forest website.
4. Land management activities have the potential to generate a range of marketable products. In 2015 we commenced selling cordwood to fuelwood merchants. Sales for this in 2016/17, along with smaller commissions of wood, are £5,133
5. Bags of logs have once again been sold to the public at the View as well as Swedish lanterns. Income since they went on sale in October (for winter season) is £811.
6. Charcoal is sold from the View in summer for barbeques and is supplied by colleagues at The Commons. Sales of bags raised £191. Antlers are sold and raised £123 to date.
7. The income from filming and photography is the subject of a separate report made annually by the Department to the Open Spaces Committee.

## Current Position

8. The income generated from log sales, venison sales and miscellaneous charges provides a regular, steady income for very little outlay or risk. At the time of writing this has amounted to

<b>Table 1:</b>	<b>2016/17</b>
	<b>Income to date</b>
<b>Produce</b>	
Venison	£ 2,173
Beef	£ 2,228
Wood	£ 5,944
Charcoal	£ 191
Antlers	£ 123
	£10,659
<b>Horse riding licences</b>	£17,287
<b>Local regulatory licences</b> (excluding filming and photography)	£35,700
<b>TOTAL</b>	<b>£63,646</b>

9. Sales, marketing and levels of production have increased for all produce in 2016/17 which combined with the 10% increase show a total increase in takings of £5,586 compared to the same period in 2015/16.

**Table 2: 2015/16 and 2016/17 income totals and percentage**

	<b>2015/16</b>	<b>% charge</b>	<b>2016/17</b>	<b>Actual total</b>
	<b>total</b>	<b>increase</b>	<b>total</b>	<b>increase</b>
<b>Produce</b>	£ 8,540	10	£10,659	25%
<b>Horse Riding</b>	£ 15,408	0.7	£17,287	12%
<b>Licencing</b>	£ 34,112	10	£ 35,700	4.5%
<b>TOTAL</b>	<b>£ 58,060</b>		<b>£ 63,646</b>	<b>9.6%</b>

## Options

10. Three options as outlined in Table 3 (Appendix 1), have been identified for your Committee's consideration.
11. **Option 1** – Involves an increase at the current Consumer Price Increase (CPI) for the year of 1.2%, which would enable charges to keep pace with inflation. **This is not recommended.**
12. **Option 2** – An increase of 50% applied to all regulatory licences charges. **This is not recommended.**
13. **Option 3** – an increase of 10% applied to all regulatory licence charges. **This is recommended.**

## Proposals

14. In line with the Service Based Review targets for 2015/16 to 2017/18, which require savings totalling £505,000 at Epping Forest, it is proposed that general

licence charges for 2017/18, except for horse riding licences, are increased by 10%.

15. A list of proposed charges for 2017/18 is shown in Table 2 below. Licensing fees, horse-riding licences, have been rounded to the nearest fifty pence. While not directly comparable, by way of comparison in the local area the London Borough of Waltham Forest charge £60/14-days for skips, £390/30-days for scaffolding and £700/30-days for compounds that are on the verge, pavement or road.
16. The 10% increase is in excess of current CPI increases but reflects historical under-pricing of the charge levels.
17. Products such as firewood, charcoal, venison, beef and antlers are proposed to be maintained at market value remains stable and an increase will move beyond local competitor pricing.
18. It is proposed that sales of cordwood to commercial firewood merchants will continue to be sold through commercial bidding processes to achieve the current market rate
19. It is proposed that the licence fee for Horseriding be increased by a RPI of 0.7% which is the maximum permitted under the Additional Byelaws for the Regulation of Horseriding.

### **Corporate & Strategic Implications**

20. 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. 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".
21. The sale of wood and venison supports the City Together Strategy theme 'A World Class City which protects, promotes and enhances our environment. **This is linked to the associated Open Spaces Departmental Objective "Ensure that measures to promote sustainability, biodiversity and heritage are embedded in the Department's work"**

### **Implications**

22. **Financial Implications:** 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.
23. The total raised by licenced activity in Epping Forest so far in 2016/17 is £35,700 (excluding filming). Horse riding licences generated £17,287 .

24. The income from the sale of produce for 2016/17 is to date £10,660 comprising sales of wood, venison, beef, charcoal and antlers.
25. It is proposed to raise licence charges and fees by 10% to reflect the outcome of the recent Service Based Review, which aims to recover a further £10,000 in income from all licencing and events activity.
26. **Legal Implications – Horseriding Licensing:** Horse riding on Epping Forest is regulated under sections 9 and 10 of the City of London (Various Powers) Act 1990 and by the Additional Byelaws for the Regulation of Horse Riding allowed on 14 May 2003. The Conservators may make reasonable charges for the riding or exercising of horses, by reference to the reasonable cost of the maintenance of ways designated for horses, and the reasonable cost of providing the regulatory regime. Any increases to the charges are limited to no more than the increase in the Retail Prices Index for the period that has elapsed since the charges were last fixed. The Conservators shall take all reasonable steps to notify the public of the revised charges not less than fourteen days before they take effect

#### Sales of produce from land management activities

27. **Legal Implications – sales of produce from land management activities:** Section 33(1)(i) of the Epping Forest Act 1878 empowers the Conservators, “To fell, cut, lop and manage in due course the timber and other trees, pollards and underwoods, and to sell and dispose of the timber cuttings and loppings, and to receive the proceeds...”
28. Trading that is carried on by a charity in the course of carrying out a primary purpose of the charity is known as “primary purpose trading”. Trading that is ancillary to a charity’s primary purpose is also legally part of a charity’s primary purpose trading. The sale of produce as a by-product of land management activities by the Epping Forest charity would therefore constitute primary purpose trading. This means that the charity may trade more or less freely in pursuit of its charitable objectives. Profits may be exempt from tax if entirely used to support the charity’s aims, and there is no requirement to set up a subsidiary trading company.
29. In its role as trustee of the Epping Forest charity the City, acting by the Conservators, is under a fiduciary duty to act exclusively in the best interests of the charity. This will normally mean obtaining the best price for produce that can be achieved in the market. However it may be appropriate in some cases to donate produce, or sell it at a discount, where this is an effective way of using the charity’s resources to further its charitable purposes, or is otherwise in the charity’s best interests.
30. **Legal implications – Events and activities:** Section 33(1)(xiii) of the Epping Forest Act 1878 empowers the Conservators to set apart such parts of the Forest as they think fit for the use of the inhabitants to play at sports. Section 76(1)(b) of the Public Health Acts Amendment Act 1907 allows the Conservators to set apart any such part of the Forest as may be fixed for the purpose of any game or recreation, and to exclude the public from the part set apart while it is in actual use for that purpose; and under section 56(5) of the Public Health Act 1925 the Conservators may charge reasonable sums for the

use thereof. Under section 8 of the City of London (Various Powers) Act 1977 the Conservators may (subject to certain constraints) provide parking places for vehicles and make reasonable charges for their use.

31. The City of London Corporation (Open Spaces) Bill presently before Parliament would, if enacted in its present form, provide greater legal clarity over the powers available in relation to the holding of events, and the control of commercial activity on Forest land, and allow for express safeguards to be incorporated. This would, for example, permit the introduction of a licensing scheme for fitness instructors using the Forest.
32. **Legal Implications – ‘Works’ licences** : The granting of personal licences does not constitute alienation of Forest Land for the purposes of the Epping Forest Act 1878 and is not therefore prohibited so long as the Forest is preserved. Regulating such temporary uses is considered to be the best way of preserving the Forest and avoids any possibility of any prescriptive rights being acquired. As above, the Conservators must generally ensure that any licence granted is on the best terms reasonably obtainable for the Epping Forest charity, or is otherwise in the charity’s best interests.
33. Licensing various 3rd 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 and able to prevent misuse.

## **Conclusion**

34. The licensing of activities on Forest land is necessary to ensure no possessory rights are conceded and that the use of Forest Land is properly regulated.
35. A system of charges is in place that recognises the cost to the City for administering its licensing activity and which is benchmarked with comparable local organisations. Charges are revised on an annual basis.
36. Above inflation increases to licensing charges are necessary to enable the City of London to help manage the reduction in deficit funding of £505,000 between 2015/16 and 2017/18.
37. No change in the produce charges is proposed as they currently reflect market values. Increases in the horse riding licence fees are limited to no more than the increase in the Retail Prices Index for the period which is 0.7%.

## **Appendices**

Appendix 1 - Table 3 – Proposed Charges 2017/18

Appendix 2 – EQIA

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Appendix 1 - Table 3 Epping Forest – Licence and Produce Charges 2017/18

ITEM	DESCRIPTION	CURRENT CHARGES 2016/17 (inc VAT)	Byelaw Formula PROPOSED CHARGES 2017/18 (inc VAT) Based 0.70% RPI with rounding	Option 1 PROPOSED CHARGES 2017/18 (inc VAT) Based 1.2% CPI with rounding	Option 2 PROPOSED CHARGES 2017/18 (inc VAT) Based 5% with rounding	Option 3 PROPOSED CHARGES 2017/18 (inc VAT) Based 10% with rounding
<u>Horse Riding Licences</u>	Public Full Registration Year	£55.39 inc VAT	£56.00 inc VAT			
	Weekly Registration	£6.85 inc VAT	£7.00 inc VAT			
	Riding School Full Registration Year	£69.48 inc VAT	£70.00 inc VAT			
<u>Skips</u>	per week	£62.70 (VAT exempt) per week		£63.50 (1.28%)	£66.00 (5.26%)	£69.00 (10.05%)
<u>Hire of car parks for events or contractor compounds</u>	Large (i.e. Bury Rd)	£622.60		£630.00 (1.19%)	£654.00 (5.04%)	£685 (10.02%)
	Medium (i.e. Fairmead Oak)	£375.10		£380.00 (1.31%)	£394.00 (5.04%)	£413 (10.10%)
	Small (i.e. Earls Path)	£124.30		126.00 (1.37%)	£130.50 (4.99%)	£137 (10.21%)
	Compounds/storage on Forest land	£0.51 per m2		£0.52 per M <sup>2</sup>	£0.54 per M <sup>2</sup>	£0.56 per M <sup>2</sup>

Appendix 1 - Table 3 Epping Forest – Licence and Produce Charges 2017/18

		per day Min overall charge of £62.70		per day (1.96%) Min overall charge of £63.50 (1.28%)	per day (5.88%) Min overall charge of £66.00 (5.26%)	per day (9.8%) Min overall charge of £69.00 (10.04%)
<u>Events and Activities</u>	Fitness Training	£12.65 per session  Plus £62.70 administration fee		£13.00 per session (2.77%) Plus £63.50 administration fee (1.28%)	£13.50 per session (6.72%) Plus £66.00 administration fee (5.26%)	£14.00 per session (10.67%) Plus £69.00 administration fee (10.04%)
	Running, walking & cycling events	£93.50 event fee plus £1.87 per entrant		£94.50 (1.07%) event fee plus £2.00 per entrant (6.95%)	£98.00 (4.81%) event fee plus £2.00 per entrant fee (6.95%)	£103 (10.04%) event fee plus £2.00 per entrant (6.95%)
	Horse Riding Events	£93.50 plus licence		£94.50 (1.07%) plus licence	£98.00 (4.81%) plus licence	£103 (10.16%) plus licence
<u>Scaffolding</u>		£0.51 per M <sup>2</sup> per day. Min overall charge of £62.70		£0.52 per M <sup>2</sup> per day (1.96%) Min overall charge of £63.50 (1.28%)	£0.54 per M <sup>2</sup> per day (5.88%) Min overall charge of £66.00 (5.26%)	£0.56 per M <sup>2</sup> per day. Min overall charge of £69.00 (10.04%)

**Appendix 2 - EQIA Stage One: Initial Screening Assessment Form**

This should be used once it has been decided that a specific strategy, policy or project requires an initial screening.

**Name of strategy, project, policy:**      **Increased Licence Charges 2016/17**

**Department:**                                      **Open Spaces – Epping Forest Division**

**Officer/s completing assessment:**      **Superintendent of Epping Forest**

The strategy, policy or project		
1.	What is the main purpose of the policy?	To regulate the use of land protected under the Epping Forest Acts 1878 & 1880 to ensure no possessory rights contract to the Act are conceded to neighbouring land.  Generate additional income of up to 10% for reinvestment in the management of Epping forest
2.	Is the policy affected by external drivers for change?	Current budget efficiency requirements require above inflation increased to generate additional income.
3.	List the main activities of the policy?	Standard licensing accompanied by a charging for the temporary use of Forest land
4.	Who implements the policy?	Epping Forest and Commons Committee  The Director of Open Spaces; the Superintendent of Epping Forest and Epping Forest Keepers under delegation from the Committee.
5.	Who will be affected by the policy?	Neighbours seeking the temporary use of Forest Land for access to their boundaries.
6.	What outcome do you want to achieve, why and for whom?	Safe and properly regulated temporary access to Forest Land validated by an appropriate charge.
7.	Are any other organisations involved?	Not usually, though Solicitors or Surveyors may be employed for Part Wall Agreements.
8.	Are there any existing assessments or inspections?	Digital records of Licence Applications and Agreements
9.	Who have you consulted on the policy?	Epping Forest and Commons Committee.
10.	Who are the main beneficiaries of the policy?	Epping Forest Charity Number 232990

<b>The Impact:</b>	Tick the boxes which apply for each 'target group'					
<b>Equality Target Group</b>	<b>Positive Impact</b>		<b>Neutral Impact</b>	<b>Negative Impact</b>		<b>Reason/Comment</b>
	<b>High</b>	<b>Low</b>		<b>High</b>	<b>Low</b>	
<b>Gender</b>						
Women			<input checked="" type="checkbox"/>			This proposal is for an increase in charge and therefore impacts equally on all neighbours.
Men			<input checked="" type="checkbox"/>			As above
Transgender			<input checked="" type="checkbox"/>			As above
<b>Race</b>						
Asian – Asian Bangladeshi; Asian British; Asian Indian; Asian Pakistani; Asian Other			<input checked="" type="checkbox"/>			As above. A City Translation Service is available for situations where English may not be the first language.
Black – Black African; Black British; Black Caribbean; Black Other			<input checked="" type="checkbox"/>			As above
Chinese			<input checked="" type="checkbox"/>			As above
Irish			<input checked="" type="checkbox"/>			As above
Mixed – Asian & White; Black & White; Mixed Other			<input checked="" type="checkbox"/>			As above
White – White British; White European Union; White Other			<input checked="" type="checkbox"/>			As above

<b>The Impact:</b>	Tick the boxes which apply for each 'target group'					
<b>Equality Target Group</b>	<b>Positive Impact</b>		<b>Neutral Impact</b>	<b>Negative Impact</b>		<b>Reason/Comment</b>
	<b>High</b>	<b>Low</b>		<b>High</b>	<b>Low</b>	
<b>Disabled people</b>			<input checked="" type="checkbox"/>			
<b>Lesbians, gay men and bisexuals</b>			<input checked="" type="checkbox"/>			
<b>Older people</b>			<input checked="" type="checkbox"/>			
<b>Younger people and children</b>			<input checked="" type="checkbox"/>			
<b>Faith groups</b>			<input checked="" type="checkbox"/>			
Minority faiths						
Those of no faith						

<b>Further Action</b>	
Does the policy have a negative impact on any of the equality target groups? If so, you will need to proceed to Stage 2	No
Is the negative impact assessed as being of high significance? If so, you will need to proceed to Stage 2	Not applicable
Is progression to Stage 2: Full Assessment required?	No

Signed (Completing Officer):

Jacqueline Eggleston

Date: 21 December 2015

### Actions Arising from Initial Screening

Issue	Action Required	Lead Officer	Timescale	Resource Implications	Comments

## Appendix 4 - EQIA Stage Two: Full Assessment

Name of strategy, project, policy: \_\_\_\_\_

Department: \_\_\_\_\_

Officer/s completing assessment: \_\_\_\_\_

Part 1		
1.	In what areas are there concerns that the policy could have a negative impact? Please tick the relevant group/s opposite	Gender(including transgender) Race Disability Sexual Orientation Age Faith
2.	Summarise the likely negative effect	
3.	As a result of this assessment and available evidence, should the Corporation commission research on this issue or carry out further monitoring/data collection?	
4.	What consultation has taken place/or is planned with affected equality target groups?	
5.	What consultation/communication has taken place/or is planned with staff?	



**Part 2** (to be completed once further consultation and research has been carried out)

6.	As a result of this assessment and available evidence collected, state what changes are proposed to your policy?	
7.	Will the changes planned ensure that the negative impact is legal and of low impact?	
8.	What monitoring and evaluation will you introduce to further assess the impact of the policy on the equality target groups?	

Signed (Completing Officer): \_\_\_\_\_ Date: \_\_\_\_\_

Signed (Departmental Equality Champion): \_\_\_\_\_ Date: \_\_\_\_\_

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