



Epping Forest & Commons Committee

Date: MONDAY, 6 JULY 2020
Time: 11.30 am
Venue: VIRTUAL PUBLIC MEETING (ACCESSIBLE REMOTELY)

Members: Graeme Doshi-Smith (Chairman)
Deputy Philip Woodhouse (Deputy Chairman)
Peter Bennett
Caroline Haines
Alderman Robert Howard
Alderman Robert Hughes-Penney
Gregory Lawrence
Sylvia Moys
Benjamin Murphy
Jeremy Simons
Oliver Sells QC (Ex-Officio Member)

For consideration of Business Relating to Epping Forest Only

Verderer Michael Chapman DL
Verderer Paul Morris
Verderer Nicholas Munday
Verderer H.H William Kennedy

Enquiries: Richard Holt
Richard.Holt@cityoflondon.gov.uk

Accessing the virtual public meeting

Members of the public can observe the virtual public meeting at the below link:
https://youtu.be/h6l90wD_pgA

John Barradell
Town Clerk and Chief Executive

AGENDA

Part 1 - Public Agenda

1. APOLOGIES

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

3. MINUTES

To agree the draft public minutes and non-public summary of the previous meeting of the Epping Forest and Commons Committee held on the 20th of May 2020.

For Decision
(Pages 1 - 6)

4. EPPING FOREST AND COMMONS COMMITTEE 2020 DATES

Report of the Town Clerk.

For Information
(Pages 7 - 8)

5. EPPING FOREST AND THE COMMONS RISK MANAGEMENT REPORT

Report of the Director of Open Spaces.

For Decision
(Pages 9 - 74)

6. OPEN SPACES DEPARTMENTAL BUSINESS PLAN 2019/20 - YEAR END PERFORMANCE REPORT

Report of the Director of Open Spaces.

For Information
(Pages 75 - 86)

7. CYCLICAL WORKS PROGRAMME BID - 2021/22

Report of the City Surveyor.

For Information
(Pages 87 - 100)

8. REVENUE OUTTURN 2019/20 - EPPING FOREST AND COMMONS

Joint report of the Chamberlain and the Director of Open Spaces.

For Information
(Pages 101 - 110)

Epping Forest

9. SUPERINTENDENT'S UPDATE

Report of the Superintendent of Epping Forest.

For Information
(Pages 111 - 126)

10. LOCAL PLANS UPDATE: GREEN INFRASTRUCTURE STRATEGY CONSULTATION (SEF 18/20)

Report of the Director of Open Spaces.

For Decision
(Pages 127 - 252)

Burnham Beeches & The Commons

11. SUPERINTENDENT'S UPDATE

Report of the Superintendent of The Commons.

For Information
(Pages 253 - 260)

12. EXTENSION OF EXISTING PSPOS AT BURNHAM BEECHES

Report of the Director of Open Spaces.

For Decision
(Pages 261 - 326)

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.

For Decision

16. NON-PUBLIC MINUTES

To agree draft non-public minutes of the previous meeting of the Epping Forest and Commons Committee held on the 20th of May 2020.

For Decision

(Pages 327 - 330)

17. SEF 19-20 FARM BUSINESS TENANCY REVIEWS NON-PUBLIC

Report of the Director of Open Spaces.

For Decision
(Pages 331 - 336)

18. OFFERING OF OPEN SPACES AND HRA ASSETS FOR THE HOUSING OF MOBILE AND WIRELESS EQUIPMENT

Report of the City Surveyor.

For Decision
(Pages 337 - 354)

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

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

EPPING FOREST & COMMONS COMMITTEE

Wednesday, 20 May 2020

Minutes of the meeting of the Epping Forest & Commons Committee held at remotely on Wednesday, 20 May 2020 at 12.30 pm

Present

Members:

Graeme Doshi-Smith (Chairman)
Deputy Philip Woodhouse (Deputy Chairman)
Peter Bennett
Caroline Haines
Alderman Robert Howard
Alderman Robert Hughes-Penney
Sylvia Moys
Benjamin Murphy
Jeremy Simons
Oliver Sells QC (Ex-Officio Member)

Verderer Nicholas Munday
Verderer Paul Morris
Verderer H.H William Kennedy

Officers:

| | |
|----------------|--|
| Richard Holt | - Town Clerk's Department |
| Kristina Drake | - Media Officer, Town Clerk's Department |
| Colin Buttery | - Director of Open Spaces |
| Paul Thomson | - Superintendent, Epping Forest |
| Andy Barnard | - Superintendent, The Commons |
| Jo Hurst | - Business Manager, Epping Forest |

1. APOLOGIES

Apologies were received from Gregory Lawrence.

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

There were no declarations received.

3. MINUTES

The Committee considered the draft public minutes of the last meeting of the Epping Forest and Commons Committee held on the 10th of March 2020. The Town Clerk informed the Committee that apologies from Sylvia Moys for the meeting and the replacement of the word 'considered' to 'noted' under item 27 would be added to the public record.

RESOLVED- That the public minutes and non-public summary of the Epping Forest and Commons Committee held on the 10th of March 2020, subject the corrections specified, be approved as an accurate record.

4. **COVID19 RESPONSE**

The Committee received an oral update from the Director of Open Spaces on the latest position regarding the City of London Corporation's response to COVID-19. Director of Open Spaces updated the Committee on the responses made by the Department during the COVID-19 pandemic including: the actions taken when the lockdown began in March, the guidance provided to the public on responsible behaviour in the context of COVID-19 and the closure of some facilities at open spaces. The Director of Open Spaces explained that the Superintendent's updates in the for-information agenda, circulated separately, would provide more specific details regarding these points. In addition, the Director of Open Spaces clarified the framework by which the Department would consider easing the lockdown restrictions within the City of London managed open spaces.

The Chairman thanked staff for their work in the unprecedented period of change caused by COVID-19. Members also thanked Officers for this work particularly the rapid response to specific instances referenced. A member of the Committee asked how the Committee would be included in the future decision making required. The Chairman noted that moving forward a return to more conventional governance arrangements would be expected, with less decisions via urgency procedures being required.

A Committee member raised a point regarding the Epping Forest Consultative Committee meeting's being held remotely while meeting in person is prohibited by the Government's social distancing requirements. Members discussed the various possibilities for holding the consultative committees and requested that Officers explore appropriate options.

RESOLVED- That the update be noted.

5. **PROPOSED INSTALLATION OF GIGACLEAR NETWORK INSTALLATION IN EPPING FOREST SEF 14/20**

The Committee considered a report of the Director of Open Spaces on the proposed installation of Gigaclear network in Epping Forest.

The Superintendent of Epping Forest Paul Thomson made declaration of interest with regard to Gigaclear as he serves on the OnePartnership Board which is promoting the rollout of superfast Broadband. The Director of Open Spaces introduced the report and outlined the context of the continued requirement to increase broadband capacity in the rural areas.

A Member asked for confirmation on how extensively the report been consulted on within the City of London Corporation and whether the terms of the appended contract were produced by the City of London Corporation. The Director of Open Spaces replied by confirming that the terms appended to the report were produced by the City of London Corporation and that the

appropriate consultation within the City of London Corporation had been completed.

In response to a Committee member's query the Director of Open Spaces confirmed there will be no masts included in the Gigaclear installation, but it will include a series of network cabinets. In addition, it was clarified that some Gigaclear network installations required independent power supply but that this had been built into the plans

In response to a question from the Deputy Chairman the Director of Open Spaces confirmed that the legal dispute referenced in the report had been resolved.

Replying to a Member's query the Director of Open Spaces noted that while it was not yet clear how many homes would benefit from the installation this information would be provided after the completion of the installation process.

RESOLVED- That: -

- I. The use of Forest Land for the installation of ultrafast broadband infrastructure by Gigaclear as part of the National Superfast Broadband Programme be approved; and
- II. That the outlined £35,195 installation fee subject to site negotiations be approved: and
- III. That authority be delegated to the Town Clerk, in consultation with Chairman and Deputy Chairman, to agree the apparatus location and final wayleave figure provided it is with 10% of the current proposal; and
- IV. That the City of London Corporation Enter into a formal, legal agreement with Gigaclear for the ongoing management of their infrastructure, with all costs to be borne by Gigaclear Ltd; and
- V. The Comptroller and City Solicitor be authorised to undertake any necessary documentation to conclude the agreement; and
- VI. Powers be delegated to the Superintendent of Epping Forest to approve any minor additions or modifications to this network as required.

6. AUTHORISATION OF OFFICERS TO ISSUE FIXED PENALTY NOTICES FOR BYELAW OFFENCES UNDER THE EPPING FOREST ACT (SEF15/20)

The Committee considered a report of the Director of Open Spaces on the authorisation of Officers to issue Fixed Penalty Notices for byelaw offences under the Epping Forest Act. The Director of Open Spaces confirmed that this report represented an approach by which an existing issue can be resolved and would not require extra work for Officers to complete. In addition, the Director of Open Spaces confirmed that this report was part of a larger review across the City of London Corporation managed open spaces, enabled by the City of London Corporation (Open Spaces) Act 2018, but specified that the necessities of COVID-19 required action at Epping Forest more promptly than the larger review which was due to completed.

The Deputy Chairman asked a question of the Director of Open Spaces on whether the report would require consideration again in six months' time. The Director of Open Spaces clarified that the further review would be for the other

open space's related committees to consider and not for the Epping Forest and Commons Committee as there more immediately pressing in Epping Forest. The Chairman commented that Burnham Beeches already had a similar delegation in place.

Replying to a query raised by a member of the Committee the Director of Open Spaces outlined the review panel process for issuing Fixed Penalty Notices for Byelaw Offences under the Epping Forest Act, noting that this included both internal and external oversight. In addition, it was explained that while the byelaws issuing process was not designed to combat any specific crimes within the Forest it was seen as an effective method for resolving disputes outside of formal court proceedings. It was noted by a Member that, while he was broadly in support of the proposed measures, a stringent reporting process will need to be in place to ensure their proper implementation. The Director of Open Spaces confirmed that FPN data would be reported within the Superintendents Report.

RESOLVED- That: -

- I. Authority be delegated to the Director of Open Spaces and the Superintendent of Epping Forest to authorise officers for the purpose of issuing Fixed Penalty Notices and requiring names and addresses pursuant to the City of London Corporation (Open Spaces) Act 2018.
- II. Set the amount of the fixed penalty for offences in Epping Forest in respect of which a Fixed Penalty Notice may be issued under the City of London Corporation (Open Spaces) Act 2018 at a fixed penalty of £80.00 with a reduction to £50.00 if paid within 10 days.

7. REPORT OF ACTION TAKEN

The Committee received a report of the Town Clerk which summarised the public actions taken outside of Committee meetings under Standing Order 41.

A Member noted that clarity on car parking across Epping Forest was required and suggested that a clear map be produced to explain this.

RESOLVED- That the report be noted.

8. QUESTIONS ON MATTERS RELATING TO THE WORK OF THE COMMITTEE

The Chairman invited Officers to respond to the questions raised by the Verderers via email prior to the Committee meeting.

The Superintendent of Epping Forest Paul Thomson made a declaration of interest that he was a parishioner and financial supporter of a church effected by the North Essex Partnership scheme.

The Director of Open Spaces provided the context of the City of London Corporation's car parking policy noting that the protection of Epping Forest and the associated SAC & SSSI should be foremost in any consideration made by Members. It was further noted that the effect of the increased visitors from the COVID-19 pandemic and associated social distancing restrictions had existing

exacerbated existing car parking issues. In addition, it was confirmed that the City had previously supported car parking restrictions in Epping Forest, where appropriate.

The Director of Open Spaces clarified the City's position on the various questions raised regarding car parking arrangements within Epping Forest as requested by the Verderers. It was stressed that as many car parks as possible were being opened within the Forest. Furthermore, the Committee were informed that a complete report on issue of verge parking, noting the required balance between competing concerns, would be produced for consideration. Replying to a query from a member of the Committee it was explained that the Committee would not be consulted on introduction of individual signage and the City of London Corporation's commitment to maintaining the aesthetic of Epping Forest was stressed.

A Committee member commented that there would be a considerable effect by making these measures on verge parking permanent, particularly on safety, which would require regular review. A Member suggested that a Verderer lead representative be involved in the discussion with the North Essex Parking Partnership. The Director of Open Spaces confirmed that this would be considered appropriately. A Committee member noted that the local council should be providing public transport options for High Beach noting the area's popularity. The Director of Open Spaces agreed and noted that transport requirements were included in the Forest Transport Strategy. The Chairman noted that the COVID-19 pandemic had caused an increased public engagement with open spaces, such as Epping Forest, which would strengthen the City's hand in future negotiations on travel requirements to the Forest.

A member of the committee noted that extensive restrictive measures on car parking would not be in keeping with the legal principle of the relevant byelaw. The Director of Open Spaces explained that the byelaw drew heavily from early Road Traffic Act legislation, rather than contemporary conservation law and that this dichotomy would be considered fully in the further report on the subject.

9. ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT

There were no items of urgent business considered in the public session.

10. 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.

11. NON-PUBLIC MINUTES

The Committee considered the draft non-public minutes of the last meeting of the Epping Forest and Commons Committee held on the 10th of March 2020.

RESOLVED- That the non-public minutes of the Epping Forest and Commons Committee held on the 10th of March 2020 be approved as an accurate record.

12. REPORT OF ACTION TAKEN

The Committee received a report of the Town Clerk which summarised the non-public actions taken outside of Committee meetings under Standing Order 41.

RESOLVED- That the report be noted.

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

The Committee received three questions in the non-public session.

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

There was no further business considered in the non-public session.

The meeting ended at 1.53 pm

Chairman

**Contact Officer: Richard Holt
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Agenda Item 4

| Date | Committee/Meeting/Visit |
|---|--|
| | * LIST UPDATED July 2020 * |
| 13 January 14 January 29 January | Epping Forest & Commons Committee Burnham Beeches and Stoke Common Consultation Group Epping Forest Consultative Committee |
| 3 February 7 February 24 February 26 February 27 February | Open Spaces and City Gardens Committee EFDC Liaison/EF&CC Local Verderer Election Nomination meeting North and South Verderer Election North Verderer Election South |
| 10 March 16 March 30 March | Epping Forest & Commons Committee Ashted Common Consultative Group West Wickham, Spring Park and Coulsdon Commons Consultation Group |
| 3 April 7 April | LBWF Liaison/EF&CC Local Open Spaces and City Gardens Committee |
| 16 May 20 May | Epping Forest & Commons Committee Epping Forest Saturday Visit Epping Forest & Commons Committee |
| 2 June 12 June 24 June | Lord Mayor's visit to Burnham Beeches LBR Liaison/EF&CC Local Epping Forest Consultative Committee |
| 6 July 16 July | Epping Forest & Commons Committee Open Spaces and City Gardens Committee |
| 18 August | Burnham Beeches and Stoke Common Consultation Group |
| 4 September 5 September 7 September 26 September 29 September | EFDC Liaison/EF&CC Local Epping Forest & Commons Committee Epping Forest Saturday Visit Epping Forest & Commons Committee Committee visit to Kenley Common West Wickham, Spring Park and Coulsdon Commons Consultation Group |
| 13 October 16 October 19 October 15 October 21 October | Open Spaces and City Gardens Committee LBWF Liaison/EF&CC Local Epping Forest Joint Consultative Committee Ashted Common Consultative Group Epping Forest Consultative Committee |
| 7 November 14 November 16 November | Epping Forest & Commons Committee Epping Forest Saturday Visit Lord Mayor's Show Epping Forest & Commons Committee |
| 2 December 11 December | Open Spaces and City Gardens Committee LBR Liaison/EF&CC Local |

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| | |
|---|---------------------|
| Committee: | Date: |
| Epping Forest and Commons Committee | 6 July 2020 |
| Subject: Epping Forest and The Commons Risk Management Report | Public |
| Report of: Director Open Spaces | For Decision |
| Report Author: Martin Falder, Project Support Officer | |

Summary

This report provides the Epping Forest and Commons Committee with an update on the management of risks undertaken by the Open Spaces Department and the Epping Forest and the Commons Divisions. Risk is reviewed regularly by the Department's Senior Leadership Team as part of the ongoing management of the operations of the Department. It is also reviewed regularly by the Management teams at Epping Forest and The Commons.

The Open Spaces Department reports on 10 departmental risks. These will next be submitted to the Open Spaces & City Gardens Committee on 14 July 2020.

Your Committee is responsible for five Registered Charities: Epping Forest (charity number 232990), Ashted Common (charity number 1051510), Burnham Beeches (charity number 232987), Coulsdon & Other Commons (charity number 232989) and West Wickham & Spring Park (charity number 232988). In accordance with the Charity Commission's Statement of Recommended Practice (SORP), Trustees are required to confirm in the charity's annual report that any major risks to which the charity is exposed have been identified and reviewed and that systems are established to mitigate those risks. Using the corporate risk register guidance, the management of these risks meets the requirements of the Charity Commission.

There are fourteen risks managed by the Superintendent of Epping Forest. Seven of these risks are currently reported red and seven are reported amber.

There are ten risks managed by the Superintendent of The Commons. Two of these risks are currently reported red, seven amber and one green. There is one new risk at amber, one new risk at red, and one of the existing amber risks is proposed for removal.

Recommendation

Members are asked to note the report and:

- Approve the Epping Forest Risk Register included at Appendix 2.
- Approve The Commons Risk Register included at Appendix 3

- Approve the removal of one amber risk, TC 009 – Glider Operations – Kenley Airfield from The Commons Risk Register, which now falls under another existing risk heading, as explained in paragraph 20.
- Approve the addition of one red risk; TC 011 - Riddlesdown Quarry to The Commons Risk Register, as explained in paragraph 21.
- Approve the addition of one amber risk; TC 012 - Farthing Downs Cattle Grid to The Commons Risk Register, as explained in paragraph 22.

Main Report

Background

1. The Open Spaces Department's Risk Registers conform to the City's corporate standards as guided by the Risk Management Strategy 2014, and all of our Departmental and Divisional Risks are registered on the Pentana Risk Management System.
2. The Open Spaces Department manages risk through a number of processes including: Departmental and Divisional Risk Registers, the Departmental Health and Safety Improvement Group, Divisional Health and Safety Groups and Risk Assessments. Departmental Risks are reviewed by the Department's Senior Leadership Team (SLT) on a regular basis and Divisional Risks by Divisional Management Teams.
3. The Charity Commission requires Trustees to confirm in the charity's annual report that any major risks to which the charity is exposed have been identified and reviewed and that systems are established to mitigate those risks. These risks are to be reviewed annually. Each Open Spaces Service Committee is presented with relevant risk registers to fulfil this requirement.

Current Departmental Position

4. The Departmental risks were reviewed by the Open Spaces and City Gardens Committee on 9 December 2019 following an informal risk challenge session in November with the Audit and Risk Management Committee.
5. The Senior Leadership Team reviewed the departmental risks on 8 June 2020. On 14 July, the Open Spaces and City Gardens Committee will receive a report on the following nine risks:
 - OSD 001 – Health and safety (Amber)
 - OSD 002 – Extreme weather and climate change (Amber)
 - OSD 004 – Poor repair and maintenance of buildings (Red)
 - OSD 005 – Pests and diseases (Red)
 - OSD 006 – Impact of development (Amber)
 - OSD 007 – Maintaining the City's water bodies (Red)
 - OSD TBM 001 – Maintaining tourism business at Tower Bridge and Monument (Amber)
 - OSD 010 – Ultra Low Emission Zone (ULEZ) Fleet Purchase Risk (Amber)
 - CR32 – Wanstead Park Reservoirs (Red)

6. Risks related to COVID-19 are managed corporately under a separate risk register which was accepted by Audit and Risk Management on 2 June 2020. Risks relevant to this committee have been attached at Appendix 7 for information.

Epping Forest

7. There are fourteen risks identified across Epping Forest. These are:
- EF 001 Increase in Health and Safety Incidents/Catastrophic Health & Safety failure (amber, score 6) (Reduced)
 - EF 002 Decline in Assets Condition (red, score 24)
 - EF 003 Declining Site of Special Scientific Interest (SSSI)/Special Area of Conservation (SAC) Condition (amber, score 8) (Reduced)
 - EF 004 Raised Reservoirs (red, score 24)
 - EF 007 Pathogens (amber, score 12)
 - EF 008 Invasive Non-Native Species (INNS) (red, score 16)
 - EF 009 Severe Weather Events (amber, score 6)
 - EF 010 Development Consents close to Forest Land (amber, score 12) (Reduced)
 - EF 011 Wanstead Park – Heritage at Risk Register (amber, score 8)
 - EF 012 Loss of Forest Land and/or Concession of Prescriptive Rights (red, score 16)
 - EF 013 Loss of Knowledge in Skilled Staff/Difficulties in Recruitment (amber, score 6)
 - EF 014 Major Incident Resulting in Prolonged ‘Access Denial’ (red, score 16) (Increased)
 - EF 015 Public Behaviour (red, score 24) (Increased)
 - EF 016 Financial Management and Loss of Income (red, score 16)
8. There are currently seven red risks and seven amber risks. There are currently no green risks.
9. EF 001 has been reduced to risk score 6 (from 8) to reflect the completed actions. EF 003 has been reduced to risk score 8 (from 12) to reflect Countryside Stewardship Agreement work. These both remain at Amber overall. Further details can be found in the report at Appendix 2.
10. EF 010 – Development Consents Close to Forest Land has been reduced to Amber (score 12) from Red (score 16) to reflect successful work completed with local authorities.
11. EF 014 – Major Incident resulting in prolonged ‘Access Denial’ has been increased to Red (score 16) to reflect that a major incident is currently in progress. Access to the Forest has been maintained during this period due to the successful implementation of emergency plans. Staff are working to alleviate the negative consequences and we hope to be able to reduce this by next report.
12. EF 015 – Public Behaviour has been increased to Red (score 24) to reflect the significantly increased visitor numbers and the commensurate increase in antisocial behaviour during this period. We aim to reduce this risk by the time of next report, but many of the factors affecting this are not within our sphere of control.

13. The target score for EF 002 has been increased to Red (score 24), to indicate expected position this time next year based on current resource allocation.
14. The target score is Red for three risks, Amber for eight risks, and Green for three risks. Actions are identified to help us achieve these target scores. Full details of these targets can be found at Appendix 2.
15. The detail of the individual Epping Forest risks is shown in Appendix 2. This also shows the actions that are being undertaken to reduce the current risk score to the target risk score.

The Commons

16. There are ten risks currently identified across the Commons. These are:
 - TC 001 Health and Safety Failure (amber, score 12) (Increased)
 - TC 002 Local Planning Issues (amber, score 12)
 - TC 004 Tree Diseases and Other Pests (red, score 16)
 - TC 005 Climate and Weather (amber, score 8)
 - TC 006 Pond Embankments, Burnham Beeches (green, score 2) (Reduced)
 - TC 007 Rural Payment Agency Grants (amber, score 8) (Reduced)
 - TC 009 Glider Operations – Kenley Airfield (amber, score 6) (Proposed for removal)
 - TC 010 Kenley Revival Project – Conservation Works (amber, score 6)
 - TC 011 Riddlesdown Quarry (red, score 24) (New)
 - TC 012 Farthing Downs Cattle Grid (amber, score 12) (New)
17. There are currently two red risks and seven amber risks. There is one green risk.
18. One risk score, TC 001 – Health and Safety Failure, has increased its score, but remains at Amber. This has been increased to reflect increased staffing pressures, although essential H&S work continues. Mitigation work remains in place. Further details on this risk can be found at Appendix 3.
19. The target for six of the risks is amber and the other four are green. Actions are identified to help achieve these target scores. Full details of how we intend to achieve these targets can be found at Appendix 3.
20. OSD TC 009 – Glider Operations – Kenley Airfield is proposed for removal as the work to ensure the safety of these operations has been completed and this is now a business as usual item which can be covered under standard Health & Safety works.
21. OSD TC 011 – Riddlesdown Quarry is a new risk encompassing works to secure the cliff face in light of a recent major rock fall into the car park below. This new risk is reporting at Red, rating 24. Further information about this risk can be found in Appendix 3.
22. OSD TC 012 – Farthing Downs Cattle Grid is a new risk regarding a cattle grid on a public highway which is at imminent risk of failure. This new risk is reporting at Amber, rating 12. Further information about this risk can be found in Appendix 3.

23. The detail of the individual risks for the Commons is shown in Appendix 3. This also shows the actions that are being undertaken to reduce the current risk score to the target risk score.

Corporate & Strategic Implications

24. The Departmental and Divisional Risk Registers will help us achieve the Corporate Plan 2018 – 2023 aim to:

- Shape outstanding environments

Within which they will help deliver the outcomes:

- We have clean air, land and water and a thriving and sustainable natural environment.
- Open spaces are secure, resilient and well-maintained.

25. The Departmental risk register reflects the risks associated with delivering the Open Spaces Department's Business top line objectives and associated outcomes:

- A. Open spaces and historic sites are thriving and accessible.
- B. Spaces enrich people's lives.
- C. Business practices are responsible and sustainable.

Conclusion

26. The need to systematically manage risk across the Department and at a Divisional level for Epping Forest and The Commons is addressed by the production of these Risk registers, as too are the requirements of the Charity Commission. This document will inform the collective risk across the Department's business activities.

Appendices

- Appendix 1 – Corporate Risk Scoring grid
- Appendix 2 – Epping Forest Divisional Risk Register
- Appendix 3 – The Commons Divisional Risk Register
- Appendix 4 – Matrix to show Epping Forests current and target risks on the Corporate risk scoring grid
- Appendix 5 - Matrix to show The Commons current and target risks on the Corporate risk scoring grid
- Appendix 6 – Risk History Report
- Appendix 7 – COVID-19 Risks & Actions Relevant to EFCC

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Appendix 1:

City of London Corporation Risk Matrix

Note: A risk score is calculated by assessing the risk in terms of likelihood and impact. By using the likelihood and impact criteria below (top left (A) and bottom left (B) respectively) it is possible to calculate a risk score. For example a risk assessed as Unlikely (2) and with an impact of Serious (2) can be plotted on the risk scoring grid, top right (C) to give an overall risk score of a green (4). Using the risk score definitions bottom right below, a green risk is one that just requires actions to maintain that rating.

Likelihood criteria

| | Rare (1) | Unlikely (2) | Possible (3) | Likely (4) |
|-------------|--|--|---|---|
| Criteria | Less than 10% | 10 – 40% | 40 – 75% | More than 75% |
| Probability | Has happened rarely/never before | Unlikely to occur | Fairly likely to occur | More likely to occur than not |
| Time Period | Unlikely to occur in a 10 year period | Likely to occur within a 10 year period | Likely to occur once within a one year period | Likely to occur once within three months |
| Numerical | Less than one chance in a hundred thousand (<10-5) | Less than one chance in ten thousand (<10-4) | Less than one chance in a thousand (<10-3) | Less than one chance in a hundred (<10-2) |

Impact Criteria

| Impact Title | Definitions |
|--------------------|--|
| Minor (1) | Service delivery/performance: Minor impact on service, typically up to one day. Financial: financial loss up to 5% of budget. Reputation: Isolated service user/stakeholder complaints contained within business unit/division. Legal/statutory: Litigation claim or find less than £5000. Safety/health: Minor incident including injury to one or more individuals. Objectives: Failure to achieve team plan objectives. |
| Serious (2) | Service delivery/performance: Service disruption 2 to 5 days. Financial: Financial loss up to 10% of budget. Reputation: Adverse local media coverage/multiple service user/stakeholder complaints. Legal/statutory: Litigation claimable fine between £5000 and £50,000. Safety/health: Significant injury or illness causing short-term disability to one or more persons. Objectives: Failure to achieve one or more service plan objectives. |
| Major (4) | Service delivery/performance: Service disruption > 1 - 4 weeks. Financial: Financial loss up to 20% of budget. Reputation: Adverse national media coverage 1 to 3 days. Legal/statutory: Litigation claimable fine between £50,000 and £500,000. Safety/health: Major injury or illness/disease causing long-term disability to one or more people objectives: Failure to achieve a strategic plan objective. |
| Extreme (8) | Service delivery/performance: Service disruption > 4 weeks. Financial: Financial loss up to 35% of budget. Reputation: National publicity more than three days. Possible resignation leading member or chief officer. Legal/statutory: Multiple civil or criminal suits. Litigation claim or find in excess of £500,000. Safety/health: Fatality or life-threatening illness/disease (e.g. mesothelioma) to one or more persons. Objectives: Failure to achieve a major corporate objective. |

Risk Scoring Grid

| | | Impact | | | |
|------------|--------------|------------|-------------|-------------|-------------|
| Likelihood | X | Minor (1) | Serious (2) | Major (4) | Extreme (8) |
| | Likely (4) | 4 Green | 8 Amber | 16 Red | 32 Red |
| | Possible (3) | 3 Green | 6 Amber | 12 Amber | 24 Red |
| | Unlikely (2) | 2 Green | 4 Green | 8 Amber | 16 Red |
| | Rare (1) | 1 Green | 2 Green | 4 Green | 8 Amber |

Risk Definitions

| | |
|--------------|--|
| RED | Urgent action required to reduce rating |
| AMBER | Action required to maintain or reduce rating |
| GREEN | Action required to maintain rating |

This is an extract from the City of London Corporate Risk Management Strategy, published in May 2014

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Generated on: 22 June 2020




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Appendix 2 – Epping Forest Risk Register

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| Action no | Action description | Latest Note | Action owner | Latest Note Date | Due Date |
|--------------|--|--|----------------------|------------------|-------------|
| OSD EF 002 d | Schedule of statutory checks and visits held and carried out by CS or delegated to site | Fire risk assessments and legionella testing reprogrammed during COVID-19 with formal sign-off required prior to bringing buildings back into service. | Jo Hurst | 17-Jun-2020 | 01-Mar-2021 |
| OSD EF 002 e | Joint inspection of all buildings including residential by site and CS to capture maintenance needs. Required annually | Annual inspections complete and occupiers notified by letter. | Jo Hurst | 17-Jun-2020 | 01-Mar-2021 |
| OSD EF 002 g | Put actions and processes in place that ensures the upkeep and development of the site. | Continued progress on minor improvements including some additional drainage. However, the replacement of the roof on the small barn postponed by one year under CWP. | Jeremy Dagley | 17-Jun-2020 | 01-Mar-2021 |
| OSD EF 002 i | Seek capital funding for essential works to Aldersbrook changing facilities to meet safeguarding standards. | Project is still in negotiation. Paper being sent to RASC in July as part of ParkLife capital funding request. | Jacqueline Eggleston | 22-Jun-2020 | 31-Aug-2020 |

Appendix 2 – Epping Forest Risk Register

| Risk no, title, creation date, owner | Risk Description (Cause, Event, Impact) | Current Risk Rating & Score | | Risk Update and date of update | Target Risk Rating & Score | | Target Date | Current Risk score change indicator |
|--|--|--|----|---|---|---|-------------|---|
| OSD EF 004 Raised Reservoirs 19-Aug-2015 Paul Thomson | Causes: Inadequate design, insufficient prescribed maintenance, leaks compromising dam integrity, failure to implement Panel Engineer's Recommendations, failure to keep dams clear of vegetation; failure to maintain Blue Books, failure to evaluate large water body capacities; disputed ownership/responsibility for one LRR Event: Severe rainfall event resulting in overtopping of embankments, leading to erosion of dam and potential collapse Impact: Loss of life. Damage to downstream land/property. Litigation. Risk of prosecution. Reputational harm. Damage to/loss of habitat and associated rare species. Fines from EA |  Likelihood Impact | 24 | No change to current risk score. Progress is being made with plans for engineering solutions at two of the dams (Baldwins and Birch Hall Park). 17 Jun 2020 |  Likelihood Impact | 4 | 31-May-2022 |  Constant |

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| Action no | Action description | Latest Note | Action owner | Latest Note Date | Due Date |
|--------------|--|---|--------------------------------|------------------|-------------|
| OSD EF 004 a | Statutory inspection visits by engineer - 6 monthly in May and October | Inspections completed on schedule as agreed with the panel engineer. Spring 2020 inspection has been delayed due to COVID-19. | Martin Newnham; Geoff Sinclair | 17-Jun-2020 | 30-Apr-2021 |
| OSD EF 004 b | Complete works on the Eagle ponds and obtain approval for distribution of responsibilities. | Individual site plan for Leyton Flats includes proposals for Eagle Pond. Approved in January committee. | Geoff Sinclair | 17-Jun-2020 | 31-Dec-2022 |
| OSD EF 004 c | Weekly inspection of reservoirs / dam. | Ongoing action. Blue books being completed at agreed intervals. | Martin Newnham | 17-Jun-2020 | 08-Apr-2021 |
| OSD EF 004 e | Undertake scoping evaluations for Baldwins Pond and Birch Hall Park Pond | Baldwins Pond is at Gateway 4. Habitats Regulation Assessment is being prepared for it. Contractors will be appointed shortly. Tender documents are in progress. Birch Hall Park planning application submitted. Currently being adjusted in liaison with the planning authority. Contractors are being engaged. | Geoff Sinclair | 17-Jun-2020 | 31-Dec-2022 |
| OSD EF 004 f | Rookery Wood, Tudor Square Pond actions. Copped Hall: DBE have carried out assessment works of the in-place dam structure and LiDAR mapping. | DBE to fund and plan maintenance works. This will be linked to Copped Hall Conservation Management Plan which has been completed and is currently out for consultation. | Geoff Sinclair | 17-Jun-2020 | 01-Mar-2021 |

Appendix 2 – Epping Forest Risk Register

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| OSD EF 015 c | Multi disciplinary approach to rough sleeping with enforcement and outreach team. Protocol in place. | We worked with local authorities to identify rough sleepers and support them into sheltered accomodation towards the start of the COVID-19 period. Officers continue to monitor for rough sleeping and work with appropriate authorities on individual cases. | Martin Newnham | 19-Jun-2020 | 01-Dec-2020 |
| OSD EF 015 d | Multi disciplinary approach to fly tipping with enforcement team (ongoing action). ISA and sharing enforcement action. | Fly tipping has increased enormously throughout COVID crisis due to the closure of local tips. Local tips are gradually reopening but this remains a significant issue. Enforcement activity has continued throughout this period, but court processes are also on hold at present, so a backlog will be experienced upon restart. | Martin Newnham | 19-Jun-2020 | 01-Dec-2020 |
| OSD EF 015 e | Multi disciplinary approach to anti-social behaviour. | We are working closely in partnership with police and local authorities on an enforcement strategy for antisocial behaviour during this period. Red lines have been installed by the North Essex Parking Partnership to help manage antisocial behaviour at High Beach. Police response has also been stretched and staff resource availability does not match the demand currently experienced. | Martin Newnham | 19-Jun-2020 | 01-Dec-2020 |
| OSD EF 015 f | Develop stronger links and become a trusted partner with EFDC, LBWF, LBR and LBN. New relationships with officers in local authorities need creating/developing following staff changes Ongoing action | This has been very successful during the COVID period. Head Keeper has been able to use links to other authorities to ensure we have a better co-ordinated response to antisocial behaviour. | Martin Newnham | 19-Jun-2020 | 01-Dec-2020 |
| OSD EF 015 g | Cycling / horse-riding / walking endangering others with anti-social activity. | Bodycams have been purchased and will be deployed shortly, according to departmental protocol. These are being piloted prior to deployment in the Forest. | Martin Newnham | 22-Jun-2020 | 01-Dec-2020 |

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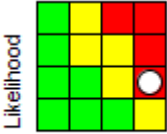
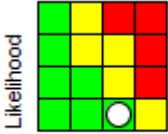

Appendix 2 – Epping Forest Risk Register

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| OSD EF 008 c | Develop an INNS policy - particular focus on OPM, although other pathogens and areas of concern to be tackled. | As per the main update. No further updates on this at present. Work on this policy to be progressed by next year. | Jeremy Dagley | 22-Jun-2020 | 01-Mar-2021 |
| OSD EF 008 g | This action tracks work done to mitigate the spread of Oak Processionary Moth in Epping Forest. | As per the main update note. | Jeremy Dagley | 17-Jun-2020 | 01-Dec-2020 |

Appendix 2 – Epping Forest Risk Register

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|--------------|---|---|------------|-------------|-------------|
| OSD EF 012 d | Work with City Surveyors and Comptrollers and Solicitors department to consider if legal action is required to settle disputes. Ongoing | As per the main update. The land at Broomhill Road (Woodford, as per the main update) has now been registered successfully. | Sue Rigley | 17-Jun-2020 | 20-Dec-2020 |
|--------------|---|---|------------|-------------|-------------|

Appendix 2 – Epping Forest Risk Register

| Risk no, title, creation date, owner | Risk Description (Cause, Event, Impact) | Current Risk Rating & Score | | Risk Update and date of update | Target Risk Rating & Score | | Target Date | Current Risk score change indicator |
|--|--|--|----|---|---|---|-------------|---|
| OSD EF 014 Major Incident resulting in prolonged 'Access Denial' 19-Aug-2015 Paul Thomson | Causes: Pandemic; Human error, mechanical failure or deliberate act of terrorism. Event: Major incident, terrorism,; evacuation of East London; aircraft crash; failure of underground services; major pollution incident from M25 Pollution from septic tanks or cattle buildings. Impact: damage to and loss of Forest habitat; threat to existing conservation status of sites; reduced income from licensees unable to trade; costs of remediation and staff engagement. Fines from EA for pollution incidents |  Likelihood Impact | 16 | This risk is an actuality at present. However, the Forest has remained open throughout, subject to necessary restrictions. Emergency plans were activated and are being reviewed through experience. Risk has been escalated to reflect that this event is occurring at present, but staff have been working to plan to alleviate negative consequences. 19 Jun 2020 |  Likelihood Impact | 4 | 01-Dec-2020 |  Increasing |

| Action no | Action description | Latest Note | | | Action owner | Latest Note Date | Due Date |
|--------------|--|---|--|--|----------------|------------------|-------------|
| OSD EF 014 a | This action covers work to review and update the Emergency Plan. | Existing emergency plan has been mobilised. | | | Martin Newnham | 22-Jun-2020 | 01-Dec-2020 |

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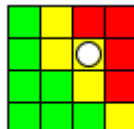
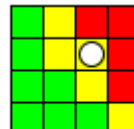
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|---|---|-----------------------------|----|---|----------------------------|----|-------------|-------------------------------------|
| OSD EF 016 Financial management and loss of income <div>Page 27</div> 18-May-2016 Paul Thomson | Causes: COL facing austerity efficiencies: revisions to EU common agricultural policy (CAP) regulation, transition to Basic Payment Scheme (BPS) and UK interpretation and tightening of qualifying eligibility criteria. Failure to deliver to spend profile may result in loss of budget; lack of skills/capacity to deliver income generation projects; unrealistic initial targets and deadlines. Possible impact of Brexit. Event: Reduction deficit funding from the COL; reductions in direct grant available from the Environment Agency or Rural Payments Agency (RPA) to deliver agricultural/conservation activity; especially conservation grazing. Division is unable to deliver spend to profile or income generation programmes to agreed targets and timescales. Adverse workload impact on service delivery. Impact: Reduction in income. Reduction or cessation of agricultural/conservation activity, including negative impact on grazing partnership. Reduction / loss of biodiversity. | Likelihood Impact | 16 | <p>Epping Forest has a high proportion of income from tenants, licenses, and sports. This has all been severely reduced by COVID. Mapping and forecasting of this effect on Epping budgets is ongoing and being reported through appropriate routes, but a significant number of unknowns affect our impact.</p> <p>Some lines of expenditure also need to increase to give appropriate response to the COVID crisis. Savings in other areas may be possible, but at present are likely small.</p> <p>We aimed to reduce this to amber, but due to current circumstances that is not feasible. Target score cannot be reduced in this financial year.</p> <p>19 Jun 2020</p> | Likelihood Impact | 16 | 01-Dec-2020 | Constant |

| Action no | Action description | Latest Note | Action owner | Latest Note Date | Due Date |
|--------------|--|--|---------------|------------------|-------------|
| OSD EF 016 a | Apply for funding from the RPA - annual process | <p>Successful grant application submitted for the next ten years. Financial reprofiling necessary to accommodate this, including the ability to carry forward funds across financial years.</p> <p>Restrictions on this money mean that it is assigned to individual projects and can't be used to make up shortfalls elsewhere in the budget.</p> | Jeremy Dagley | 22-Jun-2020 | 31-May-2021 |
| OSD EF 016 e | Working budget reduction targets for next 3 years. | Awaiting corporate decisions on savings under the COVID environment. | Paul | 19-Jun- | 01-Dec- |

Appendix 2 – Epping Forest Risk Register

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| | | | Thomson | 2020 | 2020 |
|--|--|--|---------|------|------|

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| Risk no, title, creation date, owner | Risk Description (Cause, Event, Impact) | Current Risk Rating & Score | | Risk Update and date of update | Target Risk Rating & Score | | Target Date | Current Risk score change indicator |
|--|---|--|----|--|---|----|-------------|--|
| OSD EF 007 Pathogens 19 Aug-2015 Paul Thomson | <p>Causes: Lack of adequate controls on international trade encourages transmission of pathogens; inadequate site biosecurity; and spread of novel pathogens responding to changes in climate presence of suitable hosts.</p> <p>Event: Sites become infected by pathogens causing diseases which lead to the decline or loss of key species</p> <p>Impact: loss or decline of key species; temporary site closures; increased costs for biosecurity, monitoring and reactive maintenance. Threat to existing conservation status of sites, particularly those with woodland habitats.</p> |  <p>Likelihood</p> <p>Impact</p> | 12 | <p>Ramorum disease: Rhododendron regrowth has been sprayed as of March 2020. CSS will provide funds for removal of remaining mature rhododendron at two sites. 2020 work will further mitigate this risk.</p> <p>Acute Oak Decline: PhD candidate started in January 2020 working on AOD and impact on birds, and vice versa.</p> <p>This risk remains at amber.</p> <p>17 Jun 2020</p> |  <p>Likelihood</p> <p>Impact</p> | 12 | 30-Jun-2021 | Constant |

| Action no | Action description | Latest Note | Action owner | Latest Note Date | Due Date |
|--------------|--|--|----------------|------------------|-------------|
| OSD EF 007 a | Implement actions arising from Massaria survey. Survey to be undertaken twice yearly | Surveys are on schedule and works are implemented as required. COVID-19 has led to a two month moratorium on tree safety works. 60% of the Arboriculture team were required to isolate in this period due to shielding guidance. | Geoff Sinclair | 17-Jun-2020 | 08-Apr-2021 |
| OSD EF 007 d | Sudden Oak Death - Yearly inspection of all Rhododendron and Larch. Tender of Larch removal (now completed). To be done yearly | As per the main update. | Jeremy Dagley | 17-Jun-2020 | 31-Mar-2021 |
| OSD EF 007 e | Need to develop a biosecurity policy and then implement. | Biosecurity position statement was completed. A full-scale biosecurity policy is expected by 2021. | Jeremy Dagley | 17-Jun-2020 | 01-Mar-2021 |

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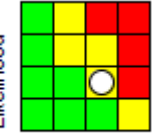
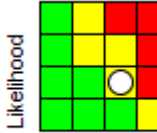
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Appendix 2 – Epping Forest Risk Register

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| Action no | Action description | Latest Note | Action owner | Latest Note Date | Due Date |
|--------------|---|---|---------------|------------------|-------------|
| OSD EF 010 a | Epping Forest DC local plan - Attend meetings and respond to consultation on the local plan so that can influence the content of the plan and the Memorandum of Understanding between EFDC and Natural England LB Redbridge core strategy and other LA actions plans - respond to any further consultation. | As per the main risk update. In addition, the Epping Forest SAC Oversight Group has now been reconvened and has met twice in 2020. Although governance arrangements are still to be made with this group, agreement has been achieved that it should represent all competent authorities across both Essex and London, including Essex County Council and the Greater London Authority. | Jeremy Dagley | 17-Jun-2020 | 31-Dec-2020 |
| OSd EF 010 c | Development and ongoing work on the Forest Transport Strategy | The Planning Inspector's interim report from the EFDC Local Plan examination in Public has required that air pollution from transport is addressed or that site allocations are reviewed. As a result, Essex County Council Highways has begun examining sustainable transport options on some routes. Nonetheless, a Forest Transport Strategy timetable has yet to be considered and further work will be required by CoL officers to begin this process. | Jeremy Dagley | 17-Jun-2020 | 30-Apr-2021 |

Appendix 2 – Epping Forest Risk Register

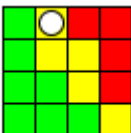
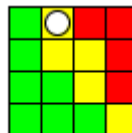

| Risk no, title, creation date, owner | Risk Description (Cause, Event, Impact) | Current Risk Rating & Score | | Risk Update and date of update | Target Risk Rating & Score | | Target Date | Current Risk score change indicator |
|--|--|--|---|---|---|---|-------------|-------------------------------------|
| OSD EF 003 Declining Site of Special Scientific Interest (SSSI)/Special Area of Conservation (SAC) Condition Page 32 19-Aug-2015 Paul Thomson | <p>Causes: Lack of appropriate habitat & tree management (pollarding) and lack of grazing pressure; Invasive Non Native Species (INNS); anthropogenic nitrogen deposition; atmospheric pollution; and climate change.</p> <p>Event: Unfavourable assessment by Natural England.</p> <p>Impact: Decrease in % SSSI area in favourable condition (currently 35.42%); decrease in %SSSI area in unfavourable recovering (currently 48.24%); loss of current (HLS) and future grant (e.g. CSS) funding; harm to City's reputation. Fines from Natural England and Defra</p> |  <p>Likelihood</p> <p>Impact</p> | 8 | <p>10-year Countryside Stewardship Agreement (Forest 1) for part of the SSSI has been achieved, as of June 2020. Part of the work has been completed already (February 2020).</p> <p>This has significantly reduced the risk down to amber 8. We are still aiming to reduce this risk down to green, but we do not anticipate reaching this until the remaining SSSI areas in the Forest are covered by the Forest 2 application. The target date for this application will be reviewed and updated once current procurement issues (e.g. site visits and costings by contractors, delayed by COVID-19) have been resolved for Forest 1. For now the goal is to remain at Amber and to review once we have further information on Forest 2.</p> <p>17 Jun 2020</p> |  <p>Likelihood</p> <p>Impact</p> | 8 | 01-Mar-2021 | Decreasing |

| Action no | Action description | Latest Note | Action owner | Latest Note Date | Due Date |
|--------------|---|---|---------------|------------------|-------------|
| OSD EF 003 a | Make CSS grant application to avoid loss of this vital income stream whilst ensuring habitat management targets sustainable across 10-year agreement period | As per the main update, Forest 1 is in place and works have commenced. Forest 2 timetable is under review. | Jeremy Dagley | 17-Jun-2020 | 31-Dec-2020 |
| OSD EF 003 b | Create plan of action for 5 compartments within existing resources to ensure consideration of priorities for CSS | Natural England officers have been unable to visit the site due to COVID-19. Site visits to be reviewed for the other three compartments. | Jeremy Dagley | 17-Jun-2020 | 20-Sep-2020 |

Appendix 2 – Epping Forest Risk Register

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| | application | | | | |
| OSD EF 003 c | Remodel GEP as in-house operation to meet conservation objectives of approved Grazing Strategy building up number of livestock to optimise income and environmental benefits. | GEP is currently being redrafted as a grazing conservation plan. This will include proposals for renewing the invisible fence network with a GPS system which will be trialed Autumn 2020. New sites are being considered for grazing if this new system works well. | Jeremy Dagley | 17-Jun-2020 | 30-Nov-2020 |

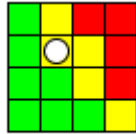
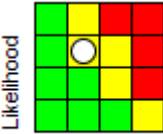

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|--|---|--|---|--|---|---|-------------|---|
| OSD EF 011 Wanstead Park – Heritage at Risk Register 19-Aug-2015 Paul Thomson | Causes: Grade II* Registered Park and Garden Wanstead Park has been on the “Heritage at Risk” register since 2009, listed as in declining condition. Further restoration by four landowners is required to halt deterioration in condition and secure continued abstraction licence. Event: Failure to complete Impact: Continuing deterioration of at risk heritage features; education and interpretation opportunities missed; deteriorating state impacts negatively on the City’s reputation Fines from English Heritage in respect of listed buildings |  Likelihood | 8 | Parkland plan is complete and approved by committee. Taking the plan forward is being co-ordinated by the Wanstead Park Project Board. The current and target scores remain at amber. We accept this level of risk until the plan can be implemented. 19 Jun 2020 |  Likelihood | 8 | 01-Jan-2021 |  Constant |

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| Action no | Action description | Latest Note | | | Action owner | Latest Note Date | Due Date |
|--------------|---|--|--|--|--------------|------------------|-------------|
| OSD EF 011 b | Identify potential funding / partners and submit bid. Funders may include HLF | Funding options are being developed through the Wanstead Park Project Board. | | | Paul Thomson | 19-Jun-2020 | 31-Mar-2021 |

Appendix 2 – Epping Forest Risk Register

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|---|--|--|---|--|---|---|-------------|---|
| OSD EF 001 Increase in Health and Safety incidents/Catastrophic Health & Safety failure 19-Aug-2015 Paul Thomson | Causes: Poor understanding and/or delivery of Health and Safety policies and procedures; Failure to link work activity with adequate procedures; risk assessments and safe systems of work not undertaken or completed incorrectly; inadequate appropriate training; failure to implement the results of audits. Event: Staff, volunteers contractors or licensees undertake unsafe working practices Impact: Injury or death of staff, volunteer(s), contractor(s) or licensee(s), volunteer or member of the public. Prosecution by HSE and/or Police; increased insurance premiums; harm to City's reputation. Fine from HSE |  Likelihood | 6 | Outstanding actions are complete. Risk reduced to 6 to reflect this. Remaining actions are BAU reviews. Target date is now 2021 and we aim to remain at this risk level for the coming year. 17 Jun 2020 |  Likelihood | 6 | 01-Mar-2021 |  Decreasing |

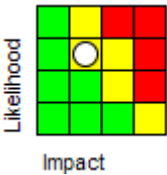
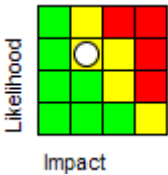

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| Action no | Action description | Latest Note | Action owner | Latest Note Date | Due Date |
|--------------|--|---|--------------|------------------|-------------|
| OSD EF 001 c | Staff roles linked to essential and desirable training needs. Continual and annual review | H&S training (operational) system is in place and established. Expiring training known in advance and scheduled. Training matrix link to induction and new starters is currently in progress. | Jo Hurst | 17-Jun-2020 | 01-Mar-2021 |
| OSD EF 001 e | Clear role and responsibilities set out in documentation and reinforced by training. Structure of local H&S meeting arrangements cascading down decisions, issues, responsibilities and communications. Ongoing action | All outlined and clarified in the agreed local H&S statement. Ongoing action. | Paul Thomson | 17-Jun-2020 | 01-Mar-2021 |
| OSD EF 001 f | H&S checks undertaken annually for all refreshments and food outlets under licence in the forest, excluding ice cream vans | Checks underway and extended to non-catering outlets and other tenants. Appointment of Land Agency and Planning Officer on FTC has assisted these checks. Ongoing action, annual review to BAU. | Jo Hurst | 17-Jun-2020 | 01-Mar-2021 |
| OSD EF 001 g | Avoid incident / accident arising from digging or insertion below ground that interferes with hazardous underground infrastructure through having relevant controls in place including: mapping of underground services, liaison with utility companies, local control of contractors' procedures, staff training and experience, corporate guidance for control of contractors, SLA with City Surveyor includes | Breaking ground has been captured through the implementation of the Epping Contractor Protocol and permitting is now BAU. | Jo Hurst | 17-Jun-2020 | 01-Mar-2021 |

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| | procedures for CS appointed contractors on site. Areas checked for service covers, location markers and recorded site information before breaking ground. Trained operatives use scanning equipment. Appropriate excavation tools and procedures used. | | | | |
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Appendix 2 – Epping Forest Risk Register

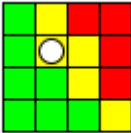
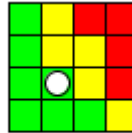

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|--|---|--|---|---|---|---|-------------|---|
| OSD EF 009 Severe Weather Events 19-Aug-2015 Paul Thomson | Causes: Severe gale and storm events, prolonged precipitation/increased precipitation events or restricted precipitation increasing Fire Severity. Event: Severe weather events including periods of drought; flooding; gales; and increased Fires Severity. Impact: Risk of injury or death to staff, visitors, contractors and volunteers. Loss of habitat/public access and intensification of visitor pressure on other areas of Forest; Damage/loss of rare/fragile habitats and species; Incidents increase demand for staff resources to respond to maintain public and site safety; loss of species, temporary site closures; increased costs for reactive management. |  | 6 | Incident management plan has been updated to incorporate wildfire planning and the JESIP protocols for joint action across authorities. A specialist wildfire consultant conducted training event followed by preparation of nine site-specific fire management and response plans. This risk and target remain at the same level. 17 Jun 2020 |  | 6 | 01-Dec-2020 |  Constant |

| Action no | Action description | Latest Note | Action owner | Latest Note Date | Due Date |
|--------------|---|--|----------------|------------------|-------------|
| OSD EF 009 a | Review and update plan | Ongoing, reviewed regularly. We have adopted the CoL emergency plan format which is replicated at a local level to represent our specific needs. | Martin Newnham | 19-Jun-2020 | 01-Mar-2021 |
| OSD EF 009 g | Tree failures and collapses due to extreme weather events | Annual tree Safety survey completed. Identified High Risk trees all worked and lower risk trees will be worked on through the year. Tree Safety zone review completed for the Forest and Buffer lands. There have been delays to the tree safety works due to arb team shielding absences. Full programme of works unlikely to be completed this year without extra support. | Geoff Sinclair | 19-Jun-2020 | 01-Mar-2021 |
| OSD EF 009 h | Grass & Heathland Fire | Nine site-specific wildfire management and response plans and their accompanying wildfire risk assessments have been completed. Both the London Fire Brigade and the Essex Fire & Rescue Service have been sent the response plans for their sign-off. Sign-off expected during summer/autumn 2020 once Fire and Rescue Service officers are allowed to complete site visits (these are currently COVID-19 restricted). Some actions arising from these wildfire plans have been completed. The remaining actions to be completed in 2020. | Martin Newnham | 17-Jun-2020 | 01-Dec-2020 |

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| | | A further two sites within the Forest are to be assessed and wildfire management plans prepared for them also in 2020. | | | |
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Appendix 2 – Epping Forest Risk Register

| Risk no, title, creation date, owner | Risk Description (Cause, Event, Impact) | Current Risk Rating & Score | | Risk Update and date of update | Target Risk Rating & Score | | Target Date | Current Risk score change indicator |
|---|--|--|---|---|---|---|-------------|---|
| OSD EF 013 Loss of knowledge in skilled staff/Difficulties in recruitment 19-Aug-2015 Paul Thomson | Cause: Previous reliance on memory-based rather than documentary records; Retirements amongst ageing workforce; Remuneration and benefits package increasing uncompetitive for market sector Event: Loss of knowledge and skills. Impact: Extra training needs, difficulty in recruitment or induction of new staff |  Likelihood Impact | 6 | Talent management strategy listed as management plan action, likely by end of 2021. We had aimed to complete this by end of 2020 but it needed to be balanced against other priorities. 19 Jun 2020 |  Likelihood Impact | 4 | 01-Dec-2021 |  Constant |

| Action no | Action description | Latest Note | | | Action owner | Latest Note Date | Due Date |
|--------------|---|--|--|--|--------------------------|------------------|-------------|
| OSD EF 013 a | Identify key roles where officers are nearing retirement or expressing development needs or desire to leave COL/Open Spaces Review this data annually via PDR's and one to one's Succession plan drawn up by DMT and agreed by Superintendent/HR support for Key roles | Land agent seconded and temporary contract extended. Benefits to several other risks are now being realised. | | | Jo Hurst | 19-Jun-2020 | 01-Mar-2021 |
| OSD EF 013 b | Increase documentation of memory based knowledge Ensure that information needed for emergency situations and out of hours is written down forming part of a pack Move collected data onto the GIS system | Now investigating the use of Firmstep to deliver some basic support functionality. Other systems such as StarTraq being pursued for support of enforcement function. | | | Jo Hurst; Martin Newnham | 19-Jun-2020 | 01-Dec-2020 |
| OSD EF 013 c | Ability to recruit overlapping positions to allow transfer of knowledge. Budgetary consideration and proactive support from HR. | Details to be articulated in talent management strategy, but will always be budgetary constraints and decisions taken on case-by-case basis. | | | Jo Hurst | 19-Jun-2020 | 01-Mar-2021 |

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Appendix 3 – The Commons Risk Register

OSD The Commons Detailed Risk Register

Report Author: Martin Falder

Generated on: 22 June 2020



Rows are sorted by Risk Score

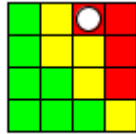
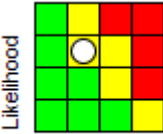

| Risk no, title, creation date, owner | Risk Description (Cause, Event, Impact) | Current Risk Rating & Score | | Risk Update and date of update | Target Risk Rating & Score | | Target Date | Current Risk score change indicator |
|---|--|-----------------------------|----|--|----------------------------|---|-------------|-------------------------------------|
| OSD TC 011 Huddlesdown Quarry (Proposed Risk) 30-Jan-2020 | Causes: Natural wear to rock face in the quarry as a result of erosion and land movements. Additionally, development beneath the rock face. Event: Structural failure of landscape feature. Collapse or rock fall from quarry cliff face through natural events and management operations. Impact: Continuing deterioration of landscape feature; reputational damage; injury or death to person. | Likelihood Impact | 24 | Proposed new risk due to recent major rock fall into car park beneath the quarry cliff face. Rock fall did not lead to any injuries or damage, but if it occurs while people are present there is significant risk of death or serious injury. Details of work carried out to mitigate this risk can be found in the actions section below. 10 Jun 2020 | Likelihood Impact | 4 | 30-Oct-2020 | Constant |

| Action no | Action description | Latest Note | | | Action owner | Latest Note Date | Due Date |
|--------------|--|---|--|--|--------------|------------------|----------|
| OSD TC 011 a | Consultant to produce an action plan once analysis has | Material samples analysed and further analysis commissioned. Once reason for failure is | | | Allan | 10-Jun- | 30-Oct- |

Appendix 3 – The Commons Risk Register

| | | | | | |
|--|---|--|---------|------|------|
| | been completed and options for future management of risk and stabilisation. | <p>established a plan can be developed to resolve the issue. Likely to be of significant financial cost.</p> <p>Consultants (Campbell Reith) have carried out physical examination using rope access- report due on 20th June</p> <p>Report will include an assessment of current risk and recommendations for future management and stabilisation</p> <p>Risk rating assessed to take account of actions already taken which include introduction of a no parking zone in the location at the foot of the cliff face.</p> | Cameron | 2020 | 2020 |
|--|---|--|---------|------|------|

Appendix 3 – The Commons Risk Register

| Risk no, title, creation date, owner | Risk Description (Cause, Event, Impact) | Current Risk Rating & Score | | Risk Update and date of update | Target Risk Rating & Score | | Target Date | Current Risk score change indicator |
|--|--|--|----|--|---|---|-------------|---|
| OSD TC 004 Tree Diseases and Other Pests 10-Jun-2015 Andy Barnard | Causes: Inadequate biosecurity, purchase or transfer of infected, plants, soil and animals. ‘Natural’ spread of pests and diseases from neighbouring areas e.g. Oak Processionary Moth and Foot and Mouth Event: Sites become infected by animal, plant or tree diseases Impact: Service capability disrupted, ineffective use of staff resources, damage to corporate reputation, loss of species, site closures (temp) and associated access, increased costs for reactive maintenance. Threat to existing conservation status of sites, particularly those with woodland habitats. |  Likelihood Impact | 16 | Current score remains the same. OPM continues to be evident on Ashtead Common. A programme of nest removal is underway. This risk reflects departmental pest & disease risks, in that we expect it to be reviewed six-monthly; this risk is expected to be at Red in spring and reduced to Amber by winter. 18 Jun 2020 |  Likelihood Impact | 6 | 01-Dec-2020 |  Constant |

| Action no | Action description | Latest Note | | | Action owner | Latest Note Date | Due Date |
|--------------|--|--|--|--|---|------------------|-------------|
| OSD TC 004 a | Ensure staff training is kept updated to enable timely identification of pest and knowledge of correct treatment/prevention. | Ongoing. Training needs reviewed at regular team meetings, and proactively promoted via HSIG and other corporate boards. Needs also reviews at 6 monthly divisional H&S meetings. | | | Allan Cameron; Martin Hartup; Hadyn Robson; Andy Thwaites | 18-Jun-2020 | 31-Mar-2022 |
| OSD TC 004 b | Annual tree inspections undertaken through qualified personnel | Ongoing. Inspections continue on a schedule basis or if-and-when the need arises. | | | Allan Cameron; Martin Hartup; Andy Thwaites | 18-Jun-2020 | 31-Mar-2022 |
| OSD TC 004 c | Active involvement with leading partners such as Forestry Commission and Natural England | Ongoing. | | | Allan Cameron; | 18-Jun-2020 | 31-Mar-2022 |

Appendix 3 – The Commons Risk Register

| | | | | | |
|--------------|---|---|---|-------------|-------------|
| | | | Martin Hartup; Andy Thwaites | | |
| OSD TC 004 d | Measures in place for staff, volunteers and contractors including public messages | Ongoing. Tick / lyme disease information cards produced for volunteers / contractors / visitors to Ashted Common. | Allan Cameron; Martin Hartup; Andy Thwaites | 18-Jun-2020 | 31-Mar-2022 |
| OSD TC 004 e | Review of Tree Safety Policy tri-annually | Reviewed at Divisional health & safety meeting. | Allan Cameron; Martin Hartup; Andy Thwaites | 10-Jun-2020 | 29-Oct-2020 |

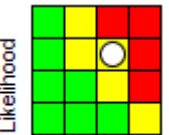
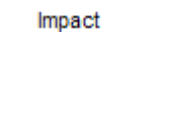

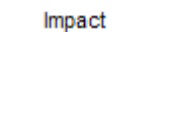

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Appendix 3 – The Commons Risk Register

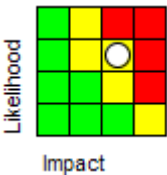
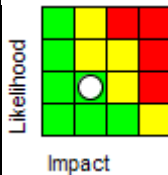

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|--------------|--|---------------|--|-----------------|-----------------|
| | staff training and experience, corporate guidance for control of contractors, SLA with City Surveyor includes procedures for CS appointed contractors on site. Areas checked for service covers, location markers and recorded site information before breaking ground. Trained operatives use scanning equipment. Appropriate excavation tools and procedures used. | | Thwaites | | |
| OSD TC 001 c | Undertake quarterly reviews of the regular health and safety audits Ensure risk assessments and safe systems of work are up to date. Ongoing | Ongoing item. | Allan Cameron; Martin Hartup; Andy Thwaites | 18-Jun- 2020 | 31-Mar- 2021 |

Appendix 3 – The Commons Risk Register

| Risk no, title, creation date, owner | Risk Description (Cause, Event, Impact) | Current Risk Rating & Score | | Risk Update and date of update | Target Risk Rating & Score | | Target Date | Current Risk score change indicator |
|--|--|--|----|--|--|----|-------------|---|
| OSD TC 002 Local Planning Issues 09-Jun-2015 Andy Barnard | Causes: Pressure on Planning Authorities to meet housing targets. Failure to monitor and challenge housing and other development plans. Lack of partnership working with Planning Authorities inclusion in Local Development Plans. Lack of resources to employ specialist support or carry out necessary monitoring/research Event: Large housing or other developments on land affecting the Open Spaces. Impact: Increase in visitor numbers and general recreation pressure. Potential decline in biodiversity due to disturbance and habitat quality. Increased in air, light and noise pollution. Decrease in water availability. Increased hydrological pollution risk. Increased traffic on local road network. |  Likelihood  Impact | 12 | Ongoing - local plans continue to be developed, and are scrutinised and commented on by officers from the Commons, when required. Staffing capacity is currently able to manage the volume of work associated with commenting on local plans. In the future this risk may increase again as volume increases / capacity reduces. We accept the risk at the current level. 18 Jun 2020 |  Likelihood  Impact | 12 | 31-Mar-2021 |  Constant |

| Action no | Action description | Latest Note | | | Action owner | Latest Note Date | Due Date |
|--------------|---|---|--|--|--------------|------------------|-------------|
| OSD TC 002 a | Inclusion in core strategy planning documents - where applicable Close partnership working with local planning authorities Active monitoring of planning applications with responses as appropriate All ongoing and/or as and when | Monitoring activity continues - ongoing action. Mitigation strategy work underway. | | | Hadyn Robson | 18-Jun-2020 | 31-Mar-2021 |
| OSD TC 002 b | Active monitoring of pollution where possible Active monitoring of environmental impacts - where possible Undertake research - where appropriate and where resources allow Ongoing | Ongoing action - monitoring of impact of visitors and other possible stressors continues. | | | Hadyn Robson | 18-Jun-2020 | 31-Mar-2021 |

Appendix 3 – The Commons Risk Register

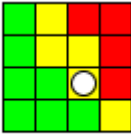
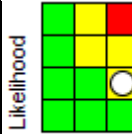

| Risk no, title, creation date, owner | Risk Description (Cause, Event, Impact) | Current Risk Rating & Score | | Risk Update and date of update | Target Risk Rating & Score | | Target Date | Current Risk score change indicator |
|---|--|--|-----------|--|---|----------|-------------|---|
| OSD TC 012 Farthing Downs Cattle Grid (Proposed Risk) 30-Jan-2020 | Causes: A cattle grid within Farthing Downs is at risk of failing. Traffic movements, weather events, natural environment mean it is at the end of its lifespan. Event: Structural failure of asset leading to a major accident. Impact: Continuing deterioration of features; reputational damage; catastrophic injury or death. |  | 12 | Cattle grid on public highway has a high chance of failing imminently, resulting in an accident. Ownership, responsibility for maintenance procedures to be established. 10 Jun 2020 |  | 4 | 01-Apr-2021 |  Decreasing |

| Action no | Action description | Latest Note | Action owner | Latest Note Date | Due Date |
|--------------|---|---|---------------|------------------|-------------|
| OSD TC 012 a | Develop an action plan once ownership has been established. | <p>Engineer attended via City Surveyor's property service desk and carried out minor repairs to visible defects. However, this does not resolve the underlying problem of metal fatigue / structural integrity which remains a concern.</p> <p>Ownership remains unclear</p> <p>11th Feb 2020 Issue raised at Client Liaison Meeting on 11th Feb- action for PFM to contact Croydon Council.</p> <p>28th April- no contact has been made with Croydon Council.</p> <p>29th April – Allan Cameron contacts Croydon to ascertain status of highway – response identifies road has been adopted and maintained at public expense. - information shared with Surveyors Department.</p> <p>14th May – AC contacts surveyors department for an update- no update, surveyor suggests AC contacts Croydon again to find out if they have records for the installation / responsibility for cattle grids</p> <p>14th May- AC contacts Croydon Council again</p> | Allan Cameron | 22-Jun-2020 | 22-Jan-2021 |

Appendix 3 – The Commons Risk Register

| | | | | | |
|--|--|--|--|--|--|
| | | <p>22nd May – AC receives response from Croydon stating they are unable to locate any records or documents relating to ownership or maintenance of cattle grids.</p> <p>26th May – AC contacts Surveyors department to update on latest information</p> <p>28th May – licence agreement between Croydon Council and City of London (1993)</p> <p>Clearly states that the responsibility for maintenance rests with CofL</p> <p>10th June- Meeting with PFM to progress discussions relating to inclusion on asset list and CWP</p> | | | |
|--|--|--|--|--|--|

Appendix 3 – The Commons Risk Register

| Risk no, title, creation date, owner | Risk Description (Cause, Event, Impact) | Current Risk Rating & Score | | Risk Update and date of update | Target Risk Rating & Score | | Target Date | Current Risk score change indicator |
|--|---|--|---|--|---|---|-------------|---|
| OSD TC 005 Climate and Weather 10-Jun-2015 Andy Barnard | Causes: Severe wind events, prolonged precipitation or restricted precipitation. May be Climate change influenced Event: Severe weather/climate impacts at one or more sites Impact: Service capability disrupted; fire, flood and storm events (potentially increasing in frequency); increased demand for staff resources to respond to incidents and maintain site safety; loss of species, temporary site closures and associated access; increased costs for reactive management. Injury or death to staff, visitors, contractors and volunteers. Damage/loss of rare/fragile habitats and species. |  Likelihood | 8 | Work on site continues to mitigate the impact of extreme weather events, although this will be monitored over the summer. We accept this at the current level of risk. 22 Jun 2020 |  Likelihood | 8 | 01-Mar-2021 |  Constant |

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| Action no | Action description | Latest Note | | Action owner | Latest Note Date | Due Date |
|--------------|--|--|--|---|------------------|-------------|
| OSD TC 005 a | Review and update plan bi-annually. Fire management and monitoring policies and plans in place and link to staff training and local emergency services | This action is ongoing Site information/resources shared with emergency services. Plan reviewed in June 2018 is currently being revised by staff, on schedule. | | Allan Cameron; Martin Hartup; Andy Thwaites | 18-Jun-2020 | 01-Sep-2020 |
| OSD TC 005 b | Storm monitoring & management and closure policies across all sites linked to high staff awareness and training | The sites continue to monitor and respond to warnings of extreme weather. | | Allan Cameron; Martin Hartup; Andy Thwaites | 18-Jun-2020 | 01-Mar-2021 |
| OSd TC 005 c | Understanding of the potential impacts of climate change on the open spaces Engagement in climate change research and debate | Ongoing research and dialogue continues. Work on carbon sequestration is being progressed. | | Allan Cameron; Martin Hartup; Andy Thwaites | 18-Jun-2020 | 01-Mar-2021 |

Appendix 3 – The Commons Risk Register

| Risk no, title, creation date, owner | Risk Description (Cause, Event, Impact) | Current Risk Rating & Score | | Risk Update and date of update | Target Risk Rating & Score | | Target Date | Current Risk score change indicator |
|--|---|--|---|---|--|---|-------------|-------------------------------------|
| OSD TC 007 Rural Payment Agency Grants 10-Jun-2015 Andy Barnard | Causes: Amendments to EU ‘Common Agriculture Policy’ legislation/UK interpretation. Event: Reduction in direct grant available from the Rural Payments Agency (RPA) to deliver agricultural/conservation related services across the Division. Impact: Reduction or cessation of agricultural/conservation services. Reduction of income direct and indirect. Reduction/loss of biodiversity (legal implications); reductions in recreational access due to reduction/cessation of grazing activities. | <div> <div>Likelihood</div> <div>Impact</div> </div> | 8 | Forms are being drafted at present. Grant funding has been secured for Burnham Beeches, but not the other two sites. Risk remains at target level, but will be monitored. 18 Jun 2020 | <div> <div>Likelihood</div> <div>Impact</div> </div> | 8 | 01-Mar-2021 | Constant |

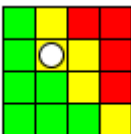
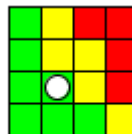

| Action no | Action description | Latest Note | | | Action owner | Latest Note Date | Due Date |
|--------------|---|--|--|--|---|------------------|-------------|
| OSD TC 007 a | Seek clarity/advice from RPA on the above Monitor review of latest RPA advice and procedures | Grant funding secured. Budget changes and political items being monitored. | | | Allan Cameron; Martin Hartup; Andy Thwaites | 22-Jun-2020 | 30-Mar-2021 |

Appendix 3 – The Commons Risk Register

| Risk no, title, creation date, owner | Risk Description (Cause, Event, Impact) | Current Risk Rating & Score | | Risk Update and date of update | Target Risk Rating & Score | | Target Date | Current Risk score change indicator |
|---|---|-----------------------------|---|--|----------------------------|---|-------------|-------------------------------------|
| OSD TC 009 Glider operations – Kenley Airfield (Proposed for Removal) 18-Nov-2016 Andy Barnard | Causes: Inadequate security measures, safe operating procedures (SOP) by RAF and Surrey Hills Gliding Club (SHGC) to prevent incursions on to airfield by members of the public during flying operations Event: Public incursion on to active airfield Impact: Death, injury, damage to corporate reputation, site closure, potential loss of HLF funding. | Likelihood | 6 | Risk to be closed down as work is complete. 30 Jan 2020 | Likelihood | 6 | 31-Oct-2019 | Constant |

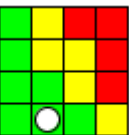
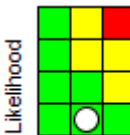

| Action no | Action description | Latest Note | | | Action owner | Latest Note Date | Due Date |
|--------------|---|-------------|--|--|--------------|------------------|-------------|
| OSD TC 009 b | Staff to note if safe operating procedures are in place and are being observed. | Ongoing. | | | Andy Barnard | 24-Jun-2019 | 31-Mar-2020 |

Appendix 3 – The Commons Risk Register

| Risk no, title, creation date, owner | Risk Description (Cause, Event, Impact) | Current Risk Rating & Score | | Risk Update and date of update | Target Risk Rating & Score | | Target Date | Current Risk score change indicator |
|--|---|--|---|---|---|---|-------------|---|
| OSD TC 010 Kenley Revival Project – Conservation Works 16-Apr-2019 Andy Barnard | Causes: Substandard works; materials failure; poor works specification, contract administration or workmanship. Event: Structural failure of conserved assets. Impact: Continuing deterioration of at risk heritage features; reputational damage; injury to person. |  Likelihood | 6 | Analysis of structural report is still being undertaken by consultants. Expected to complete within six months. Contractual issues have delayed remedial works. Target remains the same but due date moved to March 2021. 18 Jun 2020 |  Likelihood | 4 | 01-Mar-2021 |  Constant |

| Action no | Action description | Latest Note | | | Action owner | Latest Note Date | Due Date |
|--------------|--|---------------------|--|--|--------------|------------------|-------------|
| OSD TC 010 a | Develop and implement an action plan once analysis has been completed. | As per main update. | | | Andy Barnard | 18-Jun-2020 | 01-Mar-2021 |

Appendix 3 – The Commons Risk Register

| Risk no, title, creation date, owner | Risk Description (Cause, Event, Impact) | Current Risk Rating & Score | | Risk Update and date of update | Target Risk Rating & Score | | Target Date | Current Risk score change indicator |
|--|---|--|---|---|---|---|-------------|---|
| OSD TC 006 Pond Embankments, Burnham Beeches 10-Jun-2015 Andy Barnard | Causes: Erosion, inadequate design quality, lack of maintenance, leaks Event: Severe rainfall event resulting in overtopping of embankments, leading to erosion and potential collapse Impact: Loss of life. Damage to downstream land/property. Litigation. Damage to/loss of habitat and associated rare species. Reputational harm. |  Likelihood | 2 | Leak has been identified and fixed on one of the pond embankments, reducing this risk to score 2. We will continue to report on this risk even as it remains at low level, as it has potential to escalate again. 18 Jun 2020 |  Likelihood | 2 | 01-Mar-2021 |  Decreasing |

| Action no | Action description | Latest Note | | Action owner | Latest Note Date | Due Date |
|--------------|---|---|--|---------------|------------------|-------------|
| OSD TC 006 a | Project development work on pond embankments. | Project at The Commons remains a goal for the future. This does not fit the criteria for Corporate capital funding bids. Ongoing action to mitigate risk, to be updated as project moves forward. | | Martin Hartup | 22-Jun-2020 | 31-Dec-2022 |
| OSD TC 006 b | Ongoing monitoring and inspection works. | All water bodies are actively monitored by relevant authorities within the City to ensure they comply with legislation. | | Martin Hartup | 18-Jun-2020 | 31-Mar-2021 |

Appendix 4 –Epping Forest Risk Scores & Targets

Epping Forest Risks and Target Scores

| | | | | | |
|----------------------------------|---------------------|------------------|-------------------------------------|--|-------------------------------------|
| Likelihood | <i>Likely (4)</i> | | <i>EF 011</i> | EF 008 EF 012 EF 016 | |
| | <i>Possible (3)</i> | | <i>EF 001 EF 009 EF 013</i> | <i>EF 007 EF 008 EF 010 EF 012</i> | <i>EF 002 EF 004 EF 015</i> |
| | <i>Unlikely (2)</i> | | <i>EF 013</i> | <i>EF 003</i> | <i>EF 014 EF 015</i> |
| | <i>Rare (1)</i> | | | <i>EF 004 EF 014</i> | |
| OS EF Risks July 2020 | | <i>Minor (1)</i> | <i>Serious (2)</i> | <i>Major (4)</i> | <i>Extreme (8)</i> |
| | | Impact | | | |

Bold - Current Score
Italics - Target Score
Bold Italics - Current & Target Score Aligned

Risk Reference:

- EF 001 Increase in Health and Safety Incidents/Catastrophic Health & Safety failure
- EF 002 Decline in Assets Condition
- EF 003 Declining Site of Special Scientific Interest (SSSI)/Special Area of Conservation (SAC) Condition
- EF 004 Raised Reservoirs
- EF 007 Pathogens
- EF 008 Invasive Non-Native Species (INNS)
- EF 009 Severe Weather Events
- EF 010 Development Consents close to Forest Land
- EF 011 Wanstead Park – Heritage at Risk Register
- EF 012 Loss of Forest Land and/or Concession of Prescriptive Rights
- EF 013 Loss of Knowledge in Skilled Staff/Difficulties in Recruitment
- EF 014 Major Incident Resulting in Prolonged ‘Access Denial’
- EF 015 Public Behaviour
- EF 016 Financial Management and Loss of Income

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Appendix 5 – The Commons Risk Scores & Targets
The Commons Risks and Target Scores

| | | | | | |
|-----------------------------------|---------------------|------------------|---|---|--------------------|
| Likelihood | <i>Likely (4)</i> | | <i>TC 007</i> | TC 004 | |
| | <i>Possible (3)</i> | | <i>TC 004</i> <i>TC 009</i> <i>TC 010</i> | TC 001 TC 002 TC 012 | TC 011 |
| | <i>Unlikely (2)</i> | | <i>TC 010</i> <i>TC 011</i> <i>TC 012</i> | <i>TC 001</i> <i>TC 005</i> | |
| | <i>Rare (1)</i> | | <i>TC 006</i> | | |
| OSD TC Risks July 2020 | | <i>Minor (1)</i> | <i>Serious (2)</i> | <i>Major (4)</i> | <i>Extreme (8)</i> |
| | | Impact | | | |

Bold - Current Score
Italics - Target Score
Bold Italics - Current & Target Score Aligned

Risk Reference:

- TC 001 Health and Safety Failure
- TC 002 Local Planning Issues
- TC 004 Tree Diseases and Other Pests
- TC 005 Climate and Weather
- TC 006 Pond Embankments, Burnham Beeches
- TC 007 Rural Payment Agency Grants
- TC 009 Glider Operations – Kenley Airfield
- TC 010 Kenley Revival Project – Conservation Works
- TC 011 Riddlesdown Quarry
- TC 012 Farthing Downs Cattle Grid

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Appendix 6 – Risk History Report

OSD EF & TC Risk History Report















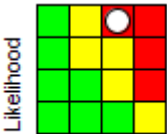



Generated on: 19 June 2020



Rows are sorted by Risk Score

| Code | Title | Creation Date | Risk Level Description | Risk Category Description | Current Risk Matrix | Current Risk Score | Target risk score rating | Target Risk Score | Recent Reviews | Risk Score | Historical Status | Likelihood | Impact | Flight path |
|-----------------------|-----------------------------|---------------|------------------------|---------------------------|---------------------|--------------------|--------------------------|-------------------|----------------|------------|-------------------|------------|---------|-------------|
| Page 59 OSD EF 002 | Decline in Assets condition | 19-Aug-2015 | Service | Environmental | | 24 | | 24 | 17-Jun-2020 | 24 | | Possible | Extreme | |
| | | | | | | | | | 24-Jun-2019 | 24 | | Possible | Extreme | |
| | | | | | | | | | 15-Apr-2019 | 24 | | Possible | Extreme | |
| | | | | | | | | | 15-Feb-2019 | 24 | | Possible | Extreme | |
| | | | | | | | | | 23-Aug-2018 | 24 | | Possible | Extreme | |
| OSD EF 004 | Raised Reservoirs | 19-Aug-2015 | Service | Environmental | | 24 | | 4 | 17-Jun-2020 | 24 | | Possible | Extreme | |
| | | | | | | | | | 24-Jun-2019 | 24 | | Possible | Extreme | |
| | | | | | | | | | 15-Apr-2019 | 24 | | Possible | Extreme | |





















Appendix 6 – Risk History Report

| Code | Title | Creation Date | Risk Level Description | Risk Category Description | Current Risk Matrix | Current Risk Score | Target risk score rating | Target Risk Score | Recent Reviews | Risk Score | Historical Status | Likelihood | Impact | Flight path |
|------------|--|---------------|------------------------|---------------------------|--|--------------------|---|-------------------|----------------|------------|---|------------|---------|-------------|
| | | | | | | | | | 23-Aug-2018 | 24 |  | Possible | Extreme | |
| | | | | | | | | | 28-Mar-2018 | 24 |  | Possible | Extreme | |
| OSD EF 015 | Public behaviour | 19-Aug-2015 | Service | Legal |  | 24 |  | 16 | 19-Jun-2020 | 24 |  | Possible | Extreme | |
| | | | | | | | | | 24-Jun-2019 | 8 |  | Rare | Extreme | |
| | | | | | | | | | 15-Apr-2019 | 8 |  | Rare | Extreme | |
| | | | | | | | | | 15-Feb-2019 | 8 |  | Rare | Extreme | |
| | | | | | | | | | 23-Aug-2018 | 8 |  | Rare | Extreme | |
| OSD EF 008 | Invasive Non Native Species (INNS) | 19-Aug-2015 | Service | Environmental |  | 16 |  | 12 | 17-Jun-2020 | 16 |  | Likely | Major | |
| | | | | | | | | | 24-Jun-2019 | 16 |  | Likely | Major | |
| | | | | | | | | | 03-May-2019 | 16 |  | Likely | Major | |
| | | | | | | | | | 15-Feb-2019 | 16 |  | Likely | Major | |
| | | | | | | | | | 23-Aug-2018 | 16 |  | Likely | Major | |
| OSD EF 012 | Loss of Forest Land and/or concession of | 19-Aug-2015 | Service | Environmental |  | 16 |  | 12 | 17-Jun-2020 | 16 |  | Likely | Major | |
| | | | | | | | | | 24-Jun-2019 | 16 |  | Likely | Major | |

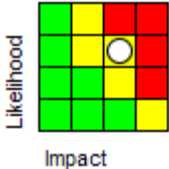







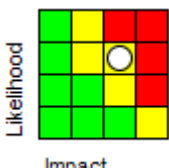







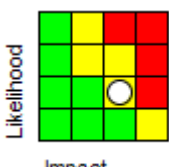






Appendix 6 – Risk History Report

| Code | Title | Creation Date | Risk Level Description | Risk Category Description | Current Risk Matrix | Current Risk Score | Target risk score rating | Target Risk Score | Recent Reviews | Risk Score | Historical Status | Likelihood | Impact | Flight path |
|------------|---|---------------|------------------------|---------------------------|---------------------|--------------------|--------------------------|-------------------|----------------|------------|-------------------|------------|---------|-------------|
| | prescriptive rights | | | | | | | | 15-Apr-2019 | 16 | | Likely | Major | |
| | | | | | | | | | 15-Feb-2019 | 16 | | Likely | Major | |
| | | | | | | | | | 23-Aug-2018 | 16 | | Likely | Major | |
| OSD EF 014 | Major Incident resulting in prolonged 'Access Denial' | 19-Aug-2015 | Service | Environmental | | 16 | | 4 | 19-Jun-2020 | 16 | | Unlikely | Extreme | |
| | | | | | | | | | 24-Jun-2019 | 8 | | Rare | Extreme | |
| | | | | | | | | | 15-Apr-2019 | 8 | | Rare | Extreme | |
| | | | | | | | | | 15-Feb-2019 | 8 | | Rare | Extreme | |
| | | | | | | | | | 23-Aug-2018 | 8 | | Rare | Extreme | |
| OSD EF 016 | Financial management and loss of income | 18-May-2016 | Service | Economic | | 16 | | 16 | 19-Jun-2020 | 16 | | Likely | Major | |
| | | | | | | | | | 24-Jun-2019 | 16 | | Likely | Major | |
| | | | | | | | | | 15-Apr-2019 | 16 | | Likely | Major | |
| | | | | | | | | | 15-Feb-2019 | 16 | | Likely | Major | |
| | | | | | | | | | 23-Aug-2018 | 16 | | Likely | Major | |
| OSD TC | Tree Diseases | 10-Jun-2015 | Service | Environmental | | 16 | | 6 | 18-Jun-2020 | 16 | | Likely | Major | |


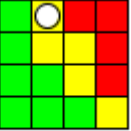






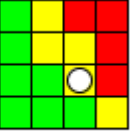






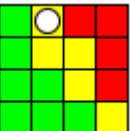




Appendix 6 – Risk History Report

| Code | Title | Creation Date | Risk Level Description | Risk Category Description | Current Risk Matrix | Current Risk Score | Target risk score rating | Target Risk Score | Recent Reviews | Risk Score | Historical Status | Likelihood | Impact | Flight path |
|------------|---|---------------|------------------------|---------------------------|--|--------------------|--|-------------------|----------------|------------|---|------------|--------|--|
| 004 | and Other Pests | | | tal | | | | | 30-Jan-2020 | 16 |  | Likely | Major | |
| | | | | | | | | | 24-Jun-2019 | 16 |  | Likely | Major | |
| | | | | | | | | | 15-Apr-2019 | 16 |  | Likely | Major | |
| | | | | | | | | | 23-Aug-2018 | 16 |  | Likely | Major | |
| OSD EF 007 | Pathogens | 19-Aug-2015 | Service | Environmen tal |  | 12 |  | 12 | 17-Jun-2020 | 12 |  | Possible | Major |  |
| | | | | | | | | | 24-Jun-2019 | 12 |  | Possible | Major | |
| | | | | | | | | | 15-Apr-2019 | 12 |  | Possible | Major | |
| | | | | | | | | | 15-Feb-2019 | 12 |  | Possible | Major | |
| | | | | | | | | | 23-Aug-2018 | 16 |  | Likely | Major | |
| OSD EF 010 | Development Consents close to Forest Land | 19-Aug-2015 | Service | Environmen tal |  | 12 |  | 12 | 17-Jun-2020 | 12 |  | Possible | Major |  |
| | | | | | | | | | 24-Jun-2019 | 16 |  | Likely | Major | |
| | | | | | | | | | 15-Apr-2019 | 16 |  | Likely | Major | |
| | | | | | | | | | 15-Feb-2019 | 16 |  | Likely | Major | |
| | | | | | | | | | 23-Aug-2018 | 16 |  | Likely | Major | |

Appendix 6 – Risk History Report

| Code | Title | Creation Date | Risk Level Description | Risk Category Description | Current Risk Matrix | Current Risk Score | Target risk score rating | Target Risk Score | Recent Reviews | Risk Score | Historical Status | Likelihood | Impact | Flight path |
|------------|---|---------------|------------------------|---------------------------|--|--------------------|---|-------------------|----------------|------------|---|------------|---------|---|
| OSD TC 001 | Health and Safety Failure | 09-Jun-2015 | Service | Health and Safety |  | 12 |  | 8 | 18-Jun-2020 | 12 |  | Possible | Major |  |
| | | | | | | | | | 30-Jan-2020 | 12 |  | Possible | Major | |
| | | | | | | | | | 24-Jun-2019 | 8 |  | Unlikely | Major | |
| | | | | | | | | | 15-Apr-2019 | 8 |  | Unlikely | Major | |
| | | | | | | | | | 23-Aug-2018 | 6 |  | Possible | Serious | |
| OSD TC 002 | Local Planning Issues | 09-Jun-2015 | Service | Legislative |  | 12 |  | 12 | 18-Jun-2020 | 12 |  | Possible | Major |  |
| | | | | | | | | | 30-Jan-2020 | 12 |  | Possible | Major | |
| | | | | | | | | | 24-Jun-2019 | 12 |  | Possible | Major | |
| | | | | | | | | | 15-Apr-2019 | 12 |  | Possible | Major | |
| | | | | | | | | | 23-Aug-2018 | 12 |  | Possible | Major | |
| OSD EF 003 | Declining Site of Special Scientific Interest (SSSI)/Special Area of Conservation | 19-Aug-2015 | Service | Environmental |  | 8 |  | 8 | 17-Jun-2020 | 8 |  | Unlikely | Major |  |
| | | | | | | | | | 24-Jun-2019 | 12 |  | Possible | Major | |
| | | | | | | | | | 15-Apr-2019 | 12 |  | Possible | Major | |
| | | | | | | | | | 15-Feb-2019 | 12 |  | Possible | Major | |











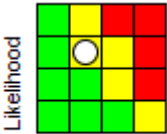





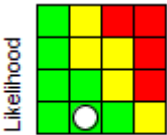



Appendix 6 – Risk History Report

| Code | Title | Creation Date | Risk Level Description | Risk Category Description | Current Risk Matrix | Current Risk Score | Target risk score rating | Target Risk Score | Recent Reviews | Risk Score | Historical Status | Likelihood | Impact | Flight path |
|------------|---|---------------|------------------------|---------------------------|--|--------------------|---|-------------------|----------------|------------|---|------------|---------|-------------|
| | (SAC) Condition | | | | | | | | 23-Aug-2018 | 12 |  | Possible | Major | |
| OSD EF 011 | Wanstead Park – Heritage at Risk Register | 19-Aug-2015 | Service | Environmental |  | 8 |  | 8 | 19-Jun-2020 | 8 |  | Likely | Serious | |
| | | | | | | | | | 24-Jun-2019 | 8 |  | Likely | Serious | |
| | | | | | | | | | 15-Apr-2019 | 8 |  | Likely | Serious | |
| | | | | | | | | | 23-Aug-2018 | 8 |  | Likely | Serious | |
| | | | | | | | | | 30-Aug-2017 | 8 |  | Likely | Serious | |
| OSD TC 005 | Climate and Weather | 10-Jun-2015 | Service | Environmental |  | 8 |  | 8 | 18-Jun-2020 | 8 |  | Unlikely | Major | |
| | | | | | | | | | 31-Oct-2019 | 8 |  | Unlikely | Major | |
| | | | | | | | | | 24-Jun-2019 | 8 |  | Unlikely | Major | |
| | | | | | | | | | 23-Aug-2018 | 8 |  | Unlikely | Major | |
| | | | | | | | | | 21-Nov-2016 | 12 |  | Possible | Major | |
| OSD TC 007 | Rural Payment Agency Grants | 10-Jun-2015 | Service | Environmental |  | 8 |  | 8 | 18-Jun-2020 | 8 |  | Likely | Serious | |
| | | | | | | | | | 30-Jan-2020 | 8 |  | Likely | Serious | |
| | | | | | | | | | 24-Jun-2019 | 16 |  | Likely | Major | |




Appendix 6 – Risk History Report

| Code | Title | Creation Date | Risk Level Description | Risk Category Description | Current Risk Matrix | Current Risk Score | Target risk score rating | Target Risk Score | Recent Reviews | Risk Score | Historical Status | Likelihood | Impact | Flight path |
|------------|--|---------------|------------------------|---------------------------|---------------------|--------------------|--------------------------|-------------------|----------------|------------|-------------------|------------|---------|-------------|
| | | | | | | | | | 15-Apr-2019 | 16 | | Likely | Major | |
| | | | | | | | | | 23-Aug-2018 | 16 | | Likely | Major | |
| OSD EF 001 | Increase in Health and Safety incidents/Catastrophic Health & Safety failure | 19-Aug-2015 | Service | Health and Safety | | 6 | | 6 | 17-Jun-2020 | 6 | | Possible | Serious | |
| | | | | | | | | | 24-Jun-2019 | 8 | | Likely | Serious | |
| | | | | | | | | | 15-Apr-2019 | 8 | | Likely | Serious | |
| | | | | | | | | | 15-Feb-2019 | 8 | | Likely | Serious | |
| | | | | | | | | | 23-Aug-2018 | 8 | | Likely | Serious | |
| OSD EF 009 | Severe Weather Events | 19-Aug-2015 | Service | Environmental | | 6 | | 6 | 17-Jun-2020 | 6 | | Possible | Serious | |
| | | | | | | | | | 24-Jun-2019 | 6 | | Possible | Serious | |
| | | | | | | | | | 15-Apr-2019 | 6 | | Possible | Serious | |
| | | | | | | | | | 15-Feb-2019 | 6 | | Possible | Serious | |
| | | | | | | | | | 23-Aug-2018 | 6 | | Possible | Serious | |
| OSD EF 013 | Loss of knowledge in skilled | 19-Aug-2015 | Service | Competitive | | 6 | | 4 | 19-Jun-2020 | 6 | | Possible | Serious | |
| | | | | | | | | | 24-Jun-2019 | 6 | | Possible | Serious | |

Appendix 6 – Risk History Report

| Code | Title | Creation Date | Risk Level Description | Risk Category Description | Current Risk Matrix | Current Risk Score | Target risk score rating | Target Risk Score | Recent Reviews | Risk Score | Historical Status | Likelihood | Impact | Flight path |
|------------|--|---------------|------------------------|---------------------------|--|--------------------|---|-------------------|----------------|------------|---|------------|---------|-------------|
| | staff/Difficulties in recruitment | | | | | | | | 15-Apr-2019 | 6 |  | Possible | Serious | |
| | | | | | | | | | 15-Feb-2019 | 6 |  | Possible | Serious | |
| | | | | | | | | | 23-Aug-2018 | 6 |  | Possible | Serious | |
| OSD TC 009 | Glider operations – Kenley Airfield (Proposed for Removal) | 18-Nov-2016 | Service | Physical |  | 6 |  | 6 | 30-Jan-2020 | 6 |  | Possible | Serious | |
| | | | | | | | | | 24-Jun-2019 | 6 |  | Possible | Serious | |
| | | | | | | | | | 15-Apr-2019 | 6 |  | Possible | Serious | |
| | | | | | | | | | 23-Aug-2018 | 6 |  | Possible | Serious | |
| | | | | | | | | | 19-Apr-2017 | 6 |  | Possible | Serious | |
| OSD TC 010 | Kenley Revival Project – Conservation Works | 16-Apr-2019 | Service | Environmental |  | 6 |  | 4 | 18-Jun-2020 | 6 |  | Possible | Serious | |
| | | | | | | | | | 30-Jan-2020 | 6 |  | Possible | Serious | |
| | | | | | | | | | 24-Jun-2019 | 6 |  | Possible | Serious | |
| | | | | | | | | | 16-Apr-2019 | 6 |  | Possible | Serious | |
| OSD TC 006 | Pond Embankments, Burnham | 10-Jun-2015 | Service | Physical |  | 2 |  | 2 | 18-Jun-2020 | 2 |  | Rare | Serious | |
| | | | | | | | | | 24-Jun-2019 | 4 |  | Unlikely | Serious | |

Appendix 6 – Risk History Report

| Code | Title | Creation Date | Risk Level Description | Risk Category Description | Current Risk Matrix | Current Risk Score | Target risk score rating | Target Risk Score | Recent Reviews | Risk Score | Historical Status | Likelihood | Impact | Flight path |
|------|---------|---------------|------------------------|---------------------------|---------------------|--------------------|--------------------------|-------------------|----------------|------------|---|------------|---------|-------------|
| | Beeches | | | | | | | | 15-Apr-2019 | 4 |  | Unlikely | Serious | |
| | | | | | | | | | 23-Aug-2018 | 4 |  | Unlikely | Serious | |
| | | | | | | | | | 29-Mar-2017 | 4 |  | Unlikely | Serious | |

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Appendix 7 – COVID-19 Risks Relevant to EFCC

Covid-19 Public Services Silver Group – Risks and Actions Relevant to EFCC

Report Author: Martin Falder

Generated on: 22 June 2020



Department Description Director of Open Spaces

| Risk no, Title, Creation date, Owner | Risk Description (Cause, Event, Impact) | Current Risk Rating & Score | | Risk Update and date of update | Target Risk Rating & Score | | Target Date | Current Risk score change indicator |
|---|--|-----------------------------|----|---|----------------------------|----|-------------|-------------------------------------|
| COVID19 SGPS Health and Safety of Visitors and Staff (OSD) | <p>Cause: Open Spaces have become essential services during the pandemic as they have been asked to remain open by the government. In the absence of other forms of recreation, public pressure on open spaces has increased significantly, and with staff numbers impacted by the virus, BAU health & safety works become more difficult to deliver and more important than ever.</p> <p>Event: Significant health and safety event at one of our sites (including but not limited to: flood, fire, tree disease leading to collapse, and drowning in open water bodies). Alternatively, the closure or cessation of critical services due to H&S concerns which cannot be properly addressed due to pressure on staff.</p> <p>Impact: Personal injury or death of a member of the public or staff; reputational impact; legal repercussions; cessation of critical service; site closures.</p> | Likelihood Impact | 12 | <p>This is a blanket health and safety risk intended to cover the threat COVID-19 poses to health & safety related work which takes place at our sites; for further information on the specifics of this work, please see local Open Spaces risk registers.</p> <p>Staffing levels are down due to self-isolation, sickness, and shielding orders, increasing the pressure on remaining staff to deliver critical H&S work. At present this is being delivered at a steady state with reduced staffing.</p> <p>Sites are reaching a steady state and preparing for recovery phase, but service in certain areas (i.e. summer opening times) is expected to be</p> | Likelihood Impact | 12 | 04-Jul-2020 | |

Appendix 7 – COVID-19 Risks Relevant to EFCC

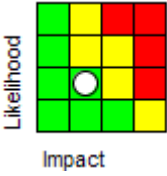
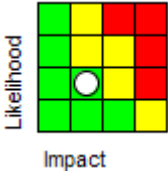

| | | | | | | | | |
|------------------------------|--|--|--|---|--|--|--|----------|
| 29-Apr-2020 Colin Buttery | | | | <p>impacted.</p> <p>Target date to maintain current risk level is 4th July, in line with what's expected to be the next governmental lockdown review day.</p> <p>09 Jun 2020</p> | | | | Constant |
|------------------------------|--|--|--|---|--|--|--|----------|

| Action no, Title, | Action description | Latest Note | Action owner | Latest Note Date | Due Date |
|---|--|---|--------------|------------------|-------------|
| CVD19 SGPS 30 002 The Commons Actions | Actions undertaken at the Commons to maintain key H&S works. | <p>Public H&S work continues.</p> <ul style="list-style-type: none"> • Social distancing messages erected and reviewed/renewed. Latest renewal 15 May • Car parks closed to reduce risk of incident Reopened WWCC Friday 15th May. Early evening closures where required. Reopened at BB Monday 18th May • At BB, cafe is open for takeaway, toilets closed to reduce risk of incident • Equipment inspections have continued as required so far – changes and relaxations of legal obligations are being monitored. CSD/Skanska have postponed some electric/boiler inspections. • Fleet and equipment checks continue 'in-house' • OPM work (nest removal) discussion ongoing with term contractor. • Risk assessments and SSOWs revised and circulated in light of COVID-19 risks – particularly re provision and use of PPE. Procurement of necessary PPE and cleaning material needs identified. Cleaning contract standards and frequency remain a concern and is being monitored. | Andy Barnard | 09-Jun-2020 | 04-Jul-2020 |
| CVD19 SGPS 30 003 Epping Forest Actions | Actions undertaken at Epping Forest to maintain key H&S works. | <ul style="list-style-type: none"> • Public H&S work continues. <p>Golf reopened following changes to Government guidelines – with strict limits to promote Social Distancing. Other sports facilities are monitored by staff undertaking basic maintenance to deter informal play. Goal posts removed, line marking ceased and flags removed.</p> <p>One-way systems being implemented at honey pot areas to reduce risk of overcrowding/incident.</p> <p>Larger double-gated car parks have reopened as well as manageable overspill parking. Highways partner organisations (NEPP) have introduced red-line scheme in High Beach which</p> | Paul Thomson | 09-Jun-2020 | 04-Jul-2020 |

Appendix 7 – COVID-19 Risks Relevant to EFCC

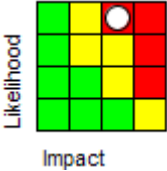
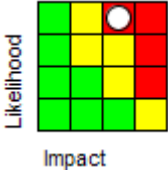

| | | | | | |
|--|--|---|--|--|--|
| | | <p>is leading to a high level of customer contacts.</p> <p>Mothballed buildings being monitored for legionella risk with flushing regimes being reassessed.</p> <p>OPM work continues with survey for nests planned in mid to late June with a revised methodology to reduce costs but cover same areas of risk</p> <p>Equipment inspections have continued as required so far – changes and relaxations of legal obligations are being monitored. CSD/Skanska have postponed some electric/boiler inspections.</p> <p>6monthly vehicle service and inspections are continuing in-house. Where parts are becoming more difficult to procure (close of manufacture), items are being quarantined</p> <p>Risk assessments revised in light of COVID-19 risks – particularly wrt to provision and use of PPE. Procurement of necessary PPE and cleaning products remains a concern and is being monitored daily.</p> | | | |
|--|--|---|--|--|--|

Appendix 7 – COVID-19 Risks Relevant to EFCC

| Risk no, Title, Creation date, Owner | Risk Description (Cause, Event, Impact) | Current Risk Rating & Score | | Risk Update and date of update | Target Risk Rating & Score | | Target Date | Current Risk score change indicator |
|--|---|--|---|---|---|---|-------------|---|
| CVD19 SGPS 31 Care and Husbandry of Animals Across the Estate (OSD) 29-Apr-2020 Colin Buttery | Cause: Open Spaces has a variety of livestock and other animals in captivity which require care from specialist staff. Event: COVID-19 related issues lead to loss of specialist staff, preventing us from being able to care for these animals correctly. Impact: Loss of livestock; reputational impact; failure of critical service. |  | 4 | Item moved to green as this is now being managed and is not currently considered a major risk by our divisions. Target date set to October, and if it remains at green, we anticipate closing down this risk. 09 Jun 2020 |  | 4 | 01-Oct-2020 |  Decreasing |

| Action no, Title, | Action description | Latest Note | | Action owner | Latest Note Date | Due Date |
|--|---|--|--|--------------|------------------|-------------|
| CVD19 SGPS 31 001 The Commons Actions | Actions undertaken at the Commons to ensure delivery of essential duties. | <ul style="list-style-type: none"> • Livestock work continues. • Animal welfare is being maintained daily • Livestock grazing on sites as far as safely and reasonably practicable • Access to local vets is available • Food, bedding etc is available through existing suppliers. | | Andy Barnard | 09-Jun-2020 | 01-Oct-2020 |
| CVD19 SGPS 31 002 Epping Forest Actions | Actions undertaken at Epping Forest to ensure delivery of essential duties. | <ul style="list-style-type: none"> • Livestock work continues. Duty rota continues to ensure 7-day cover remains unchanged. | | Andy Barnard | 09-Jun-2020 | 01-Oct-2020 |

Appendix 7 – COVID-19 Risks Relevant to EFCC

| Risk no, Title, Creation date, Owner | Risk Description (Cause, Event, Impact) | Current Risk Rating & Score | | Risk Update and date of update | Target Risk Rating & Score | | Target Date | Current Risk score change indicator |
|---|---|--|----|--|---|----|-------------|---|
| CVD19 SGPS 32 Income Generation and Financial Management (OSD) 29 Apr-2020 Colin Buttery | Cause: COVID-19 has led to closure or deferral of many of the income-generating aspects of our business, as well as the incursion of significant additional costs. In combination with existing financial pressures, we are likely to run significantly overbudget. Event: Significant overspend due to underachievement of expected income. Impact: Financial impact, potentially leading to permanent cessation of services. High likelihood of requiring additional financial support from the corporate centre. |  Likelihood Impact | 16 | Target of maintaining the risk at current level, rather than escalating, was achieved for 1st June. Target date for review now moved to September. We are not able to moderate the risk at this time, and therefore the current and target risk will remain the same. This risk should be cross-referenced with CVD19 SG BE 09: Loss of Income (Culture) . Tower Bridge is at risk of losing around £500k per month. 09 Jun 2020 |  Likelihood Impact | 16 | 01-Sep-2020 |  Constant |

| Action no, Title, | Action description | Latest Note | | Action owner | Latest Note Date | Due Date |
|--|--|---|--|---------------|------------------|-------------|
| CVD19 SGPS 32 001 Departmental Actions | Departmental overview of actions taken to help mitigate this risk. | <ul style="list-style-type: none"> Working closely with Chamberlains to monitor budget lines and keep them informed as financial situation develops. Predictions on loss of income being worked up to aid longer term decision making, including rentals, sports provision, catering and retail. Tower Bridge due for reopening 4 July, with various financial scenarios forecasted based on reduced visitor capacity in order to ensure social distancing. Estimated to reduce £500k/month loss to £250k/month loss. | | Colin Buttery | 09-Jun-2020 | 04-Jul-2020 |

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|--|------------------|
| Committees: | Dates: |
| Epping Forest & Commons | 6 July 2020 |
| Open Spaces & City Gardens | 14 July 2020 |
| West Ham Park | 14 July 2020 |
| Hampstead Heath, Highgate Wood & Queens Park | 9 September 2020 |
| Subject: Open Spaces Departmental Business Plan 2019/20 – Year End performance report | Public |
| Report of: Colin Buttery – Director, Open Spaces | For information |
| Report author: Gerry Kiefer, Open Spaces | |

Summary

This report provides Members with a review of the Open Spaces Department's delivery of its 2019/20 Business Plan. The report provides examples of some of the activities the Department undertook which helped achieve the Department's three top line objectives: 'Open Spaces and Historic Sites are Thriving and Accessible', 'Spaces Enrich People's Lives' and 'Business Practices are Responsible and Sustainable'.

The report identifies the level of achievement against performance measures with only one performance measure not achieved. Financially the services that report through the Open Spaces Committees have managed their income and expenditure well with only a small net underspend mainly due to goods not received due to COVID19 and for which carry forward requests have been made. The income generation target of £4.7M was overachieved by 2%.

Recommendation

Members are asked to:

- Note the report

Main Report

Background

1. The Open Spaces & City Gardens Committee approved the Departmental Business Plan 2019/20 (Appendix 2) on 8 April 2019.
2. The Department's Vision is: *we enrich people's lives by enhancing and providing access to ecologically diverse open spaces and outstanding heritage assets across London and beyond.*
3. The Business Plan identified three main objectives under which sit twelve outcomes which are set out on page one of the Business Plan (Appendix 2)

Current Position

4. Detailed information about achievements and performance in relation to services which sit outside the responsibility of Open Spaces Committees will be reported separately.

Delivering our Objectives and Outcomes

5. The business plan identified several departmental activities that would help achieve the Departments three top line objectives. Key areas of progress or completion of these activities are listed below.

Open spaces and historic sites are thriving and accessible

- Cusdoldon Common and the London Borough of Croydon's Happy Valley were declared a new National Nature Reserve in July
- Members agreed the ten-year Burnham Beeches Management Plan and the Epping Forest Strategy and Management plans.
- Provision of full ULEZ compliant fleet within City Gardens and several electric All Terrain Vehicles purchased to replace diesel vehicles across the Department.
- Significant influence with local planning authorities relating to numerous strategic planning documents and planning applications.
- New interpretation signage installed for the Kenley Revival Project

Spaces Enrich People's lives

- West Ham Park playground proposal supported by RASC for 70% capital funding. Public consultation on the detailed design carried out March 2020. Submitted Stage 2 London Marathon Trust funding application.
- Planning Applications submitted for improvements at the Vale, Preachers Hill and Adventure Playgrounds at Hampstead Heath.
- Improvement projects at St Bartholomew the Great and St Dunstan in the West were completed in the square mile.
- Sense and the Outdoor Society partnered to create a sensory walking guide for Golders Hill Park.
- Three new mobility scooters with increased off-road capability were introduced to the free hire scheme at Hampstead Heath.
- 4,540 visits from local schools to the Wild Schools Programme at West Ham Park, enhancing teachers understanding of nature to the curriculum and pupils' enjoyment of nature and 'the outside'.
- West Ham Parks wildlife garden hosted regular sessions for a school for children with autism and Special Educational Needs & Disability (SEND) students,
- 30th anniversary celebrations held at Hampstead Heath and various events held in Epping Forest as part of Waltham Forest London Borough of Culture programme.

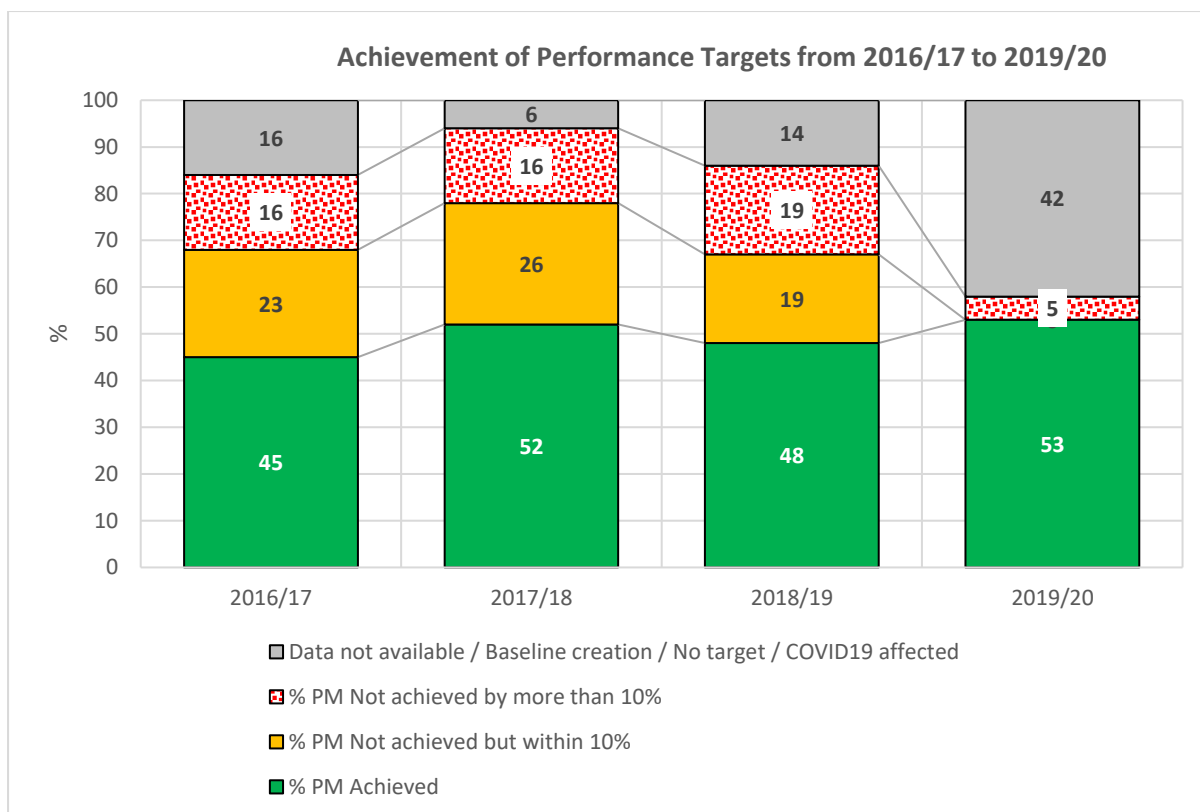
Business practices are responsible and sustainable

- Detailed Fundamental Review submission made to RASC.
- Five capital funding bids supported by RASC and a sixth agreed in principle but to be resubmitted in July.

- Green Spaces & the Natural Environment' grant aid scheme revised and £120k of awards were granted to eleven organisations.
- West Ham Park former nursery site was approved to Gateway 4 at Committee in October 2019. The project will seek to develop residential accommodation on half of the nursery site, with the remainder forming new additional parkland. A public briefing was held in December and discussion with the Charity Commission is ongoing.
- Finsbury Circus reinstatement proposal supported by RASC for capital funding.
- Completed the review of swimming at Hampstead Heath and in March, members agreed the subsidy level for swimming at the Lido and Ponds.
- Completed the investigation into the history and future sustainable uses of Warren House
- Several lodges at Epping Forest now let as Assured Shorthold Tenancies and refurbishment of lodge for 'holiday let' near completion.
- Committee approved hosting of a new four-day fairground event in West Ham Park to generate additional income and attract new audiences.
- Eco Café at Burnham Beeches introduced, and Hampstead Heath Extension Annex Room approved for tendering as a refreshment kiosk
- Procurement of cashless parking management system and development of car parking charge infrastructure progressed at The Commons
- More effective use of IT and technology means many more meetings held with officers attending 'virtually' to reduce travel and 'working from home where possible' implemented successfully in March in response to COVID19 and Government instruction.
- New mobile app has been trialled and rolled out to the entire team at City Gardens. The app allows staff to complete a checklist of tasks whilst out on site, logging the task and the time it was completed, and allowing for the reporting of faults and incidents, thereby negating the need for paper copy forms back at the office.
- Procurement of new tree management software is delivering an improved system.

Performance Measures

6. Only one measure was not achieved this year and ten measures were achieved or exceeded. Eight measures are either establishing baselines in 2019/20 or the measure is more general with a commentary update, data is still missing or COVID19 stopped external accreditation from taking place.
7. The table below shows the percentage of performance targets relevant to the Open Spaces Committees that were achieved or missed, over the last four years. The actual items that were being measured will have varied slightly over this period, but it provides a general picture.



9. Areas where we achieved our targets include:

- Hours of tennis court usage was 6% over target due to the doubling in court hours at West Ham Park with the introduction of new membership passes for households, increased tennis coaching, tournaments and events.
- We have significantly influenced planning authorities by reviewing and commenting on planning applications (referenced regularly in Superintendents' updates) and influencing strategic planning documents, mitigation strategies and S106 arrangements.
- Net expenditure had a slight underspend and income generation was 2% over target (see paragraphs 12 to 14)
- 89% of health and safety accidents were investigated within the 28-day corporate timeframe – the target was 85%,
- We retained our 15 Green Flag and 13 Green Heritage accreditations.
- Participation in the learning programme's activities resulted in improvement in all learning impact areas: understanding, confidence, nature connection, wellbeing and involvement.

10. Areas where we did not reach our targets include:

- Web pages visits only achieved 74% of its target due to a functionality problem that occurred between May and September which prevented Android phones from accessing the City Corporation website and there was restricted appearance of Open Spaces webpages on Google Searches. This was reported to Committees at the 6-month review.
- The number of volunteer hours – this was to a small degree due to cessation of all volunteering activity in mid-March due to COVID19 but overall numbers

are down and officers are looking into the reasons for this. Data for Epping was not able to be provided at the time of writing this report.

- Visitor attraction numbers across the Department were below target mainly due to closure of facilities in mid-March due to COVID19.

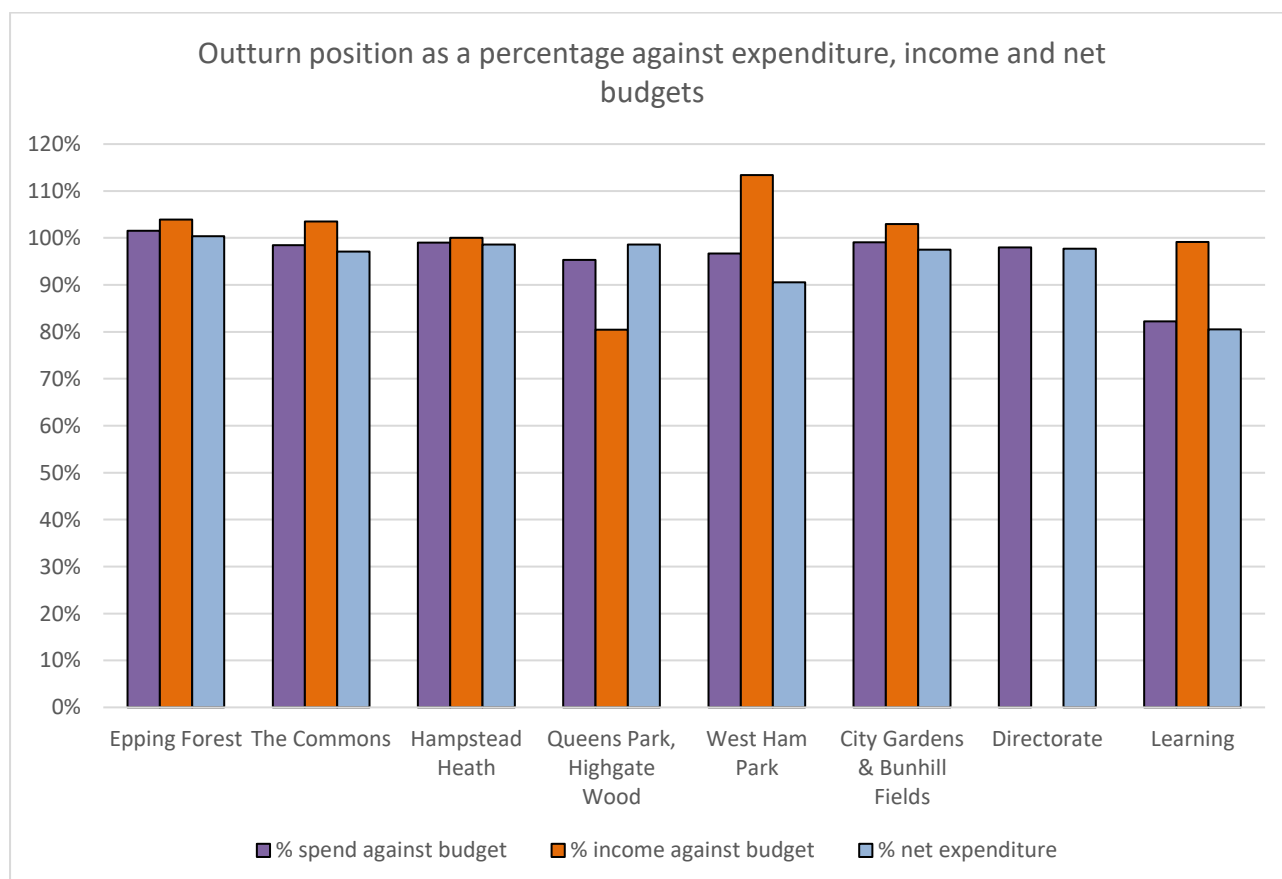
11. The list of performance measures as they relate to this Committee including the results and targets for 2019/20 and for comparison (where applicable), our performance in 2018/19, is contained within appendix 1.

Financial Performance

12. Open Spaces achieved its two financial performance measures: net expenditure and income generated.

- The **net expenditure outturn position** for the Open Spaces City Fund and City Cash budgets reporting to the various Open Spaces Committees, was a £307k (2%) underspend from a total net local risk budget of £13million. Towards year end, several supplies and services which had been ordered earlier in the year were not delivered or provided due to COVID19. This varied from tractors and trailers, irrigation storage tanks, grounds maintenance supplies and specialist audits. We have requested £214k carry forward for COVID19 undelivered supplies and services.
- The **total income outturn position** was £4,862,302 which is £88k (2%) above target.

13. The table below shows the outturn positions as a percentage of the budgeted expenditure, income and net position.



14. The information below details the outturn position against budget, by City Fund and City's Cash:

- **City Fund (CF)** – spent 99% of its local risk expenditure budget and achieved 103% of its local risk income target. Thus, its overall net position was 3% (£18k) underspent which was due to items having been ordered but were not received due to COVID19. A carry forward in addition to the COVID19 related underspend has been made for the purchase of a small electric tipper vehicle to start phasing the City Gardens fleet away from euro 6 diesel to electric. This carry forward request is still to be confirmed.
- **City's Cash (CC)** – spent 99% of its local risk expenditure budget and achieved 102% of its local risk income target. Thus, its overall net position was 2% (£196k) underspent. A carry forward request for £196k has been made for this COVID19 related underspend. This carry forward request is still to be confirmed.

15. More detailed information regarding the year end outturn financial position for each Service Committee is provided in reports from the Chamberlains Department.

Property

16. One property; The Laundry Cottage within Epping Forest had been previously declared surplus as part of the Operational Property Review. This property was disposed of and generated a capital receipt for the CoL of £475k during 2019/20.

Corporate & Strategic Implications

Open Space Charities

17. Most of the Open Spaces sites are registered charities. Officers have been asked to remind Members that decisions they take in relation to the relevant charity must be taken in the best interests of that charity.

The Corporate Plan

18. The Open Spaces Department actively contributes to all the Corporate Plan 2018-23 aims and ten of its twelve outcomes.

Contribute to a flourishing society

Support a thriving economy

Shape outstanding environments

Conclusion

19. The Department continues to perform well both in terms of finances, achievement of performance targets and progress of its activities that help achieve the Department's objectives and outcomes.

Appendices

- Appendix 1 - Performance Measures
- Appendix 2 - High-level Business Plan 2019-20

Background Reports

- Final Departmental Business Plan 2019/20 – Open Spaces, April and May 2019.
- Departmental Business Plan 2019/20 – Six month performance update:
December 2019 to January 2020

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Appendix 1 – Performance Measures

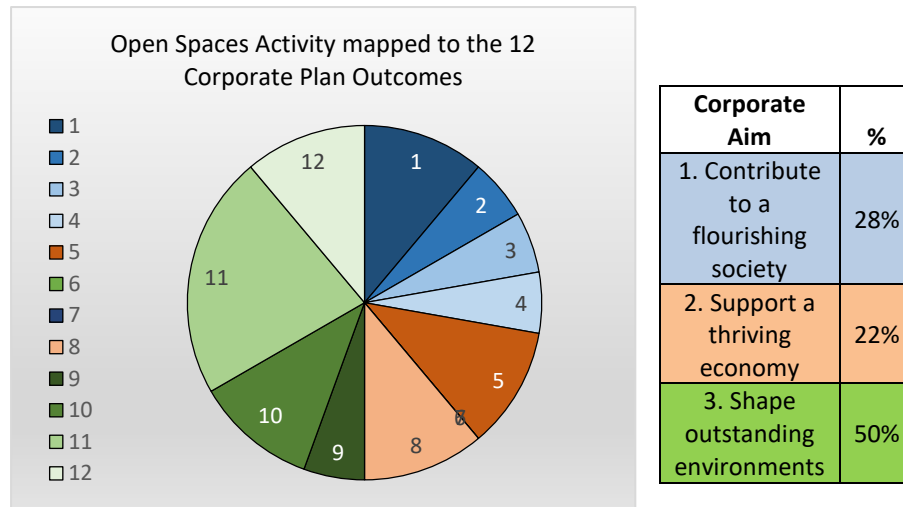
| Performance Measure Description | 2018/19 Actual (annual) | 2019/20 Target (annual) | 2019/20 Actual (annual) |
|---|--|---|--|
| Green Heritage Site Accreditation | 13 Green Heritage Awards | Retain 13 Awards | ACHIEVED 13 Green Heritage Awards |
| Green Flag Awards | 15 green flag sites overall band score 53% = 80+ 40% = 75 – 79 7% = 70 - 74 | Retain 15 Awards | ACHIEVED 15 green flag sites overall band score 13% = 80+ 53% = 75 – 79 33% = 70 - 74 |
| Improving the condition of our Sites of Special Scientific Interest | Not a performance measure | New measure. Favourable = 12 (28%) Unfavourable recovering = 22 (52%) Unfavourable - no change = 7 (17%) Unfavourable - declining = 1 (2%) | ACHIEVED No change to 2018/19 as Natural England officers have not been able to undertake a new assessment |
| Reducing our environmental footprint | Performance measure changed | Commentary | City Gardens fleet fully ULEZ compliant. Electric all terrain vehicles purchased to replace diesel at The Commons and NLOS. Electric buggies at West Ham park. Water consumption 30% reduction on 18/19 data. Electricity usage has reduced by 0.5% |
| Influencing planning authorities development approvals and planning policy documents | Not a performance measure | Commentary | Approx. 3,000 planning applications reviewed. EF objected to EFDC habitats regulation assessment, influenced EFDC & LBWF Green Infrastructure Strategy. The Commons have developed Mitigation Strategies with host/neighbouring local authorities |
| Active management of our ancient trees as part of the Stewardship Schemes at Epping Forest and Burnham Beeches. | Not a performance measure | No target for 2019/20. Epping Forest's ten year total = 2,182. Burnham Beeches ten year total = 202 Numbers of trees identified for future years but weather and | EF - 80 trees completed - managed by re-pollarding or crown reduction Burnham Beeches - 9 trees completed, managed by crown reduction. |

| Performance Measure Description | 2018/19 Actual (annual) | 2019/20 Target (annual) | 2019/20 Actual (annual) |
|--|---------------------------|---|--|
| | | other conditions will influence the number of trees actively managed each year. | |
| The number of 'visitors' to the Open spaces webpages. | 927,166 | 930,000 | Not achieved 686,677 |
| Learning & volunteer programme measures | Not a performance measure | Increase in positive and very positive responses to the 'learning impacts' | ACHIEVED Increase identified across the learning impacts: nature connection (19%) confidence (13%), well-being (5%), understanding (1.5%) |
| Increase the amount of directly supervised volunteer work hours | 37,040 | 37,040 | 24,394 Epping data to be added |
| Increase the amount of indirectly supervised volunteer work hours | 8,303 | 8,300 | 3,051 Epping data to be added |
| Increase the amount of unsupervised volunteer work hours | 26,751 | 26,750 | 19,935 Epping data to be added – if same figure as 2018/19 this will exceed target |
| Increase the number of visits to our heritage visitor attractions (This includes Tower Bridge, Monument, Keats House, The Queens Hunting Lodge hub and The Temple) | Not a performance measure | 1,124,401 | ACHIEVED 1,100,110 |
| Improve customer satisfaction at our heritage visitor attractions (This includes Tower Bridge, Monument, Keats House, Epping Forest experience) | Not a performance measure | Commentary | Visit England Annual Quality Attraction Assessment Scheme survey not undertaken for Epping Forest due to COVID19. |
| Increase the number of hours of tennis court usage | 26,495 | 31,505 | ACHIEVED 33.550 |
| Apprentice performance | Not a performance measure | Establish baseline | 81% pass their training qualification (4 left before the end of the course) 20% (that we know of) have got jobs, 25% have progressed from level 2 to level 3 |

| Performance Measure Description | 2018/19 Actual (annual) | 2019/20 Target (annual) | 2019/20 Actual (annual) |
|---|---|-------------------------|--------------------------------|
| Average number of days per FTE short term sickness | 4.24 | 4.24 | ACHIEVED 3.37 |
| Health and safety accident investigations | New measure for 2019/20 using the Corporate target of 28 days | 85%. | ACHIEVED 89% |
| Open Spaces Net expenditure (OS Director local risk only) | £10,344,132 Final Agreed Budget: £10,648,000 | £12,941,000 | ACHIEVED £12,633,989 |
| Open Spaces Income generated (OS Director local risk) | | £4,709,000 | ACHIEVED £4,862,303 |

Appendix 2 - OUR VISION: We enrich people’s lives by enhancing and providing access to ecologically diverse open spaces and outstanding heritage assets across London and beyond.

The Department’s Business Plan Activity is mapped below to the 12 Corporate Outcomes and 3 Corporate Aims



The Department manages open spaces across London and beyond, a Cemetery & Crematorium, Keats House, the Monument & Tower Bridge.

City Gardens and the Crematorium and Cemetery operate as local authority functions funded by City’s Fund. The other Open Spaces & Keats House are Charitable Trusts and with The Monument, are funded by the City of London through City’s Cash. Tower Bridge is funded by Bridge House Estates.

| Our total 2019-20 budget is: | (Expenditure) (£000) | Income £000 | Net cost (£000) |
|---|-------------------------|----------------|--------------------|
| DIRECTORS’S LOCAL RISK: | | | |
| City’s Fund | (5,013) | 5,626 | 613 |
| City’s Cash | (15,543) | 4,422 | (11,121) |
| Bridge House Estates | (6,435) | 6,217 | (218) |
| TOTAL Director’s Local Risk | (26,991) | 16,265 | (10,726) |
| City Surveyor’s local risk (across all funds) | (4,898) | - | (4,898) |
| Recharges (across all funds) | (7,345) | 1,330 | (6,015) |
| Central risk (across all funds) | (1,121) | 1,522 | 401 |
| GRAND TOTAL ALL CHARGES | (40,355) | 19,117 | (21,238) |

Our three top line objectives and twelve outcomes are:

A. Open spaces and historic sites are thriving and accessible.

- Our open spaces, heritage and cultural assets are protected, conserved and enhanced (12)
- London has clean air and mitigates flood risk and climate change (11)
- Our spaces are accessible, inclusive and safe (1)
- Our habitats are flourishing, biodiverse and resilient to change (11)

B. Spaces enrich people’s lives.

- People enjoy good health and wellbeing (2)
- Nature, heritage and place are valued and understood (3)
- People feel welcome and included (4)
- People discover, learn and develop (3)

C. Business practices are responsible and sustainable.

- Our practices are financially, socially and environmentally sustainable (5)
- London’s natural capital and heritage assets are enhanced through our leadership, influence, investment, collaboration and innovation (10)
- Our staff and volunteers are motivated, empowered, engaged and supported (8)
- Everyone has the relevant skills to reach their full potential (8)

What we’ll measure:

- Green Flags Awards & Green Heritage Accreditation
- Condition of our Sites of Special Scientific Interest
- Our negative environmental impact
- Planning influence
- Active veteran tree management
- Internet access
- Learning
- Visits to our heritage attractions
- Customer satisfaction
- Tennis participation
- Net budget
- Income generation
- Volunteering
- Apprenticeships
- Short term sickness
- Health and safety investigations

KEY: The numbers in brackets show how the Open Spaces Outcomes link to the twelve [Corporate Plan Outcomes 2018-2023](#).

We will work across the Department, with colleagues in City Surveyors, Chamberlains, Town Clerks, Comptrollers, Remembrancer's, Built Environment, Community and Children's Services and with Members, partners, stakeholders and our local communities to deliver our activities which will help us achieve our Departmental objectives and outcomes.

Departmental activity

A. Open Spaces and Historic Sites Are Thriving and Accessible

- a) Protect our heritage: developing partnership funding bids where possible (A1) (10d)
- b) Progress reviews, drafting, approval and implementation of management / conservation / heritage plans (A1) (11b)
- c) Reduce the negative environmental impacts of our activities (A2 & C9) (11a)
- d) Engage with the local planning process to mitigate and protect against the impact of development on our open spaces (A4) (12b)
- e) Review security and access control provision (A3) (1c)
- f) Protect and enhance our sites' biodiversity and determine the 'value of our green infrastructure'. (A4) (11b)

B. Spaces Enrich People's Lives

- g) Provide a sustainable range of sports and recreational opportunities (B5) (2d)
- h) Improve the visitor and cultural offer, including the development of facilities, new technologies, customer service and a programme of events celebrating our anniversaries, historic sites and nature. (B6 & B7) (4a)
- i) Determine our 'learning offer' (B8) (3b)

C. Business practices are responsible and sustainable.

- j) Maximise the value and opportunities of our built and natural assets (C9) (10c)
- k) Deliver opportunities arising from improved management capability from the City of London Corporation (Open Spaces) Act 2018 (A1) (1c)
- l) Develop innovative approaches to income diversification (C9) (5c)
- m) Make more effective use of IT and technology and adopt 'smarter' ways of working (C9) (9b)
- n) Support the development of asset management plans and master plans for each site and influence the City Surveyors implementation of their operational property review (C9, C10) (12a)
- o) Maintain our regional and national influence with regard to environmental, open space, burial, heritage and tourism matters (C10) (11d)
- p) Implement the recommendations arising out of the workforce plan, staff and customer surveys (C11) (8a)
- q) Develop our apprenticeship programme and volunteering opportunities across the Department (C12) (8d)
- r) Commence the process for prioritisation of services to mitigate efficiencies and establish long term sustainable service provision (C9) (5c)

Key:

The letter/number in brackets (e.g. A2) shows which Open Spaces outcome our activities are helping to achieve.

The number/letter in brackets (e.g. 2a) shows which Corporate Plan activity our activities are helping to achieve.

See appendix 1 for the detail behind these synthesised Departmental activities

Corporate programmes and projects:

In addition to those programmes and projects listed above and in appendix 1, we will support the delivery of Corporate Strategies in particular: Responsible Business Strategy, Apprenticeships, Volunteering, Education Social Mobility and the emerging strategies including: Customer Service, Climate Action, Transport, Visitor Destination, Local Plan.

We will contribute to development of the Culture Mile.

How we plan to develop our capabilities this year:

Actions k), m), p) and q) particularly show how we will develop our capabilities including those of our staff and volunteers. This is also reflected within Appendix 1.

The Open Spaces Cultural Values

which staff should uphold in the course of their work are:

**Collaborative and Inclusive,
Passionate and Driven,
Respectful and Open
Honest and Responsible**

| | |
|--|------------------------|
| Committee(s): | Date(s): |
| Epping Forest & Commons Committee | 6 July 2020 |
| Subject: Cyclical Works Programme Bid – 2021/22 | Public |
| Report of: City Surveyor CS: | For Information |
| Report Author: Alison Bunn – Head of Facilities Management | |
| <p>Summary</p> <p>This report sets out a provisional list of cyclical projects being considered for properties under the management of Epping Forest and Commons Committee under the “cyclical works programme”.</p> <p>The draft cyclical project list for 2021/22 totals £607,500 and if approved will continue the on-going programme in the maintenance of the property and infrastructure assets.</p> <p>Recommendation</p> <ul style="list-style-type: none"> • That Committee notes the content of this report | |

Main Report

Background

1. The total value of the approved projects for the 2020/2021 cyclical works programme (CWP) for the Epping Forest and Commons Committee was £900,400 which consisted of 57 projects.
2. The Director of Open Spaces has requested that your Committee be provided with a preview of the likely works list in 2021/22 for Epping Forest and Commons.

Current Position

3. The attached list at Appendix A is a provisional list of projects for Epping Forest, City Commons and Burnham Beeches under consideration for 2021/22 that fall within the actual funded list.
4. The attached list at Appendix B is the reserve list of projects for Epping Forest, City Commons and Burnham Beeches which fall within the overall CWP bid list for 2021/22 but are unfunded.
5. The information for the bid has been taken from the forward maintenance plans for each property within the Estate; these plans are regularly updated in

conjunction with the Superintendent and their management team to ensure they are as accurate as possible.

6. It should be noted that this provisional list for 2021/22 is subject to a final review prior to presentation to the Corporate Asset Sub-Committee in September 2020 and consideration by the Resource Allocation Sub-Committee at the beginning of 2021.
7. The CWP covers all operational property and due to the prioritisation mechanism for each project the amount of funding for each location will vary year on year. The amount of funding available for the overall CWP has not diminished just projects for other locations have scored higher than the projects for Epping Forest, Burnham Beeches and City Commons for this year.
8. It is intended that Epping Forest, City Commons and Burnham Beeches benefit from the provisional 2021/22 cyclical works programme as follows:

| | | |
|-----------------|-----------------|-----|
| Epping Forest | £483,000 | 80% |
| City Commons | £70,500 | 11% |
| Burnham Beeches | £54,000 | 9% |
| | £607,500 | |

Prioritisation of Projects

9. The project prioritisation model developed for the cyclical works programme has been applied to projects identified from forward cyclical maintenance/replacement plans of the Barbican Centre, GSMD and the Corporate Properties under the City Surveyors control.
10. Essential Projects for consideration of including within the bid list are ranked in order of priority according to the following criteria and scoring mechanism.
 - Health, Safety & Security (weighting 5)
 - COL Reputational (weighting 4)
 - Maintaining Income Stream (weighting 4)
 - Assets Performance (weighting 5)
 - Client Feedback (weighting 2)
11. The cyclical works programme Peer Review Panel chaired by the Financial Services Director has met twice to consider the draft prioritisation of projects across all Departments. The panel has provided a “sense check” to ensure that the prioritisation ranking reflected in the Prioritisation model has been rigorously and consistently applied and that the outcomes in terms of prioritisation align to the City’s strategic aims and objectives.

Corporate & Strategic Implications

12. The CWP links to the City Surveyor’s Business Plan:

Strategic asset management: We will develop asset management strategies that align Corporate Property Strategy, Investment Property Strategy and

risks. We will ensure that we unlock the potential of our property assets in a way that supports the efficient delivery of the Corporate Plan and Service Departments' objectives.

Property assets and facilities management: We will ensure buildings are fit for purpose, sustainable, safe and secure, providing access for all, meeting service needs and community expectations and delivering value for money through enhancing our efficiencies; this includes asset management plans, facilities management including hard (planned and reactive maintenance) and soft services (cleaning, security, etc), cyclical projects and minor improvements and delivery of major capital projects for refurbishments and new builds.

Conclusion

13. The attached provisional list of work for 2021/22 with an indicative value of £607,500 allows the on-going cyclical repairs and maintenance of the City's Operational estate at Epping Forest, City Commons and Burnham Beeches to continue.

Appendices

- Appendix A - Provisional Cyclical Works Programme 21/22 Actual List
- Appendix B – Provisional Cyclical Works Programme 21/22 Reserve List

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Appendix A - CWP 21/22 - Actual List

Epping Forest

| Location | Project Title | Cost |
|--|---|---------|
| Alders Brook Tunnel | REPAIRS AND CLEANING TO BRICKED SURFACE WATER CULVERT | 50,000 |
| Epping Forest | CAR PARK ROAD OVERHAUL | 60,000 |
| General | CAR PARK ROAD OVERHAUL LEVELLING & RESURFACING | 75,000 |
| General | HYDROLOGY ASSESSMENT SURVEYS | 40,000 |
| Great Gregories Farm | ACCESS ROAD OVERHAUL | 8,500 |
| QEHL Interpretation Centre (The View) | LIFT REFURBISHMENT | 15,000 |
| Queen Elizabeth Hunting Lodge | EXTERNAL LIMEWASH & OVERHAUL | 25,000 |
| Queen Elizabeth Hunting Lodge | INFILL PANELS LIME DAUB OVERHAUL | 6,000 |
| Queen Elizabeth Hunting Lodge | BRICKWORK POINTING OVERHAUL | 2,500 |
| Queen Elizabeth Hunting Lodge | INTERNAL SLABS POINTING | 1,500 |
| The Obelisk, Warren Field, The Warren | DECORATION LIMEWASH | 2,500 |
| The Temple, Wanstead Park | CEILING SURVEY OVERBOARDING AND REMEDIAL WORK | 45,000 |
| The Temple, Warlies Park | STONE SURFACES OVERHAUL | 7,000 |
| Wanstead Park, Historic Landscape | LAKES - WHARFING REPLACEMENT | 145,000 |

£483,000

City Commons

| Location | Project Title | Cost |
|--|--|--------|
| Estate Yard Hovel & Outbuilding, Ashted Common | CAR PARK RESURFACING (VISITORS) | 5,000 |
| Merlewood Estate Office | REPLACEMENT OF MAIN ELECTRICAL SWITCHGEAR | 45,000 |
| Office & Garage, Farthingdown | ACCESS RD & RAMP HANDRAIL OVERHAUL | 3,000 |
| Riddlesdown Common General | CAR PARK & ROAD RELINING | 6,000 |

| | | |
|--------------------------------|---|-------|
| Riddlesdown Common General | CAR PARK, ROADS RESURFACING & OVERHAUL | 7,000 |
| West Wickham Common General | CAR PARK FENCE REPLACEMENT | 2,000 |
| West Wickham Common General | CAR PARK SIGN REPLACEMENT | 2,500 |

£70,500

Burnham Beeches

| Location | Project Title | Cost |
|-----------------|---------------------------|-------------|
| General | CAR PARK ROAD RESURFACING | 54,000 |

£54,000

Appendix B - CWP 21/22 - Reserve List

Epping Forest

| Location | Project Title | Cost |
|---|--|---------|
| 1 East Lodge, The Warren | EXTERNAL DECORATIONS | 6,000 |
| 1 Pauls Nursery, High Beach | EXTERNAL DECORATIONS | 6,000 |
| 1,2 3 Jubilee Retreat | ROOF REPLACEMENT GARAGE | 3,500 |
| 2 East Lodge, The Warren | EXTERNAL DECORATIONS | 6,000 |
| 2 Pauls Nursery, High Beach | EXTERNAL DECORATIONS | 6,000 |
| 32 Blake Hall Road, Wanstead | WINDOWS REPLACEMENT | 15,000 |
| 32 Blake Hall Road, Wanstead | EXTERNAL DECORATIONS | 6,000 |
| 34 Blake Hall Road, Wanstead | EXTERNAL DECORATIONS | 3,000 |
| 44 The Plain | ROOF REPLACEMENT | 3,000 |
| 44 The Plain | ROOF REPLACEMENT | 6,000 |
| 44 The Plain | SECURITY ALARM REPLACEMENT | 6,000 |
| 44 The Plain | BRICKWORK REPOINTING | 1,500 |
| 44 The Plain | DOORS REPLACEMENT | 5,000 |
| 44 The Plain | LANDLORDS LIGHTING & POWER REWIRE | 6,000 |
| 44 The Plain | EXTERNAL DECORATIONS | 6,000 |
| 46 The Plain | EXTERNAL DECORATIONS | 2,500 |
| 48 The Plain | EXTERNAL DECORATIONS | 2,500 |
| Agricultural Stores | INTERNAL DECORATIONS | 5,000 |
| Bushwood Lodge, Bush Road | BRICKWORK REPOINTING | 1,500 |
| Bushwood Lodge, Bush Road | WINDOWS REPLACEMENT | 15,000 |
| Butlers Retreat, Rangers Road | ROOF REPLACEMENT | 80,000 |
| Chingford Golf Course | ROOF REPLACEMENT | 30,000 |
| Chingford Golf Course | BATHROOM REFURBISHMENT (RESIDENTIAL FLAT) | 7,000 |
| Chingford Golf Course | KITCHEN REFURBISHMENT (RESIDENTIAL FLAT) | 15,000 |
| Chingford Golf Course | FLOORING REPLACEMENT (LOBBY AREA) | 3,000 |
| Chingford Golf Course | INTERNAL DECORATIONS | 3,500 |
| Copped Hall General | BRICK HA HA RESTORATION | 220,000 |
| Drinking Fountains, Horse Troughs & Milestones | WATER PUMP REFURBISHMENT (WOODFORD GREEN) | 15,000 |
| Drinking Trough, Honey Lane Plain | EXTERNAL DECORATIONS | 2,500 |
| Epping Forest | CONSERVATION MANAGEMENT PLAN UPDATE | 5,000 |
| Epping Forest | BRICKWORK OVERHAUL AND REPAINTING | 3,500 |
| Field Study Centre | WINDOW REPLACEMENT | 3,500 |

| | | |
|---|---|---------|
| Field Study Centre | EXTERNAL DECORATIONS | 3,000 |
| Field Study Centre | INTERNAL DECORATIONS | 2,500 |
| Garden House, Pauls Nursery, High Beach | ROOF REPLACEMENT | 10,000 |
| Garden House, Pauls Nursery, High Beach | SECURITY ALARM REPLACEMENT | 6,000 |
| Garden House, Pauls Nursery, High Beach | BRICKWORK POINTING OVERHAUL | 5,000 |
| Garden House, Pauls Nursery, High Beach | SHINGLES TREATMENT | 3,500 |
| Garden House, Pauls Nursery, High Beach | LANDLORDS LIGHTING & POWER REWIRE | 20,000 |
| Garden House, Pauls Nursery, High Beach | EXTERNAL DECORATIONS | 1,500 |
| Garden House, Pauls Nursery, High Beach | INTERNAL DECORATIONS | 3,500 |
| Garden House, Pauls Nursery, High Beach | LANDSCAPE WORKS | 1,500 |
| General | FOOTPATH & PAVING REPLACEMENT | 15,000 |
| General | DRAINAGE WORKS | 60,000 |
| Great Gregories Farm Barn | ROOF REPLACEMENT (SMALL BARN) | 100,000 |
| Great Gregories Farm Barn | SKYLIGHT REPLACEMENT | 150,000 |
| Great Gregories Farm Barn | CLADDING TREATMENT/OVERHAUL | 6,500 |
| Keeper's Lodge, Baldwins Hill | EXTERNAL DECORATIONS | 7,000 |
| Keepers Lodge, Rangers Road | BOILER REPLACEMENT | 6,500 |
| Keepers Lodge, Rangers Road | EXTERNAL DECORATIONS | 5,000 |
| Museum Store (Saw Mill), The Warren | DOOR REPLACEMENT | 7,000 |
| Museum Store (Saw Mill), The Warren | DOOR & FRAME REPLACEMENT | 1,500 |
| Obelisk, Pole Hill, Chingford | BRONZE PLAQUE REWAXING | 1,500 |
| Obelisk, Warlies Park | REDECORATE LIMEWASH | 2,500 |
| Office, The Warren | TOILETS REFURBISHMENT | 15,500 |
| Office, The Warren | INTERNAL DECORATIONS | 15,000 |
| Old Keepers Lodge, Wakes Arms | EXTERNAL DECORATIONS | 5,000 |
| Old Keepers Lodge, Wakes Arms | MOSS REMOVAL FROM ROOFS | 1,500 |
| Pillow Mounds, High Beech | CONSERVATION WORKS FOLLOWING QUINQUENNIAL INSPECTIONS | 1,500 |
| Public Toilets, High Beech | ALARM REPLACEMENT (DISABLED TOILET) | 1,500 |
| Public Toilets, High Beech | INTERNAL DECORATIONS | 2,500 |

| | | |
|--|--|-------------------|
| QEHL Interpretation Centre (The View) | INTERNAL DECORATIONS | 25,000 |
| Stable Block (Inc Arborologist Office), The Warren | BOILER REPLACEMENT | 15,000 |
| Stable Block (Inc Arborologist Office), The Warren | SECURITY ALARM REPLACEMENT | 1,500 |
| Stable Block (Inc Arborologist Office), The Warren | DOORS REPLACEMENT | 3,000 |
| Stable Block (Inc Arborologist Office), The Warren | FLOORING REPLACEMENT (ARBOROLOGIST OFFICE) | 1,500 |
| Stable Block (Inc Arborologist Office), The Warren | WINDOWS REPLACEMENT | 6,000 |
| Stable Block (Inc Arborologist Office), The Warren | INTERNAL DECORATIONS | 8,500 |
| Stable Block (Inc Arborologist Office), The Warren | INTERNAL DECORATIONS (ARBOROLOGIST OFFICE) | 2,000 |
| The Grotto, Wanstead Park | GROTTO RESTORATION | 100,000 |
| The Grotto, Wanstead Park | PUBLIC AREA OVERHAUL | 1,500 |
| The Temple, Wanstead Park | ROOF OVERHAUL AND STRUCTURAL WORK | 40,000 |
| The Warren House | ROOF REPLACEMENT | 3,500 |
| The Warren House | LIGHTNING PROTECTION REPLACEMENT | 7,000 |
| The Warren House | LANDLORDS LIGHTING & POWER REWIRE | 75,000 |
| The Warren House | EXTERNAL DECORATIONS | 40,000 |
| Wanstead Flats General | BOUNDARY FENCE SURVEY | 20,000 |
| Wanstead Flats General | BOUNDARY FENCING REPLACEMENT | 5,000 |
| Wanstead Flats General | BATHROOM REFURBISHMENT (RESIDENTIAL FLAT) | 5,000 |
| Wanstead Park, Historic Landscape | DESIGN AND SETTING OUT FEES | 7,000 |
| Wanstead Park, Historic Landscape | LANDSCAPE WORKS | 60,000 |
| West Lodge, The Warren | SEWAGE PLANT REPLACEMENT | 15,000 |
| Total | | £1,402,500 |

City Commons

| Location | Project Title | Cost |
|---------------------------------------|----------------------------|-------|
| Kent Gate Cottage, 141 Addington Road | SECURITY ALARM REPLACEMENT | 6,000 |
| 1 Farthingdown Cottage | ROOF REPLACEMENT | 1,500 |
| 1 Farthingdown Cottage | SECURITY ALARM REPLACEMENT | 6,000 |

| | | |
|------------------------------------|------------------------------------|--------|
| 1 Farthingdown Cottage | RAINWATER GOODS REPLACEMENT | 10,000 |
| 1 Juniper Cottage | SECURITY ALARM REPLACEMENT | 6,000 |
| 1 Merlewood Close | SOFFIT & FACIA REPLACEMENT | 10,000 |
| 1 Merlewood Close | HARDSTANDINGS REPLACEMENT | 3,000 |
| 1 Merlewood Close | FENCING DECORATION | 2,000 |
| 1 Merlewood Close | FENCING REPLACEMENT | 5,000 |
| 1 Merlewood Close | RAINWATER GOODS REPLACEMENT | 7,000 |
| 2 Farthingdown Cottage | PAVING REPLACEMENT | 3,000 |
| 2 Farthingdown Cottage | SECURITY ALARM REPLACEMENT | 3,000 |
| 2 Farthingdown Cottage | BATHROOM REFURBISHMENT | 15,000 |
| 2 Farthingdown Cottage | FENCING REPLACEMENT | 5,000 |
| 2 Farthingdown Cottage | RAINWATER GOODS REPLACEMENT | 10,000 |
| 2 Farthingdown Cottage | BRICK WALL REPOINTING | 2,500 |
| 2 Farthingdown Cottage | ENTRANCE PORCH DECORATION | 15,000 |
| 2 Merlewood Close | SOFFIT & FACIA REPLACEMENT | 10,000 |
| 2 Merlewood Close | HARDSTANDINGS REPLACEMENT | 3,000 |
| 2 Merlewood Close | SECURITY ALARM REPLACEMENT | 6,000 |
| 2 Merlewood Close | FENCING DECORATION | 1,500 |
| 2 Merlewood Close | KITCHEN REFURBISHMENT | 15,000 |
| 2 Merlewood Close | RAINWATER GOODS REPLACEMENT | 7,000 |
| 3 Merlewood Close | SOFFIT & FACIA REPLACEMENT | 7,000 |
| 3 Merlewood Close | HARDSTANDINGS REPLACEMENT | 3,000 |
| 3 Merlewood Close | SECURITY ALARM REPLACEMENT | 6,000 |
| 3 Merlewood Close | FENCING DECORATION | 1,500 |
| 3 Merlewood Close | RAINWATER GOODS REPLACEMENT | 7,000 |
| 77a Broadhurst Road, Ashted Common | SECURITY ALARM REPLACEMENT | 6,000 |
| Ashted Common General | CORPORATE IMAGE BOARDS REPLACEMENT | 15,000 |
| Couldson Common General | CORPORATE IMAGE BOARDS REPLACEMENT | 6,000 |

| | | |
|--|--|--------|
| Countryside Office, Riddlesdown Common | HARDSTANDINGS REPLACEMENT | 7,000 |
| Countryside Office, Riddlesdown Common | SECURITY ALARM REPLACEMENT | 6,000 |
| Countryside Office, Riddlesdown Common | ELECTRONIC ENTRY SYSTEM REPLACEMENT | 3,500 |
| Estate Yard Complex | INTERNAL DECORATIONS | 15,000 |
| Estate Yard Office, Ashtead Common | ELECTRONIC GATE REPLACEMENT | 25,000 |
| Estate Yard Office, Ashtead Common | INTERNAL DECORATIONS | 20,000 |
| Farthingdown & New Hill General | CORPORATE IMAGE BOARDS REPLACEMENT | 20,000 |
| Farthingdown & New Hill General | BOLLARD DECORATION | 1,500 |
| General | VENTILATION AND EXTRACTION SYSTEM REPLACEMENT (LODGES) | 6,000 |
| General | LODGE GARDEN PAVING AND RETAINING WALLS OVERHAUL | 6,000 |
| General | DRAINAGE WORKS | 15,000 |
| General | DRAINAGE REPLACEMENT | 25,000 |
| Keeper's Cottage, 90 Kenley Lane | INTERCOM SYSTEM REPLACEMENT | 3,000 |
| Keeper's Cottage, 90 Kenley Lane | EXTERNAL DECORATIONS | 3,000 |
| Keepers Cottage, Merlewood Estate | BOILER REPLACEMENT | 15,000 |
| Keepers Cottage, Merlewood Estate | RADIATORS REPLACEMENT | 6,000 |
| Keepers Cottage, Merlewood Estate | PAVING REPLACEMENT | 3,000 |
| Keepers Cottage, Merlewood Estate | FENCING REPLACEMENT | 3,000 |
| Keepers Cottage, Merlewood Estate | SHOWER ROOM REFURBISHMENT | 6,000 |
| Keepers Cottage, Riddlesdown Common | INTERCOM SYSTEM REPLACEMENT | 3,000 |
| Keepers Cottage, Riddlesdown Common | HARDSTANDING REPLACEMENT | 2,500 |
| Keepers Cottage, Riddlesdown Common | SECURITY ALARM REPLACEMENT | 1,500 |
| Keepers Cottage, Riddlesdown Common | BATHROOM REFURBISHMENT | 15,000 |
| Keepers Cottage, Riddlesdown Common | KITCHEN REFURBISHMENT | 15,000 |
| Kenley Common General | PEDESTRIAN LINING TO FOOTPATH | 5,000 |

| | | |
|---|------------------------------------|--------|
| Kenley Common General | DRAINAGE INVESTIGATION & SURVEY | 6,000 |
| Kenley Common General | CORPORATE IMAGE BOARDS REPLACEMENT | 45,000 |
| Livestock Shed & Barn, Merlewood Estate | CLADDING DECORATION | 6,500 |
| Livestock Shed & Barn, Merlewood Estate | EXTERNAL DECORATIONS | 6,000 |
| Livestock Shed & Barn, Merlewood Estate | INTERNAL DECORATIONS | 3,000 |
| Machinery Store, Spring Park | FLOORING REPLACEMENT | 5,000 |
| Merlewood Estate Office | LIGHTING REPLACEMENT | 5,000 |
| Merlewood Estate Office | EXTERNAL WALLS REPOINTING | 1,500 |
| Merlewood Estate Office | FLOORING REPLACEMENT | 5,000 |
| Merlewood Estate Office | LANDLORDS LIGHTING & POWER REWIRE | 60,000 |
| Ninehams Cottage, Senior Keeper's Residence, Merlewood Estate | BOILER REPLACEMENT | 15,000 |
| Ninehams Cottage, Senior Keeper's Residence, Merlewood Estate | RADIATORS REPLACEMENT | 6,000 |
| Ninehams Cottage, Senior Keeper's Residence, Merlewood Estate | FENCING & GATES REPLACEMENT | 5,000 |
| Ninehams Lodge & Long Shed, Merlewood Estate | RADIATORS REPLACEMENT | 6,000 |
| Ninehams Lodge & Long Shed, Merlewood Estate | HARDSTANDINGS REPLACEMENT | 25,000 |
| Ninehams Lodge & Long Shed, Merlewood Estate | SECURITY ALARM REPLACEMENT | 6,000 |
| Ninehams Lodge & Long Shed, Merlewood Estate | KITCHEN REFURBISHMENT | 15,000 |
| Ninehams Lodge & Long Shed, Merlewood Estate | EXTERNAL DECORATIONS | 20,000 |
| Office/Garage, Farthingdown | BOILER REPLACEMENT | 15,000 |
| Office/Garage, Farthingdown | RADIATORS REPLACEMENT | 6,000 |
| Open Barns, Merlewood Estate Yard | FLOORING REPLACEMENT | 3,000 |
| Public Toilets, Farthingdown | INTERNAL DECORATIONS | 6,000 |
| Riddlesdown Common General | FOOTPATH WORKS | 6,000 |
| Riddlesdown Common General | CORPORATE IMAGE BOARDS REPLACEMENT | 25,000 |
| Spring Park General | CORPORATE IMAGE BOARDS REPLACEMENT | 40,000 |
| Spring Park Office & Tractor Shed | FENCING AND GATES REPLACEMENT | 7,000 |

| | | |
|---|------------------------------------|-----------------|
| Spring Park Office & Tractor Shed | KITCHEN REFURBISHMENT | 15,000 |
| Training Block, Staff Welfare Facilities, Workshop, Tool Store, Merlewood Estate Yard | COMPRESSOR REFIT | 5,000 |
| Training Block, Staff Welfare Facilities, Workshop, Tool Store, Merlewood Estate Yard | TRACE HEATING TO PIPES | 7,000 |
| Treetops and Outbuilding West Wickham Common | SECURITY ALARM REPLACEMENT | 6,000 |
| Treetops and Outbuilding West Wickham Common | FENCING/GATES REPLACEMENT | 15,000 |
| Treetops and Outbuilding West Wickham Common | BRICKWORK REPOINTING | 2,000 |
| Treetops and Outbuilding West Wickham Common | INTERCOM SYSTEM REPLACEMENT | 1,500 |
| West Wickham Common General | CORPORATE IMAGE BOARDS REPLACEMENT | 40,000 |
| Total | | £875,500 |

Burnham Beeches

| Location | Project Title | Cost |
|-----------------------------|-----------------------------------|--------|
| 1 Coronation Cottage | FENCING REPLACEMENT | 15,000 |
| 1 Coronation Cottage | WINDOWS OVERHAUL | 2,500 |
| 1 Coronation Cottage | LANDLORDS LIGHTING & POWER REWIRE | 30,000 |
| 1 Coronation Cottage | EXTERNAL LIGHTING REPLACEMENT | 1,500 |
| 1 Juniper Cottage | ROOF REPLACEMENT | 1,500 |
| 1 Juniper Cottage | RAINWATER GOODS REPLACEMENT | 3,000 |
| 1 Juniper Cottage | WINDOWS OVERHAUL | 2,500 |
| 1 Juniper Cottage | LANDLORDS LIGHTING & POWER REWIRE | 30,000 |
| 2 Coronation Cottage | FENCING REPLACEMENT | 15,000 |
| 2 Coronation Cottage | WINDOWS OVERHAUL | 2,500 |
| 2 Coronation Cottage | EXTERNAL LIGHTING REPLACEMENT | 1,500 |
| 2 Juniper Cottage | RAINWATER GOODS REPLACEMENT | 3,000 |
| Aston - Keepers Cottage | WINDOWS OVERHAUL | 2,500 |
| Aston - Keepers Cottage | EXTERNAL LIGHTING REPLACEMENT | 1,500 |
| Aston - Keepers Cottage | EXTERNAL DECORATIONS | 3,000 |
| Beech Cottage (Estate Yard) | SECURITY ALARM REPLACEMENT | 6,000 |

| | | |
|--|---|-----------------|
| Beech Cottage (Estate Yard) | WINDOWS OVERHAUL | 2,500 |
| Beech Cottage (Estate Yard) | EXTERNAL LIGHTING REPLACEMENT | 1,500 |
| Burnham Beeches | SEPTIC TANK REPLACEMENT | 80,000 |
| Estate Yard Complex | SECURITY ALARM REPLACEMENT | 7,000 |
| Estate Yard Complex | PHOTOVOLTAIC CELLS REPLACEMENT | 40,000 |
| Estate Yard Complex | BOX GUTTER REPLACEMENT (BETWEEN TWO ROOFS INC. SCAFFOLDING) | 10,000 |
| Estate Yard Complex | FLOORING REPLACEMENT | 15,000 |
| Estate Yard Complex | CCTV REPLACEMENT | 20,000 |
| Estate Yard/Hovel & Outbuilding, Ashted Common | PAVED AREA REPLACEMENT | 2,500 |
| General | GATES REPLACEMENT | 60,000 |
| General | SIGNS REPLACEMENT | 20,000 |
| Ground Floor | KITCHEN REFRIGERATORS REPLACEMENT | 15,000 |
| Public Toilets/Information Centre/Café | SEWAGE PUMPING STATION REPLACEMENT | 20,000 |
| Public Toilets/Information Centre/Café | CCTV & DVR REPLACEMENT | 8,500 |
| Tower Wood (Log Cabin)/Outbuildings | ROOF LIGHTS REPLACEMENT | 7,000 |
| Tower Wood (Log Cabin)/Outbuildings | KITCHEN REFURBISHMENT | 15,000 |
| Total | | £445,000 |

| | |
|--|------------------------|
| Committee(s) | Dated: |
| Epping Forest & Commons | 6 July 2020 |
| Subject: Revenue Outturn 2019/20 – Epping Forest and Commons | Public |
| Report of: The Chamberlain & the Director of Open Spaces | For Information |
| Report author: Derek Cobbing – Chamberlains Department | |

Summary

This report compares the revenue outturn for the services overseen by your Committee in 2019/20 with the final agreed budget for the year.

In total, there was a favourable budget position of £1,206,000 for the services overseen by your committee compared with the final agreed budget for the year as set out below.

| | Final Agreed Budget £000 | Outturn £000 | (Increase)/Decrease £000 |
|---------------------------------|---|-------------------------------|---|
| Local Risk | | | |
| Director of Open Spaces | | | |
| <i>Expenditure</i> | (6,337) | (6,370) | (33) |
| <i>Income</i> | 1,852 | 1,923 | 71 |
| City Surveyor | (564) | (627) | (63) |
| Total Local Risk | (5,049) | (5,074) | (25) |
| Cyclical Works Programme | (2,082) | (1,207) | 875 |
| Central Risk | (834) | (630) | 204 |
| Recharges | (1,538) | (1,386) | 152 |
| Total | (9,503) | (8,297) | 1,206 |

There were significant variations within the Cyclical Works Programme, Central Risk, and Recharges, further detail on these variations can be found in paragraphs 4a), 4b), and 4c) respectively.

The Director of Open Spaces had a favourable variance of £38,000 (Local Risk), this favourable variance has been aggregated with budget variations on services overseen by other committees which produces a City's Cash overall favourable position of £196,000 (Local Risk) across all Open Spaces.

Recommendation(s)

It is recommended that this revenue outturn report for 2019/20 is noted.

Main Report

Budget Position for 2019/20

1. The 2019/20 latest agreed budget for Epping Forest & Commons services overseen by your Committee received in January 2020 was £9.38m. This budget was endorsed by the Court of Common Council in March 2020 and subsequently updated for approved adjustments. There was a total increase of £123,000 in approved adjustments, consisting of an overall increase of £110,000 in Local Risk which is mainly due to a £111,000 increase for the redistribution of the Director's resources as detailed in appendices A & B, an increase of £77,000 in Central Risk which was off-set by a reduction of £64,000 in Recharges. Movement of the original Local Risk budget to the final agreed budget is shown in Appendices A and B.

Revenue Outturn 2019/20

2. Actual net expenditure for your Committee's services during 2019/20 totalled £8.297m, an underspend of £1.206m compared with the final agreed budget.
3. A summary comparison with the final agreed budget for the year is tabulated below. In the tables, income, increases in income, and reductions in expenditure are shown as positive balances, whereas brackets are used to denote expenditure, increases in expenditure, or shortfalls in income. Reason(s) for any larger variances (greater than £50,000) are indexed in the table.

Epping Forest
Comparison of 2019/20 Revenue Outturn with Final Agreed
Budget

| | | Original Budget £000 | Final Agreed Budget £000 | Revenue Outturn £000 | (Increase) Decrease £000 | Reason Paragraph |
|--|--------------------|----------------------------|-----------------------------------|----------------------------|--------------------------------|---------------------|
| LOCAL RISK | | | | | | |
| Director of Open Spaces | | | | | | |
| Epping Forest | | | | | | |
| | Expenditure | (3,518) | (3,618) | (3,711) | (93) | |
| | Income | 883 | 859 | 945 | 86 | |
| | | (2,635) | (2,759) | (2,766) | (7) | |
| Chingford Golf Course | | | | | | |
| | Expenditure | (265) | (291) | (288) | 3 | |
| | Income | 338 | 341 | 342 | 1 | |
| | | 73 | 50 | 54 | 4 | |
| Wanstead Flats | | | | | | |
| | Expenditure | (225) | (227) | (230) | (3) | |
| | Income | 95 | 95 | 63 | (32) | |
| | | (130) | (132) | (167) | (35) | |
| Woodredon & Warlies | | | | | | |
| | Expenditure | (107) | (116) | (89) | 27 | |
| | Income | 90 | 99 | 99 | - | |
| | | (17) | (17) | 10 | 27 | |
| Total Director of Open Spaces Local Risk | | | | | | |
| | Expenditure | (4,115) | (4,252) | (4,318) | (66) | |
| Total Director of Open Spaces Local Risk | | | | | | |
| | Income | 1,406 | 1,394 | 1,449 | 55 | |
| City Surveyor | | | | | | |
| City Surveyors Local Risk | | | | | | |
| | | (302) | (381) | (384) | (3) | |
| Total City Surveyor Local Risk | | | | | | |
| | | (302) | (381) | (384) | (3) | |
| TOTAL LOCAL RISK | | | | | | |
| | | (3,011) | (3,239) | (3,253) | (14) | |
| Cyclical Works Programme | | | | | | |
| | | (614) | (1,557) | (819) | 738 | 4a) |
| CENTRAL RISK | | | | | | |
| Epping Forest | | | | | | |
| | | (517) | (647) | (511) | 136 | |
| Wanstead Flats | | | | | | |
| | | (28) | (46) | (46) | - | |
| TOTAL CENTRAL RISK | | | | | | |
| | | (545) | (693) | (557) | 136 | 4b) |
| RECHARGES | | | | | | |
| Insurance | | | | | | |
| | | (75) | (83) | (80) | 3 | |
| Support Services | | | | | | |
| | | (428) | (433) | (359) | 74 | |
| Surveyor's Employee Recharge | | | | | | |
| | | (309) | (309) | (285) | 24 | |
| I.S. Recharge | | | | | | |
| | | (175) | (185) | (173) | 12 | |
| Recharges Within Fund (Directorate Democratic Core, and Learning) | | | | | | |
| | | (120) | (175) | (152) | 23 | |
| Recharges Across Fund | | | | | | |
| (Woodredon & Warlies) | | | | | | |
| | | 44 | 43 | 11 | (32) | |
| (Structural Maintenance) | | | | | | |
| | | (15) | (12) | (11) | 1 | |
| TOTAL RECHARGES | | | | | | |
| | | (1,078) | (1,154) | (1,049) | 105 | 4c) |
| OVERALL TOTAL | | | | | | |
| | | (5,248) | (6,643) | (5,678) | 965 | |

The Commons
Comparison of 2019/20 Revenue Outturn with Final Agreed Budget

| | | Original Budget £000 | Final Agreed Budget £000 | Revenue Outturn £000 | (Increase) Decrease £000 | Reason Paragraph |
|--|-------------|----------------------------|-----------------------------------|----------------------------|--------------------------------|---------------------|
| LOCAL RISK | | | | | | |
| Director of Open Spaces | | | | | | |
| Burnham Beeches | | | | | | |
| | Expenditure | (675) | (750) | (745) | 5 | |
| | Income | 196 | 244 | 245 | 1 | |
| | | (479) | (506) | (500) | 6 | |
| Stoke Common | | | | | | |
| | Expenditure | (68) | (65) | (66) | (1) | |
| | Income | 46 | 43 | 53 | 10 | |
| | | (22) | (22) | (13) | 9 | |
| City Commons | | | | | | |
| | Expenditure | (1,156) | (1,270) | (1,241) | 29 | |
| | Income | 126 | 171 | 176 | 5 | |
| | | (1,030) | (1,099) | (1,065) | 34 | |
| Total Director of Open Spaces Local Risk | | | | | | |
| Expenditure | | (1,899) | (2,085) | (2,052) | 33 | |
| Total Director of Open Spaces Local Risk | | | | | | |
| Income | | 368 | 458 | 474 | 16 | |
| City Surveyor | | | | | | |
| City Surveyors Local Risk | | | | | | |
| | | (189) | (183) | (243) | (60) | |
| Total City Surveyor Local Risk | | | | | | |
| | | (189) | (183) | (243) | (60) | |
| TOTAL LOCAL RISK | | | | | | |
| | | (1,720) | (1,810) | (1,821) | (11) | |
| Cyclical Works Programme | | | | | | |
| | | (165) | (525) | (388) | 137 | 4a) |
| CENTRAL RISK | | | | | | |
| Burnham Beeches | | | | | | |
| | | (76) | (96) | (42) | 54 | |
| City Commons | | | | | | |
| | | (45) | (45) | (31) | 14 | |
| TOTAL CENTRAL RISK | | | | | | |
| | | (121) | (141) | (73) | 68 | 4b) |
| RECHARGES | | | | | | |
| Insurance | | | | | | |
| | | (16) | (21) | (18) | 3 | |
| Support Services | | | | | | |
| | | (203) | (204) | (173) | 31 | |
| Surveyor's Employee Recharge | | | | | | |
| | | (41) | (41) | (38) | 3 | |
| I.S. Recharge | | | | | | |
| | | (79) | (83) | (80) | 3 | |
| Recharges Within Fund (Directorate & Democratic Core) | | | | | | |
| | | (38) | (35) | (28) | 7 | |
| TOTAL RECHARGES | | | | | | |
| | | (377) | (384) | (337) | 47 | 4c) |
| OVERALL TOTAL | | | | | | |
| | | (2,383) | (2,860) | (2,619) | 241 | |

Reasons for Significant Variations/Cyclical Works Carry Forward

4. a) The City has the programme of cyclical maintenance works to maintain its operational properties in a good condition. This is delivered by overlapping three-year programmes of works, and is delivered by the relevant departments, principally the City Surveyor, the Barbican Centre, and the Department of the Built Environment. In 2019/20 the final agreed budget for these programmes overseen by your Committee was £2.082m of which £1.207m was spent and the £875,000 unspent balance will be carried forward to 2020/21. This underspend is due to the rephasing of the projects to enable them to be completed over a three-year period to suit site operations.

b) The £204,000 favourable variance in Central risk is mainly due to the project officer position at Epping which has yet to filled (£90,000) and unspent expenditure associated with the Ecologist position at Burnham Beeches of £54,000. Both unspent budgets are the subject of carry forwards requested by the Director of Open Spaces.

c) The £152,000 favourable variance within Recharges is mainly due to a decrease in the level of work undertaken by the support services functions, (including Chamberlains, Town Clerks and the City Surveyor), on behalf of Epping Forest and the Commons during the year. Recharges have a corresponding contra entry in their own accounts. Consequently, these charges have no overall impact on net expenditure for the City as a whole.

Central and Local Risk Carry Forward to 2020/21

5. Chief Officers can generally request underspends of up to 10% or £500,000 (whichever is the lesser) of the final agreed local risk budget to be carried forward, so long as the underspending is not fortuitous and the resources are required for a planned purpose. Such requests are subject to the approval of the Chamberlain in consultation with the Chairman and Deputy Chairman of the Resources Allocation Sub Committee.
6. Overspends are carried forward in full and are met from the agreed 2020/21 budgets.
7. The Director's favourable budget position of £38,000 (Local Risk) has been aggregated with budget variations on services overseen by other committees which for City's Cash produce an overall favourable variance of £196,000 (Local Risk) across all Open Spaces. The Director of Open Spaces has submitted the following carry forward request within City Cash which relate to this Committee.
 - Epping Forest - £36,000 To fund items that were ordered before year end and under normal circumstances would have been received and receipted and taken from 2019/20 budget. Goods, services and supplies have not been received due to COVID 19. For Epping Forest this includes deconstruction and replacement of an irrigation storage tank and replacement with new and maintenance of lift mobile elevated work platform.

- Burnham Beeches - £4,000 To fund items that were ordered before year end and under normal circumstances would have been received and receipted and taken from 2019/20 budget. Goods, services and supplies have not been received due to COVID 19. For Burnham Beeches this includes infrastructure repairs, vehicle and machinery parts
- West Wickham and Coulsdon Commons - £7,000 To fund items that were ordered before year end and under normal circumstances would have been received and receipted and taken from 2019/20 budget. Goods, services and supplies have not been received due to COVID 19. For West Wickham and Coulsdon Commons, this includes machinery and equipment parts, servicing and Fire Risk Assessments.

In addition, there are two Central Risk Carry Forwards: -

- £90,000 Funding for the Project officer at Epping Forest
- £54,000 Unspent expenditure associated with the Ecologist position at Burnham Beeches.

Appendices

- Appendix A - Movement between the Original 2019/20 budget and the 2019/20 final agreed Budget (Epping Forest)
- Appendix B - Movement between the Original 2019/20 budget and the 2019/20 final agreed Budget (The Commons)

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Senior Accountant

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Appendix A

Movement between the 2019/20 Original Budget to the 2019/20 Final Agreed Budget

| | |
|---|----------------|
| Epping Forest | £000 |
| Original Net Local Risk Budget (Director of Open Spaces & City Surveyor) | (3,011) |
| Director of Open Spaces | |
| Apprentices – centrally funded | (71) |
| Contribution Pay | (15) |
| Increase to energy budgets following additional resources agreed at RASC | (22) |
| Distribution of Director's resources to combat Oak Processionary Moth (agreed by RASC) | (26) |
| Distribution of Director's resources to fund additional expenditure under Fees and Services | (15) |
| City Surveyor | |
| Planned & Reactive Works including Cleaning - The increase in costs are due to higher than normal reactive repairs required across the sites for Epping Forest. | (79) |
| Final Agreed Net Local Risk Budget (Director of Open Spaces & City Surveyor) | (3,239) |

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Appendix B

Movement between the 2019/20 Original Budget and the 2019/20 Final Agreed Budget

| | |
|---|----------------|
| The Commons | £000 |
| Original Net Local Risk Budget (Director of Open Spaces & City Surveyor) | (1,720) |
| Director of Open Spaces | |
| Contribution Pay | (7) |
| Increase to energy budgets following additional resources agreed at RASC | (19) |
| Distribution of Director's resources to fund staff re-grading at The Commons' | (13) |
| Distribution of Director's resources to combat Oak Processionary Moth (agreed by RASC) | (40) |
| Distribution of Director's resources to fund additional expenditure under Equipment, Furniture and Materials | (17) |
| City Surveyor | |
| Planned & Reactive Works including Cleaning The reduction in costs is due to a lower than anticipated level of reactive repairs across the sites at The Commons | 6 |
| Final Agreed Net Local Risk Budget (Director of Open Spaces & City Surveyor) | (1,810) |

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| | |
|---|--------------------------|
| Committee(s) | Dated: |
| Epping Forest Consultative Epping Forest and Commons | 24 06 2020 06 07 2020 |
| Subject: Epping Forest - Superintendent's Update for May to June 2020 (SEF 16/20) | Public |
| Report of: Colin Buttery, Director of Open Spaces | For Information |
| Report author: Paul Thomson – Superintendent of Epping Forest | |

Summary

The purpose of this report is to summarise the Epping Forest Division's activities across May and June 2020.

While much of the Division's activity has been heavily influenced by the COVID-19 national health emergency, of particular note was the suggested 122% rise in visits; the completion of a number of strategic project reports; further work on the control of Oak Processionary Moth; considerable engagement with the Epping Forest District Council and London Borough of Waltham Forest Local Plans and the successful resumption of 'Safe Golf' at the City Corporation's Chingford Course and tenanted courses at Theydon Bois and Woodford Green.

Recommendation

Consultative Committee Members are asked to:

- Note the report.

Main Report

Staff and Volunteers

1. A new term time Schools Officer was "virtually" welcomed to the Learning Team in May.
2. Colleagues were saddened to learn of the loss of former Forest Keeper Ian Greer on 26 May 2020, who recently retired having served at Epping Forest for 21 years.

Budgets

3. At end of the 2019/20 financial year the Epping Forest Local Risk budgets were £22,000 overspent, with £100,000 of work on Lodge Refurbishment and Golf Course Welfare Facilities being spent from Forest Fund. In addition, a further £36,000 of carry forward from the overall Open Spaces underspend has been approved for items at Epping Forest which could not be realised in-

year due to COVID-19 restrictions.

4. Forecasting of the budgetary implications of the COVID-19 changes is underway, with a significant decrease in income projected due to the cessation of sports and licenced activities and income from commercial tenants, as well as increased expenditure needs for additional staffing and modifications to premises.

Projects

5. While COVID-19 has reduced overall staff time available for project work, good progress has been made with a number of project areas:

5.1 Epping Forest Countryside Stewardship Scheme (CSS) (part-common application) - Confirmation of the agreement for the first CSS application is still awaited and procurement for some of this work has been impacted by COVID-19 constraints, although most will go-ahead. A review of a second application for the remaining compartments of the Forest will consider the changed situation, therefore, including an assessment of the timing for a 2nd application and a re-examination of the priorities for and scope of any second agreement.

5.2 Artificial Grass Pitches at Wanstead Flats (Parklife) Project – Work to revise the Parklife bid has been undertaken following a request from Resource Allocations Sub-Committee (RASC) in January. The revised proposal will be presented at the 9 July RASC meeting.

5.3 Baldwins & Birch Hall Park Ponds Project (Gateway 4) - Detailed analysis of engineering options are currently underway following a scoping exercise for a Habitats Regulations Assessment examining the likely significant effects on Epping Forest SAC ahead of Gateway 5.

5.4 Wanstead Parks Ponds Project (Gateway 2) – Further discussions are underway with the contractor regarding the findings of the Engineering Study.

5.5 Epping Forest SAC Mitigation Strategy – Land Use Consultants (LUC) are working on the final version of the revised Strategy which will be brought to your Committee shortly.

5.6 Epping Forest Review of Deer Strategy – The Deer Initiative have completed their Review which will be brought to your Committee shortly.

5.7 Epping Forest Car Park Strategy – Consultants PMS completed their study which will be brought to your Committee shortly.

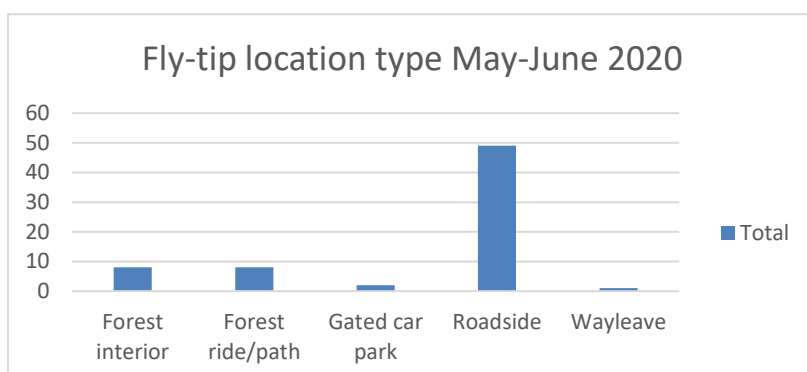
5.8 The Warren House future options study – Consultants Amion & Architects Crosby Granger have completed their Options Appraisal which will be brought to your Committee later in the year.

5.9 Copped Hall Conservation Management Plan. Consultants Wells and Way are completing amendments to the CMP which will be brought to your Committee later in the year.

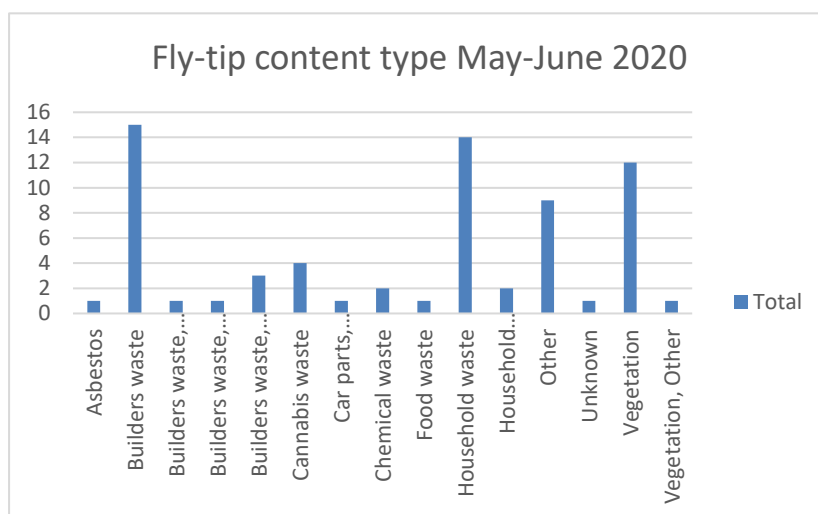
Forest Services

Fly Tipping

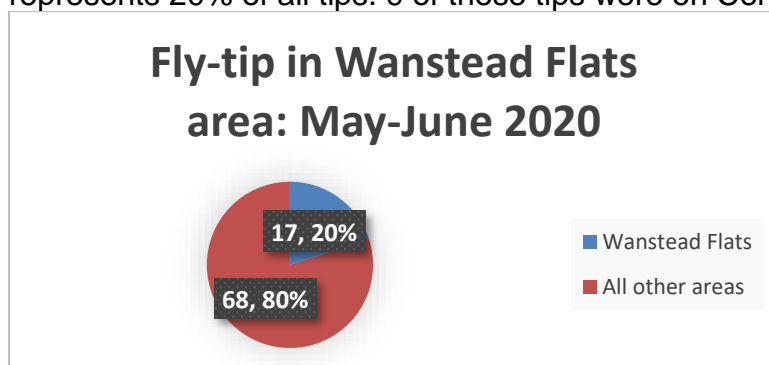
6. There were a total of 68 fly-tips recorded over the period of May-June 2020, this is a 54% increase over the same period in 2019.
7. Roadside locations represented 72% of the tip locations over the period.



8. Builders waste represented the largest category of items tipped over the period at 20 (29%), while household waste represented 17 tips (25%).



9. There were 17 fly-tips in the Wanstead Flats area over the period which represents 20% of all tips. 9 of these tips were on Centre Road.



Enforcement Activity

10. No Environmental Protection Act prosecutions took place during the period under report due to COVID-19 court restrictions. 6 conditional cautions were issued totalling £1,150.

Licences

11. A total of 9 licences for events were issued during the months being reported, which yielded an income of £2,393.90 plus VAT. 52 licences were issued during the same period in 2018/19 (income of £36,274.60).

Unexplained Deaths

12. There have been no Unexplained Deaths over the reporting period.

Rough Sleepers

13. There have been a total of 7 Rough Sleeper camps on Epping Forest:

- 2 in compartment 38
- 1 in compartment 35
- 1 in Compartment 29
- 1 in compartment 28
- 1 in compartment 27

Unauthorised Occupations

14. There have been no traveller incursions over the reporting period.

Dog Incidents

12. During the period there have been 4 reports of dog-related incidents over the period
- 02/05/2020 - Out of Control Dogs Bury Woods
 - 06/05/2020 - Out of Control Dogs Wanstead Park
 - 26/05/2020 - Concerns about the increased numbers of dogs on the Forest
 - 29/05/2020 - Concerns about dog fouling near Roebuck Heights.

Deer Vehicle Collisions

13. There were no reported Deer Vehicle Collisions (DVC) during this reporting period.

Heritage; Landscape and Nature Conservation

Biodiversity

15. A brief botanical assessment was carried out during June of the central grasslands and glades around Fairmead, including Pear-tree Plain, Almshouse Plain and Fairmead itself. This has been the area where extensive grazing returned to the Forest in 2002 after an absence of several decades. The flora of these sites has been transformed by the combination of restoration work and grazing over this time.
16. The June survey revealed an enormous expansion in the area of grassland occupied by Small Lousewort *Pedicularis sylvatica*. This locally rare plant has been the subject of previous reports in which its rapid increase across Almshouse Plain north, in the decade after grazing started, has been detailed

and mapped. However, in the second decade since grazing's return it began to be found in small pockets of other sites. This year the assessment revealed strong populations, each of many hundreds of plants, at 3 other sites including a completely new site.

17. Lousewort has not been the only locally rare plant to benefit. Petty Whin, *Genista anglica*, at one time down to one plant in the Forest and a handful of plants in Essex, has now successfully seeded and, although still under the threat of local extinction, is now represented by nearly 20 young plants of which several are flowering and setting seed this year.
18. Other notable recovering species, now numbering tens or hundreds of new individuals, include the rare Heath Grass *Danthonia decumbens*. Burnet Saxifrage *Pimpinella saxifrage*, Heath Bedstraw *Galium saxatile* and Heath Wood-rush *Luzula multiflora*.
19. The unbroken spell of hot and sunny weather was important for many insect species. Stag Beetles *Lucanus cervus*, which, despite their size, are not often observed because the species usually flies at dusk, have already been recorded on two occasions in June on the edge of the Forest at Loughton. This is a stronghold for the species for which the Special Area of Conservation (SAC) is designated. This species also has another stronghold at Leyton Flats and it is hoped records may yet be forthcoming from this southern area too.
20. Other insects to benefit from the sunny weather have been some of the butterflies. There were good counts of grassland butterflies at both Wanstead Flats and Fairmead with the first generation of Small Coppers *Lycaena phlaeas* (12 and 5 on transects respectively) the most numerous but accompanied by Small Heaths *Coenonympha pamphilus* and Common Blues *Polyommatus icarus*. Of even greater significance, on gorse and broom scrub still regrowing in places after the fire damage of 2018, there were also excellent numbers of the rare Green Hairstreak *Callophrys rubi*. The Wren Group recorded the hairstreaks on scrub in at least 4 separate sub-sites within Wanstead Flats, with a maximum count of this cryptic but beautiful species of 8 individuals alongside Long Wood.
21. Records from The Wren Group at Wanstead Flats have also brought some encouragement for the Skylark *Alauda arvensis*. One pair was observed feeding young – a first brood – which is the first concrete sign of breeding success for some time from this site. There also may be as many as 5 singing males, up from 3 or 4 in the last two years. Centre Road car park has been closed during the breeding season to dissuade do walkers who may disturb this ground nesting species. Two males of the declining Meadow Pipit *Anthus pratensis* have also been regularly recorded, but this species' foothold may be even more tenuous than that of the Skylark's.

Agri-environment Schemes

22. Countryside Stewardship Scheme (CSS) agreement offer that had been received on 1 May from the Rural Payments Agency (RPA), after a significant delay, was checked and reviewed. Extensive amendments had to be made due to errors that had taken place during RPA's transcription process. In

addition, mapping and prescriptions had to be updated to comply with new RPA formats and this included liaison with Natural England and Historic England officers. The amended agreement documents, along with the acceptance of grant award, was signed by the Director of Open Spaces, were returned to the RPA and confirmation of the agreement acceptance is now awaited from the agency.

23. At the same time as the CSS work was being undertaken, the annual application for Basic Payment Scheme (BPS) grant was made and coordinated with the other Open Spaces divisions. This BPS grant, now in its 16th claim year, provides financial support for the maintenance of grasslands across the Forest and Buffer Lands.

Grazing

24. As indicated in the Grazing Programme 2020, cattle were put out onto Chingford Plain on 12 May. The 10 Longhorns grazed the site throughout the remainder of the month attracting much attention from the increased number of visitors to this area of the Forest. They were also filmed during *BBC Countryfile*'s visit to the Forest in May and may be part of the programme that is due to be aired on 21 June.
25. As planned, this herd was then moved during the first week of June onto the lower parts of Chingford Plain and Bury Wood for grazing across this month. In the meantime, during the *BBC Countryfile* visit on 29 May, six Longhorns were de-pastured at Deershelter Plain heathland. This site was a swap for Sunshine Plain south where some fencing problems meant that the grazing has been postponed until July. At Deershelter the grazing over the last 17 years has seen the successful control of birch regeneration and bracken growth alongside a significant increase in the cover of Heather and other rare heathland flowers.
26. Both of these sites can be grazed because of the presence of invisible fencing. This technique, which many conservation organisations, including the National Trust, are now using was pioneered in the UK at Epping Forest. Invisible fencing has transformed the options for grazing in the Forest and allowed the grazing of small, difficult-to-access sites, where grazing had been absent for many years, and also extensive grazing amongst large areas of pollarded trees. Remarkably, this summer's grazing marks the 10th anniversary of the use of this system at Epping Forest.

Heritage

27. The update on the Knighton Woods Conservation Statement mentioned in the last Superintendent's Report has now been undertaken by a consultant and will be finalised shortly.

Contractors

28. The haylage and hay contract sites across the Buffer Lands and the Forest were agreed by early May for future cutting in June and July on the usual sites. The Oak Processionary Moth work involving specialist contractors is detailed below.

Land Management

Town & Country Planning – Local Plans

29. All meetings referred to below involved online meetings using *Microsoft Teams* with external authorities and consultants.
30. The most notable engagement in this period has been the launch of Epping Forest District Council's (EFDC) Green & Blue Infrastructure Strategy. This was launched on 5 June and formed one of the main agenda items for the second meeting of the recently re-formed Epping Forest Special Area of Conservation (SAC) Oversight Group of competent local authorities (competent authorities as defined under Regulation 7 of the Habitats Regulations 2017 (as amended)). The Oversight Group was attended by all authorities expected, apart from the Greater London Authority (GLA).
31. There is a 6-week consultation period for the EFDC G&BI Strategy finishing on 16 July. The Buffer Lands sites of Copped Hall (south) and Warlies Park are referenced in relation to Suitable Alternative Natural Greenspaces or SANGs.
32. The London Borough of Waltham Forest (LBWF) is also developing its Green Infrastructure (GI) Strategy and has consulted your officers on SANGs on 16 June.
33. Both EFDC and LBWF are still working on their Local Plan Habitat Regulations Assessments (HRA) to consider the protection of the SAC from proposed developments. The EFDC HRA is re-examining the issue of air quality in the SAC area and also the recreational Zone of Influence (Zoi).
34. Continuing the examination of air quality issues, a meeting was held on 4 June with EFDC's consultants and Natural England on 4 June. The consultants confirmed the use of 2017 as the detailed baseline year for which traffic data are sufficiently accurate. However, they also confirmed that the analysis would consider all growth due to the Local Plan from its start date of 2011.
35. This air quality work, in contrast to that included in the earlier HRA, is now proposing specific air quality mitigation measures. These are designed to be achievable and measurable. However, on the first point, much uncertainty remains about how such mitigation measures might work in practice. The air quality and traffic modelling work is unlikely to be concluded until late July or early August. However, despite this EFDC officers indicated that intended to take air quality mitigation proposals to Cabinet on 13 July.
36. One of the possible mitigation measures was outlined and discussed at an earlier meeting on 15 May, attended by 20 local authority officers. Hosted by Essex County Council Highways, its consultants outlined proposals for creating a B1393 sustainable transport corridor between Epping and Harlow. The outline proposal had been criticised by your officers and others at the EFDC Local Plan Examination-in-Public in June 2019 for the lack of obvious options and space on the highway for sustainable transport. The more detailed proposals put forward at this 15 May meeting were criticised along similar lines by a wide range of participants. Similar problems were raised about distance for cyclists, high traffic speeds and a narrow carriageway. The absence of

proposals for including proposed residential development at North Weald airfield was also raised as an issue.

37. In relation to the recreational Zone of Interest (Zoi) - the Zoi is the distance from the SAC boundary from within which 75% of visits emanate -, the meeting on 5 June of the Oversight Group tried to come to an agreement amongst all the competent authorities present as to the new distance to be used. The Group were considering the recent findings of the Epping Forest Visitor Survey 2019 conducted by *Footprint Ecology* Ltd (using the same survey points within the SAC as the 2017 Survey).
38. The Oversight Group meeting agreed that each competent authority would review the two Zoi distances that had been calculated for SAC-only survey points, and which excluded holidaymakers. The choice was agreed to be between either 6.31km, which represents the average of the two medians from the 2017 and 2019 Visitor Surveys (VS), or 6.59km, which is the median distance from the 2019 VS alone.
39. A meeting was held with Natural England officers ahead of all the above meetings to discuss issues around developments within all the competent authority areas with potential to impact Epping Forest SAC. NE officers reported that London Borough of Enfield (LBE) still had no mitigation tariff in place. However, LBE was showing signs of a willingness to engage and had collected financial contributions from two big developers who had insisted on paying mitigation monies.
40. London Borough of Redbridge (LBR) is collecting a mitigation tariff. It had been collecting £30 per dwelling on larger developments within 6km but after a legal challenge last year was now also collecting from even the smallest development within 3km of the SAC boundary. LBR officers are considering appointing a consultancy to advise on collecting the tariff in the long-term. The borough was also re-examining the issues of green infrastructure and recreational pressure on the SAC.
41. For its part, Natural England (NE), having been reduced to half a post in London for the last 6 months is now back with a full-time London officer and is considering a second officer. The GLA has also recently increased its Green Infrastructure Team and a meeting will be sought by NE with these new officers as soon as practically possible.

Town & Country Planning – Development Control

42. Comments were submitted to EFDC planners on just two applications in May. There were no developments in the London Boroughs requiring comment at this stage.
 - 47 Forest View, Loughton was a case on appeal for which the issue of SSSI and SAC protection had not been mentioned. Although no direct impacts would be expected from the development the issue of ‘in combination’ was raised and the planners were asked to take this into account in any conditions.

- Danbury Road Loughton – no objection was made, as this small residential development is likely to have Roding Valley Meadows as its local green space. However, comments were made in relation to ‘in combination’ impacts on the SAC.

Land Registration

43. The access audit of wayleaves and private access points across Forest Land continued but was restricted continuing desk research work due to the COVID-19 restrictions and the increase in related work with Forest visitors. In addition, examination of recently purchased 2019 aerial photographs for GIS mapping is providing possible new evidence of encroachments onto Forest Land and this is being collated to support the groundwork on the access audit.
44. Discussions with the City Solicitor & Comptroller were started in May concerning options for legal action relating to challenging the registration of land by a private landholder on land covered by the Arbitrator’s Award at Bell Common.

Operations

Insurance works

45. To date from January 2020 there have been 12 subsidence insurance claims submitted, twice as many as normal. These are all being responded to in line with managing Vegetation against Property (VAP) procedures.
46. One historic claim from 2014 for a substantial sum was settled. It transpires that, following an earlier claim in 1993, which had not been successful on the same property, the house owner’s representative wrote to the City Corporation stating that whilst no issues found now, there could be in the future. This was enough to put City Corporation on notice and that City Corporation should have been managing the boundary trees in accordance with any root nuisance requirements. The recent review of VAP management picked up all the actions where historically the City Corporation committed to undertaking work, however, this reference to the possibility of a future issue was not picked up.

Risk Management Works

47. COVID-10 works have been the main area of risk management activity for the Forest Operations team working alongside the Keepers, Contractors and local Police. The main actions completed were:
 - I. Risk assessing and opening of benches with modification to accommodate social distancing requirements.
 - II. Risk assessing and subsequent widening of the easy access trails to ensure social distancing achievable on these popular visitor routes: High Beach, Connaught Water and Knighton Wood.

III. Installing additional signage points along verges for use with no parking signs.

30. Oak Processionary Moth (OPM) (*Thaumetopoea processionea*): All oak trees within 50m of OPM nest sites identified in 10 OPM priority (Hotspot) management areas were treated by contractors with the biological control *Bacillus thuringiensis*. Each location has two treatments spaced two weeks apart with the control largely specific to the target species. Contract surveyors will be surveying the OPM priority areas from the 15 June for OPM nests below 10 feet on oak trees. Nests at higher heights on trees will be left, as these are less likely to be hazardous for people and it also helps to facilitate the development of natural parasites of OPM, such as the Tachinid Fly *Carcelia illiaca*, that are beginning to establish in the UK.
31. Tree safety: For much of this period it has not been possible to undertake routine tree safety works and at the start of June there are still 171 tree safety tasks from 2019/20 outstanding. This figure appears high, but 15 jobs were added to the overall works number from follow up surveys, 63 added due to the second *massaria* survey and 75 added as the tree safety management data base was reviewed and a number of anomalies picked up where jobs were missed from previous years, mainly dead elm at the road side. In addition this year's contractor survey identified the following tasks: High priority response (3 months) 50 trees and Scheduled response (12 months) 577 trees.
32. March through Spring is the main tree safety work period, then move onto path maintenance, and CSS initial and maintenance works in August through to February. Progress with this work has been delayed by COVID-19. Options to catch-up on this works to help catch up on this essential task are being considered.
33. Reservoir management: Reservoir inspections have continued as required during the period. Staff have supported the Department of Built Environment (DBE) staff in the preparation of plans for the repair works to the large raised reservoirs Baldwins and Birch Hall Park (Deer Sanctuary) ponds, including preparatory work on the HRA for the Baldwins Pond work within the SAC.
34. Highway verges: The contract has been let for this year's verge management work. Operations team staff have commenced work on clearing sightlines across the Forest. The verge through Woodford Green has had to be cut twice due to the prolific regrowth following the first cut, normally it gets a single cut in this period. LBR has also stopped cutting the verge on City of London Corporation land on Whitehall Road where there was no care and maintenance agreement in place. These areas will receive a single cut by City Corporation teams timed to ensure the best outcome for biodiversity. This is a change from earlier practice by LBR where they were cut to a short sward.

Access Works

35. All major car parks have had a grass cut and general maintenance visit during the period. As outlined above Easy access trails have had enhanced

maintenance visits to better prepare them for Social Distancing requirements. Similarly, picnic benches have risk assessed and relocated, as required.

36. Following up on the Theydon Bois Individual Site Plan works have been implemented which had been delayed by COVID-19 to upgrade the seating on the Green. This is part of a package of work to be undertaken this year in association with the Parish Council.

Visitor Services

48. Analysis by Google on location data from anonymised location history opt-ins shows May visits to open spaces, such as parks, beaches and gardens, suggests grew 122% above baseline levels. As an average this data is likely to underestimate the impact on Epping Forest.
49. Visitor Centres closed to the public on 15 March and remain closed in line with Government restrictions. Front of house staff have been redeployed to a number of other functions and tasks including conducting regular litter picks of popular areas.
50. Time has also been taken to re-survey the waymarked trails across the Forest to ensure that these meet public expectations. These will be used to help inform maintenance and improvement works.
51. With events and private hire on hold, time has been taken to prepare for future exhibitions and repair work to existing displays. Repairs and restoration to our stock of Tudor costume has been completed, as well as primary research to inform upcoming exhibitions.
52. Working in conjunction with consultancy firm 'Footprint Ecology' the visitor services team have been undertaking a visitor count. This will enable comparison of usage trends with previous years. Footprint Ecology have been commissioned to carry out alternative survey and analysis work across the Forest during this time to assess and compare the impact of the COVID-19 pandemic on visitor numbers and trends.

Museum and Heritage

53. Work is ongoing with an audit of our replica costume collection, washing, mending and researching information to provide a higher quality 'dressing up' area in the Queen Elizabeth's Hunting Lodge for when fully reopen. Adult and children's costume are extremely popular with visitors and enable staff to offer costumed tours and add interest to heritage events. Research is taking place between costumes and historic characters linked to the Forest including the obvious Henry VIII and Elizabeth I but also John Stonard, Antony Denny, named 16th century Forest keepers who appear in the royal accounts as well as local people who have left their names in Tudor parish records
54. The View (Epping Forest Collection) has provided archive images for the Epping Forest Countryfile feature to be aired later in June. Remote working is

facilitating progress on both museum documentation, the eHive online museum catalogue and first explorations into iBase, the digital image archive.

Learning

A total of 19 sessions involved 384 children and 51 adults over the reporting period.

| Q4 | Jan-20 | Feb-20 | Mar-20 | Total |
|------------------------|---------------|---------------|---------------|--------------|
| EF No. Sessions | 4 | 9 | 6 | 19 |
| EF No. Students | 120 | 157 | 107 | 384 |
| EF No. Adults | 8 | 23 | 20 | 51 |

55. Since the COVID-19 pandemic, school bookings from 17 March 2020 onwards have been cancelled. There were an additional 8 sessions booked in for the rest of March that could not take place.

56. Since March, the learning team have therefore been working on a variety of online resources for schools and families, including videos, worksheets and a time travel activity pack. The current videos have roughly 300 views in total on YouTube, which will hopefully increase once they have been shared on EF Facebook.

Chingford Golf Course

57. The golf course re-opened for play on Monday 18 May in line with government guidelines set out by England Golf. For the opening 2 weeks, play was restricted to 2-balls only, this increased to 3 or 4 balls on Monday 4 June. During the opening 3 weeks bookings were restricted from 7.30am - 6pm with 10-minute intervals, bookings in this period were full each day. 'Safe Golf' measures were put in place out on the golf course as well as a safe entry/ exit system into the Caddie House for visitors to check in to help safeguard both staff & visitors.

58. Throughout this period scheduled maintenance work has continued to maintain the course in a good condition, staff now have more time to carry out essential tasks with irrigation operated by Bluetooth® wireless linking technology now in full operation reducing labour used in previous years to manually water during hot & dry spells. Hire buggies returned on 9 June with increased security features and booking restrictions in place till end of June due to COVID-19 but has allowed us to increase revenue and customer experience.

59. Total revenue from online sales from 1 May – 7 June was £21,945, total revenue from reception was £26, 605.62 broken down into:

| |
|--|
| Breakdown of figures from Reception from 1st May – 7th June |
|--|

| | 2020/21* | 2019/20 | Difference (+/-) |
|------------------------|-----------------|----------------|-------------------------|
| Green fees: | £20,249.95 | £34,936.22 | - £14,686.27 |
| Drinks: | £493.50 | £1098.90 | -£605.40 |
| Hire Equipment: | £886.00 | £4565.00 | -£3679.00 |
| Shop Sales: | £1366.20 | £2722.75 | -£1356.55 |
| Wanstead: | - | - | - |
| Horse Riding: | £3,609.97 | £946.90 | +£2663.07 |

**The golf course re-opened for play on 18 May, income for this period is based on 3 weeks income compared to 7 weeks income for previous year.*

60. Online bookings for the same period last year was £7030.50 compared to £21,945 this year, an increase of £14,914.50 - all bookings are now to be pre-booked in advance either over the phone or online which explains why this figure has increased. Overall income for this period last year amounted to £51,300.27 compared to £48,550.62 this year a decrease of £2,749.65. *This is based on 3 weeks income for this year compared to 7 weeks in 2019/20.*
61. Golf season tickets have been suspended for 2020/21 at present due to the restrictions in place due to COVID-19. Horse-riding licences renewals recommenced on 1 June in tandem with open riding reopening with a pro-rata reduced fee.

Wanstead Flats

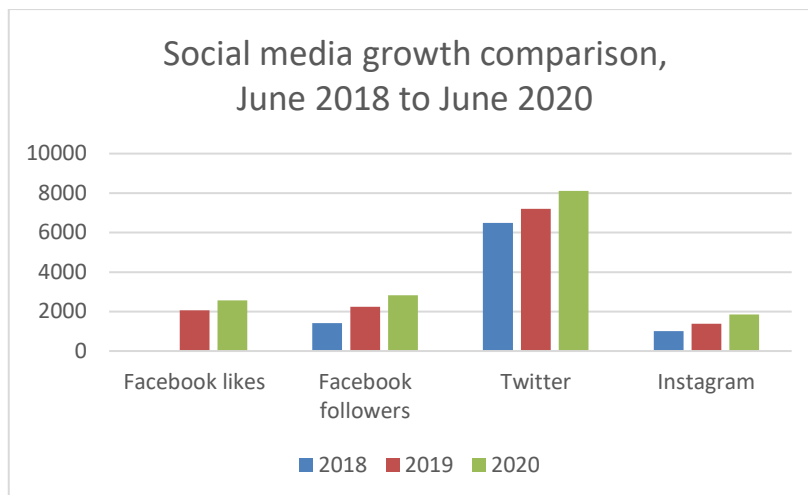
62. Goals and other pitch infrastructure were removed to discourage social gathering and informal play. However partial pitch markings have been retained and re-marked to allow the rapid return to operation when the situation allows. Pitch maintenance work including cutting and goal mouth repair continues with social distancing measures in place to protect staff.
63. The upswing in usage of greenspace and high population density in Wanstead had resulted in an increased proportion of the team's time being devoted to litter and general maintenance during this period
64. Parkrun has not been in operation due to COVID-19.

Communication and Information

As of 11 June 2020, Epping Forest social media following is:

- Twitter followers: 8117 (12.6% increase)
- Facebook followers: 2821 (26.2% increase)
- Instagram followers: 1855 (34% increase)

65. The chart shows a comparison of our figures at the same point in 2018 and 2019:



66. As stated in the previous report, instead of a summer edition of Forest Focus Forest Focus is being updated via mail chimp monthly. This enables effective and more frequent communication to ensure visitors are updated with the most current news and guidance on visiting Epping Forest during the COVID-19 pandemic. These monthly updates have been distributed to date for April and May and were well received with positive feedback received. Work has begun on the June 2020 edition.
67. The Top Tweet for May 2020 with 36.8k impressions (exceptionally high) related to a reminder for all to please take their litter home with them. 'This ancient woodland is not a dustbin' and the Tweet was quoted in the national media (BBC and Daily Mail).
68. The top Facebook post for May was a request for essential information relating to reporting BBQs / fires / litter in Epping Forest following the very busy weekend due to slight easing of lockdown and the very fine weather. The post had a reach of 45,120 (exceptionally high), impressions of 7,457. The request was successful as the post was shared 359 times, which is extremely high.
69. The top Instagram post for May related to the filming of Countryfile in Epping Forest, in May – with 262 likes (very high indeed).
70. The #ThisWeekInTheWoods campaign on social media was very well received but we have been unable to post anything other than operational / functional material since the weekend of 30/31 May.
71. 30/31 May was the first weekend after a slight easing of lockdown and this coincided with very nice weather resulting in a very large number of visitors to the Forest, including large groups gathering in the evenings to socialise. Sadly, these visits led to a massive increase in litter, many reports of BBQ's and some very unfortunate incidents of affray. A large focus for such problems was Queen's Green in High Beach. Two incidents of affray, and the reports of excessive littering of open spaces, made the national press.

Major incidents – COVID-19 National Health Emergency

72. Specific responses to the national health emergency are included in the body of this report.

Paul Thomson

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| Committee(s): Epping Forest Consultative – for information Epping Forest and Commons – for decision | Date(s): 24 06 2020 06 07 2020 |
| Subject: Local Plans Update: Green Infrastructure Strategy consultation (SEF 18/20) | Public |
| Report of: Director of Open Spaces | For Decision |
| Report author: Jeremy Dagley – Head of Conservation, Epping Forest | |

Summary

This report proposes a written response in the form of a letter from your Chairman (**Appendix 4** of this report) to the Epping Forest District Council's Green & Blue Infrastructure Strategy (GI Strategy), which is open to public consultation until 16th July 2020. The GI Strategy incorporates a Sustainable Alternative Natural Greenspaces (SANGS) Strategy, which is of particular relevance and importance to the future protection of Epping Forest Special Area of Conservation (EFSAC) from increased recreational pressures generated by development.

A SANGS strategy is required as part of a *final* SAC Mitigation Strategy, a document which is still under discussion with local authorities in the EFSAC's recreational Zone of Influence (Zoi). The proposal in this report is considered an important step in ensuring that the SANGS element of the EFSAC Mitigation Strategy is fit for purpose. A joint approach to SANGS by all the relevant Zoi local authorities is to be promoted in the proposed response, along with other key issues including the financing of SANGS and wider GI.

Recommendation(s)

Members are asked to:

- note any views expressed by representatives on the Consultative Committee about the EFDC GI Strategy and to decide whether these have been appropriately incorporated into the proposed written response (**Appendix 4**).
- delegate authority to the Town Clerk, in consultation with the Chairman and Deputy Chairman, to complete the proposed response letter (**Appendix 4**) to the Epping Forest District Council's Green & Blue Infrastructure Strategy consultation (incorporating SANGS) in line with previous representations and correspondence to the Council on these matters.

Main Report

Background

1. Epping Forest District Council (the Council), whose boundary includes 64% of Epping Forest, submitted its Local Plan to the Secretary of State on 21 September 2018 and it was examined by an Inspector between 12 February and 11 June 2019.
2. After the hearings, at which your officers were present and made representations on your behalf, the Inspector issued her interim advice to the Council. In it she highlighted the need for a strategy to be prepared for sustainable alternative natural greenspaces (SANGS) stating: “A *SANG Strategy is also needed to mitigate the full effect of recreational pressure upon the SAC...*”
3. In the representations and at the hearings your Counsel and officers had pressed for both a SANGS strategy and also a broader Green Infrastructure (GI) strategy for the District in order to enhance wildlife habitats and provide more access to alternative areas in order to protect Epping Forest from increased recreational pressure and its Special Area of Conservation (EFSAC), in particular.
4. In response to these representations, at the hearing of 26th March 2019, Epping Forest District Council (EFDC) undertook to prepare a GI Strategy and indicated that it would incorporate a more specific SANGS Strategy.
5. However, your officers and your Chairman's letters (see below) have reiterated that any SANGS Strategy will need to be incorporated into a wider SAC Mitigation Strategy because the avoidance of adverse impacts should be the starting point in any mitigation hierarchy. The balance between SANGS and on-site measures, under a Strategic Access Management and Monitoring Strategy (SAMMs), needs to be clearly set out and the Local Plan Habitats Regulation Assessment (HRA) needs to review the likely effectiveness of these combined measures in avoiding adverse impacts on the EFSAC. The current *Interim* SAC Mitigation Strategy does not include any SANGS proposals.
6. Your Committee's position with regard to SANGS and progress towards a *final* SAC Mitigation Strategy was set out in the correspondence from your Chairman with EFDC in November 2019 and again in April 2020 (see **Appendix 2** for your Chairman's April letter).
7. Throughout the Local Plan representations and subsequent correspondence, with both the Inspector and EFDC, the importance of SANGS as an avoidance measure has been emphasised. It has also been made clear that in your view **all** development within the recreational Zone of Influence around the EFSAC boundaries should contribute to SANGS in some way. The Cabinet Member responsible for the Local Plan responded to both these letters and his response to the April letter is at **Appendix 3**.

8. In addition, in March 2020 EFDC officers, at relatively short notice (10 days response time) requested your officers' views on a very early draft of the document, entitled the Green & Blue Infrastructure Strategy (hereinafter referred to as the GI Strategy). There were no appendices provided with this early draft and no information on SANGS. Your officers provided comments in line with previous Local Plan representations and in response to gaps (including the lack of SANGS information) in the content and structure of the draft.

Current Position

9. Following this "soft-testing" of the first draft in March, the EFDC GI Strategy consultation was launched on 5th June and now runs for 6 weeks until 16th July 2020. The GI Strategy is a 106-page document (see **Appendix 1**) with four appendices that have been added since March and which contain more information about SANGS and EFDC's approach to a SANGS Strategy.
10. In addition to the general public consultation, EFDC officers are specifically seeking a response from the City of London Corporation (CoL) as The Conservators of Epping Forest in the form of a letter. In relation to SANGS in particular, CoL Buffer Lands sites are featured in the GI Strategy's appendix 4, in direct response to your earlier representations at examination and subsequent correspondence with EFDC about SANGS. Some of this correspondence is outlined in the *Background* section above.
11. It is important to note that the EFDC GI Strategy has not yet been examined as part of the Local Plan examination process and that it has not yet been reviewed by the Local Plan HRA.

Proposals

12. The views of members of the Consultative Committee about the GI Strategy were sought at the meeting of 24th June 2020. Views expressed at that meeting included concern regarding building on existing public open spaces and the effective 'enabling' of development through the use of Buffer Land as SANGs. Where possible these concerns have been incorporated into the draft letter at Appendix 4. Furthermore, Consultative Committee members were encouraged to engage with the consultation themselves and a number of the representatives indicated that their organisations would be responding.
13. A detailed draft response has been prepared by your officers in the form of a letter to cover all aspects of the GI Strategy, including the new appendices on SANGS (Appendices 2 – 4 of the GI Strategy). The draft letter is provided at **Appendix 4** of this report. The letter focuses on all the previous issues raised about:
 - avoidance of adverse impacts on the EFSAC.
 - the balance between SANGS and SAMMs being made clear.

- the need for a region-wide approach to mitigation and SANGS in particular, through a joint, cross-border Supplementary Planning Document (joint-SPD).
- the HRA including a full assessment of the likely effectiveness of the SANGS and SAMMs combination.
- the financing of the SANGS through a clear and separate tariff (separate to the current SAMMs tariff) to be raised by local authorities within the recreational Zone of Influence.

Options

14. **Option 1:** To provide no further written response on the GI Strategy document but just to engage in a dialogue through the SAC Oversight Group. **This option is not recommended.**
15. **Option 2:** To provide a full written response to EFDC in the form of a letter, a first draft of which is at Appendix 4 of this report, through delegation to the Town Clerk in consultation with the Chairman and Deputy Chairman. **This option is recommended.**

Corporate & Strategic Implications

16. The recommendations of this report support the Corporate Plan with particular reference to the following aims:
- a. Contribute to a flourishing society**
- i. People enjoy good health and wellbeing
 - ii. Communities are cohesive and have the facilities they need.
- b. Shape Outstanding Environments**
- i. We inspire enterprise, excellence, creativity and collaboration
 - ii. We have clean air, land and water and a thriving and sustainable natural environment
 - iii. Our spaces are secure, resilient and well maintained.
17. And supports the Open Spaces Business Plan as follows:
- a. Open Spaces and historic sites are thriving and accessible.**
- i. Our open spaces, heritage and cultural assets are protected, conserved and enhanced
 - ii. London has clean air and mitigates flood risk and climate change

Implications

18. **Financial:** In addition to considerable officer time required to respond to the Local Plan, the costs of representation with regard to the Local Plan, total

£60,000 approx. to date. The high cost of representation should be seen in the context of the Plan's proposed duration of 15 years and its scope.

19. **Legal:** The Planning and Compulsory Purchase Act 2004 (as amended) ("the 2004 Act") and the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended) ("the 2012 Regulations") set out the requirements and the statutory procedure for the preparation of a Local Plan.
20. The legislation allows for three possible outcomes to the current examination process:
 - 20.1 The Inspector finds that the plan is sound and legally compliant as submitted. In these circumstances the Inspector must recommend that the plan is adopted.
 - 20.2 The Inspector finds that the plan is unsound and/or legally non-compliant as submitted, but that it is possible to make it sound and legally compliant by making main modifications to it. In these circumstances the Inspector must recommend the necessary main modifications, if requested to do so by the LPA. The main modifications must relate directly to the reasons why the Inspector has found the plan unsound or legally non-compliant.
 - 20.3 The Inspector finds the plan unsound and/or legally non-compliant as submitted, and that it is not possible to make it sound and legally compliant by making main modifications to it. The Planning Inspectorate 5 Procedure Guide for Local Plan Examinations details the circumstances in which the Inspector must recommend non-adoption of the plan. In practice, the LPA would be asked to consider withdrawing the plan before any such recommendation was made.
21. At the end of the examination the Inspector produces a report for the LPA setting out recommendation(s) and the reasons for them. The report is not binding on the LPA, but the LPA may not adopt an 'unsound' plan.
22. **Property:** The Local Plan sets out how and where land and property will be used in Epping Forest District up to 2033. It is important to the City Corporation's stewardship of the Forest to ensure a balanced view is taken regarding both the protection of the Forest and opportunities to best utilise land and property required for operational needs, and that which is surplus to operational purposes.
23. **Charity:** Epping Forest is a registered charity (number 232990). Charity Law obliges Members to ensure that the decisions they take in relation to the Charity must be taken in the best interests of the Charity.
24. **Equalities & diversity:** An initial screening exercise of the equality impact of this Plan process has been undertaken by Epping Forest District Council.

25. **Exiting the European Union:** The main influence of EU law on plan making in the UK relates to the Environmental Assessment of Plans and Programmes Regulations 2004 (the 'SEA Regulations') and the Council Directive 92/43/EEC on the Conservation of Natural Habitats and of Wild Fauna & Flora, which is incorporated into UK law as The Conservation of Habitats and Species Regulations 2017 ('The Habitats Regulations') and recently amended by The Conservation of Habitats and Species (Amendment) (EU Exit) Regulations 2019.

Conclusions

26. The District Council is an important strategic partner for the City Corporation and the Local Plan consultation process provides an important opportunity to draw together City Corporation and the District Council aspirations for the Forest and surrounding area over the next 15 years.
27. This Local Plan consultation, through your continued representations and dialogue with EFDC, has ensured that a Green Infrastructure Strategy has finally been provided, it having not formed part of the original Local Plan Submission Version. A detailed response is proposed because of the importance of the GI Strategy to the implementation of SANGS and their design and funding. A combination of both SANGS and SAMMs will be required to ensure the continued protection and conservation of Epping Forest.

Appendices

Appendix 1 – EFDC Green & Blue Infrastructure Strategy (106pp) June 2020.

Appendix 2 – Chairman's Letter to Cllr J Philip (EFDC) 20 April 2020

Appendix 3 – Response: Cllr J Philip (EFDC) to Chairman's letter 01 May 2020

Appendix 4 – Proposed Chairman's letter (*draft*) in response to EFDC GI Strategy Consultation

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GREEN INFRASTRUCTURE STRATEGY

DRAFT FOR CONSULTATION
JUNE 2020

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Foreword from Councillor John Philip, Cabinet member for Finance and Economic Development and Councillor Nigel Bedford, Cabinet member for Planning and Sustainability

Our District is home to a rich and unique tapestry of 'natural' greenspace – including but not only Epping Forest itself. This network of landscapes has deep roots in ecology, culture and natural heritage and we need to make best use of it to help us tackle the climate emergency, to enable us to build resilient communities and to ensure we develop an understanding of what high quality open space looks like and how it can be delivered.

We have developed this Strategy to identify how Green and Blue Infrastructure can benefit new and existing local communities. We have analysed how the District's network of ecological, cultural and natural heritage currently benefits us and how we can protect them. In doing so we have examined the importance of design, maintenance and engagement within the 'managed' landscape. This has helped shape our ambition for the future as we look to ensure that high-quality Green and Blue Infrastructure is delivered across the District whether it be through small scale community-led projects or the strategic masterplanning of new communities.

Our approach builds on National Planning Policy and Practice Guidance. This requires Councils to take a strategic approach to maintaining and enhancing networks of habitats and Green and Blue Infrastructure and make planning decisions using an evidenced based approach. This Strategy supports that approach, embedded in many of the policies within the Council's emerging Local Plan, by

providing a framework to show how our ambition and the implementation of those policies will be achieved. We are clear that we cannot achieve our ambitions for the District's Green and Blue Infrastructure on our own. We will continue to work in partnership with other organisations including Natural England, the Conservators of Epping Forest, adjoining local authorities, landowners and with local communities to take forward this critical part of our Vision for the future of the District.

The uncertain times that we are currently living through has brought into focus how important Green and Blue Infrastructure is to our health and well-being. I would therefore urge anybody who has an interest in the future of our Green and Blue Infrastructure assets to engage in shaping the final strategy by responding to this consultation. We have identified different types of projects that could be brought forward but we want to hear your ideas as to how we can protect, improve and add to the rich and unique tapestry that we already have on our doorstep.

We look forward to many constructive suggestions as a result of this consultation so that we end up with the best possible strategy for our district.

Councillor John Philip Councillor Nigel Bedford



HOW DO I RESPOND TO THE STRATEGY?

The consultation period for the Green Infrastructure Strategy is from **9am on 4th June – 5pm on 16th July 2020.**

Online

Please go to the Green and Blue Infrastructure Strategy webpage at www.eppingforestdc.gov.uk/greeninfrastructurestrategy and click the link to the survey to complete a short questionnaire about your feedback and thoughts on the Strategy.

By Email

If you would prefer to submit your feedback via email, or have any further comments on the Strategy, please send your email to ldfconsult@eppingforestdc.gov.uk with the subject 'Green Infrastructure Strategy Feedback.'

By Post

If you would prefer to submit your feedback via post, or have any further comments on the Strategy, please send your completed survey or letter to:

Planning Policy
Epping Forest District Council
Civic Offices
323 High Street
Epping
Essex
CM16 4BZ

By Phone

If you would like to book an appointment on the 30th June 2020 to speak to an officer regarding your feedback on the Strategy, please send an email to ldfconsult@eppingforestdc.gov.uk with the subject 'Green Infrastructure Strategy Phone Call.'

Please indicate a 2 hour window in which you would be available for an officer to call you (between the hours of 10am and 4pm), plus the phone number you wish to be contacted on. If you can give an indication of what you would like to ask about that would be appreciated.

If you have problems accessing the document or survey material online, we can help. Please call Epping Forest District Council on 01992 564288 (between 10am and 4pm, Monday to Friday) to make alternative arrangements.

The strategy is made up of the following sections:

Section 1 Context

This section provides the context within which the Strategy has been developed, together with its purpose to ensure that Green and Blue Infrastructure forms a core benefit for new and existing local communities and protects existing ecological assets within the District, including as part of the design of future development.

Section 2 The District's Assets, Vision And Objectives

This section provides an understanding of the quantity and quality of the District's existing Green and Blue Infrastructure assets and establishes the Vision and Objectives to inform the delivery of the Strategy.

Section 3 Delivering Multifunctional Places And Spaces

This section examines the relationship between multifunctional Green Infrastructure and the typology-based approach to provision in national policy and guidance. It looks at the importance of design and maintenance in the 'managed' landscape in engaging more people with greenspace. It explores how greenspace can respond to a diverse agenda including: tackling childhood obesity, the climate emergency, enhancing and protecting biodiversity assets, the 'healthy-living' agenda, water quality and loneliness.

Section 4 Implementation

This section looks at how this ambition will be taken forward in Epping Forest District, in order to deliver a legacy of high quality, integrated Green and Blue Infrastructure assets of a strategic scale, including through strategic development sites, and provides strategies as to how this will be achieved.

Appendix 1 Project Pages

This appendix sets out the types of projects that could be delivered across the district. Projects vary from maintenance, to ecology and movement projects - many of which will need engagement with a variety of stakeholders and partners to deliver. The Project Pages act as mini briefs for these projects setting goals, identifying key partners and including outline costs where possible.

Appendix 2 Strategic Allocations

This appendix sets out the framework within which the strategic sites proposed in the emerging Local Plan should be developed to maximise Green and Blue Infrastructure opportunities and successfully integrate with the existing communities and places.

Appendix 3 SANG Guidance

This appendix sets out the principles that should be applied in the design and implementation of Suitable Alternative Natural Greenspace and should be read primarily in conjunction with Appendix 2.

Appendix 4 Sites for Enhancement

This appendix identifies site specific projects that should be brought forward in order to protect or enhance the District's Green and Blue Infrastructure assets.

Reviewing And Monitoring This Document

This document will be reviewed regularly (maximum every two years) to ensure it remains fit for purpose and updated as necessary.

SECTION 1

CONTEXT

This section provides the context within which the Strategy has been developed, together with its purpose to ensure that Green and Blue Infrastructure forms a core benefit for new and existing local communities and protects existing ecological assets within the District, including as part of the design of future development.

Overview

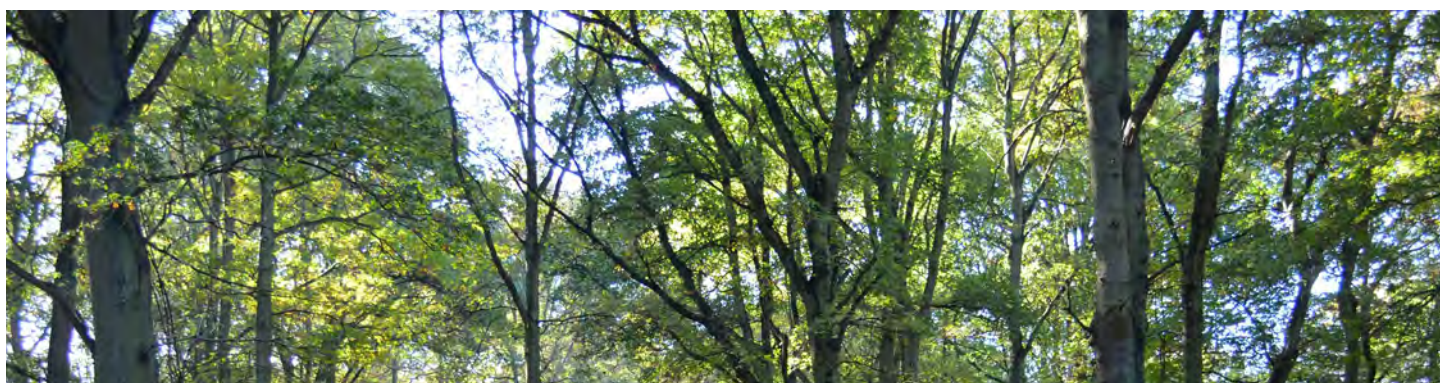
1.1 Over recent years the social, environmental, and economic benefits of Green and Blue Infrastructure have become more apparent, as have the benefits of taking a landscape led masterplanning approach to designing development. The provision and improvement of Green and Blue Infrastructure has become the primary means of framing sustainable communities and liveable neighbourhoods.

1.2 The Council's emerging Local Plan sets out the most significant level of development to be brought forward across the district in a generation. In doing so it has established ambitious policies in relation to the provision and enhancement of Green and Blue Infrastructure, the protection of ecological and landscape assets including those with a heritage value and the importance of design in creating positive places for people to live, work and visit. In proposing to allocate strategic sites around Harlow, we are working with our partner authorities under the umbrella of the Harlow and Gilston Garden Town, to deliver integrated development and associated infrastructure (including Green and Blue Infrastructure) to support the delivery of Garden Town principles. Within this context the Strategy includes a particular focus on ensuring that strategic housing allocations that sit within the Epping Forest District Council (EFDC) administrative boundary fully integrate with the wider Garden Town. The Strategy also recognises the importance of other cross-boundary opportunities to integrate Green and Blue Infrastructure by working with a range of partners including our neighbouring authorities within and outside of London.

1.3 An important purpose of the Strategy, but not the only one, is to provide a framework by which Green and Blue Infrastructure will be enhanced or provided in such a way as to avoid or mitigate the impacts of development on the integrity of the Epping Forest. The Epping Forest is a key natural and recreational asset for both the District and the wider area, including London. However, as an internationally important ecological site, it is critical that the Council provides a framework to deliver measures which avoid placing additional pressure on the Epping Forest as a result of new development.

1.4 The evidence base for the Epping Forest District Local Plan Submission Version 2017 ('the emerging Local Plan') provides an assessment of landscape character, an overview of the level and type of existing Green and Blue Infrastructure, identifies where there are deficits, and assesses the effects that new homes in particular may have on the Epping Forest and other existing Green and Blue Infrastructure assets. This evidence underpins the policy approach to the provision and improvement of Green and Blue Infrastructure. This strategy builds on this evidence base and the policy framework within the emerging Local Plan by providing guidance to ensure that good design principles underpin the provision of Green and Blue Infrastructure, while also identifying projects at the strategic level as well as more local, community-led initiatives that can be delivered across the district.

1.5 Account has also been taken of evidence produced by other local authorities, including by Harlow District Council, in relation to the development of their own Local Plans.



1.6 Why have a Strategy?

National Planning policy and guidance requires councils to take a strategic approach to protecting, maintaining and enhancing ecological habitats and landscape features, including those of heritage importance, and other Green and Blue Infrastructure assets and make planning decisions using an evidenced based approach. The policies within the emerging Local Plan respond to this requirement and this Strategy has been developed to support the implementation of those policies. In doing so there needs to be an integrated approach which:

- Responds to the need to address the requirement to provide suitable avoidance or mitigation measures to manage any potential impacts of growth on protected sites – in our case primarily the Epping Forest Special Area of Conservation together with a number of Sites of Special Scientific Interest and Local Wildlife Sites.
- Support the provision of net biodiversity gain (reflecting the emerging requirements in the Environment Bill).
- Ensures the future provision of greenspace to support the needs of new and existing communities and that the District's natural assets are managed in a coherent and sensitive way.
- Responds to the climate change crisis through measures for enhancing biodiversity and managing surface water and other sources of flooding.
- Supports healthy lifestyles through active travel and recreational opportunities and the creation of connected communities.
- Provides a coherent framework for the long term management and maintenance of Green and Blue Infrastructure.
- Provides the evidence to support the assessment of the costs for securing delivery and management through the planning process, and support applications for external funding.

What Is Green And Blue Infrastructure?

1.7 The emerging Local Plan contains the following definitions:

Green Infrastructure:

Green infrastructure is a network of high quality greenspaces and other environmental features such as parks, public open spaces, playing fields, sports pitches, woodlands, and allotments. The provision of Green Infrastructure can provide social, economic and environmental benefits close to where people live and work.



Blue Infrastructure:

Infrastructure provision relating to water. This includes natural features such as rivers, streams and ponds, semi-natural features such as sustainable drainage systems, bio swales and canals, and other engineering features such as dams, weirs and culverts. Blue and Green infrastructure are often considered together, placing emphasis on the importance of biodiversity and flood risk mitigation.



The Value Of Green And Blue Infrastructure

1.8 The need for people to have contact with greenspace and nature has long been recognised. The Victorians saw the need for public parks as a release from urban overcrowding and a broad coalition of local people as well as the City of London Corporation fought to save the Epping Forest from enclosure. This culminated in the passing of the Epping Forest Act in 1878 which established the City of London as the Conservators of Epping Forest and has ensured the protection of the Forest. Later, in the 20th Century, Sir Frederick Gibberd's work in master planning the original Harlow New Town responded to Sir Patrick Abercrombie's plans for London and Greater London including that open space should be coordinated into a park system to provide 'an easy flow of open space from garden to park, from park to parkway, from parkway to green wedge and from green wedge to Green Belt'. Gibberd, in his Harlow New Town Masterplan (page 10) set out that 'Links to the countryside are formed by green wedges designed to embrace natural features such as valleys, woods, brooks and quarries. It is proposed that the wedges and valleys left free of buildings should be kept as natural as possible, and in no way turned into the character of a Town Park.' In taking this approach Gibberd sought to bring together the best of town and country.



Sir Frederick Gibberd's Harlow New Town

1.9 While the value of greenspace has long been considered important, only recently has it been more clearly evidenced. Empirical evidence, from organisations including the World Health Organisation, Natural England, and Public Health England make a clear and robust case for the multiple benefits that Green and Blue Infrastructure can deliver, across a diverse agenda including: tackling childhood obesity, the climate emergency, enhancing and protecting biodiversity assets, the 'healthy living' agenda, water quality and loneliness. It also provides the opportunity to restore, for example, biodiversity assets that have been lost over time, as has been experienced in many areas including Epping Forest District.

1.10 In recent years this established evidence of benefits has begun to be quantified with work by, among others, Field in Trust and the Greater London Authority which demonstrates the monetary value of Green and Blue Infrastructure. This has provided the formulation of pragmatic fiscal arguments for investing in the delivery and, crucially, the maintenance of Green and Blue Infrastructure.

1.11 The Value of Green and Blue Infrastructure is also recognised in National Planning Practice Guidance as follows:

Green infrastructure is a natural capital asset that provides multiple benefits, at a range of scales. For communities, these benefits can include enhanced wellbeing, outdoor recreation and access, enhanced biodiversity and landscapes, food and energy production, urban cooling, and the management of flood risk. These benefits are also known as ecosystem services.

Paragraph: 005 Reference ID: 8-005-20190721

Revision date: 21 07 2019

1.12 For the sake of brevity the term Green Infrastructure (GI) is used in the rest of this Strategy but its use encompasses both Green and Blue Infrastructure.

What Planning Goals Can Green Infrastructure Help To Achieve?

1.13 The National Planning Practice Guidance (PPG) sets out that GI can help in:

Building a strong, competitive economy

- Green infrastructure can drive economic growth and regeneration, helping to create high quality environments which are attractive to businesses and investors.

Achieving well-designed places

- The built environment can be enhanced by features such as green roofs, street trees, proximity to woodland, public gardens and recreational and open spaces. More broadly, green infrastructure exists within a wider landscape context and can reinforce and enhance local landscape character, contributing to a sense of place and natural beauty.



Sovereign Square, Leeds by re-form landscape architecture

Promoting healthy and safe communities

- Green infrastructure can improve the wellbeing of a neighbourhood with opportunities for recreation, exercise, social interaction, experiencing and caring for nature, community food-growing and gardening, all of which can bring mental and physical health benefits. Outdoor Recreation Value (ORVal) is a useful online tool that can be used to quantify the recreational values provided by greenspace. Green infrastructure can help to reduce health inequalities in areas of socio-economic deprivation and meet the needs of families and an ageing population. It can also help to reduce air pollution and noise.

Mitigating climate change, flooding and coastal change

- Green infrastructure can contribute to carbon storage, cooling and shading, opportunities for species migration to more suitable habitats, and the protection of water quality and other natural resources. It can also be an integral part of multifunctional sustainable drainage and natural flood risk management.



Bridget Joyce Square and Community Rain Garden, White City by Robert Bray Associates

Conserving and enhancing the natural environment

- High-quality networks of multifunctional green infrastructure contribute a range of benefits, including ecological connectivity, facilitating biodiversity net gain and nature recovery networks and opportunities for communities to undertake conservation work.

Paragraph: 006 Reference ID: 8-006-20190721

Revision date: 21 07 2019

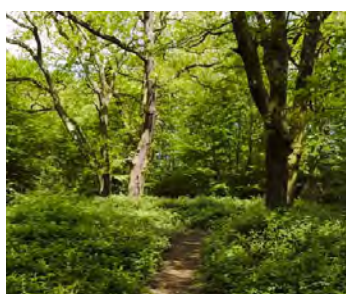


Queen Elizabeth Olympic Park, Stratford by Hargreaves Associates and LDA Design

What Does Green Infrastructure Include?

1.14 Natural England's 'Green Infrastructure Guide' provides a useful summary of what GI includes:

- Parks and Gardens – urban parks, Country and Regional Parks, formal gardens.
- Amenity Greenspace – informal recreation spaces, housing green. spaces, domestic gardens, village greens, urban commons, other incidental space, green roofs.
- Natural and semi-natural urban greenspaces - woodland and scrub, grassland (e.g. downland and meadow), heath or moor, wetlands, open and running water, wastelands and disturbed ground), bare rock habitats (e.g. cliffs and quarries).
- Green corridors – rivers and canals including their banks, road and rail corridors, cycling routes, pedestrian paths, and rights of way.
- Other - allotments, community gardens, city farms, cemeteries and churchyards.



The Role Of Design

1.15 Key to the success of GI is its provision as a multifunctional 'asset'. However, open space assessments and policy requirements are often based on individual typologies. Too often new developments follow the provision of GI through a rigid application of individual typology standards, and as such wider benefits that could be delivered by taking a strategic approach to GI provision to designing multifunctional space are missed. Taking a narrow approach can result in the creation of bland and unattractive places which do nothing to encourage people to use them. Therefore the quality of GI is as important as the quantity of GI, whilst recognising that the quantity of provision forms the backbone of many typologies. There will, however, be occasions, particularly where there are deficiencies in the quality rather than the quantity of a typology, that greater benefits can be achieved by investing in existing spaces rather than in creating additional space.

1.16 In the context of national and local planning policy and guidance in relation to place-making and good design, an approach that simply follows space standards is not enough.

1.17 Instead the Council's planning policy approach supported by this Strategy recognises the role of high quality design to bring open space to life and makes it a requirement of development proposals. Drawing out the overlap of functions in relation to the opportunities of individual sites supports the ambition of delivering high quality, multifunctional, and joyful greenspaces. However, in encouraging such an approach it is also important to recognise that it may not be appropriate to apply the multifunctional approach to GI to each greenspace. There will be a need for some areas, particularly some smaller spaces, to fulfil only one function well, such as for example wildlife enhancement. Other spaces may already have 'life' and therefore increasing their size could help to buffer and protect existing wildlife-rich areas.

Upcoming Development

1.18 Within the period 2011-2033 the growth proposed in the emerging Epping Forest District Local Plan will provide for a minimum of 11,400 new homes. Much of this will be delivered through larger strategic sites which, through the application of Local Plan policy, will require planning applicants to take a collaborative, cohesive, coherent, integrated and proactive approach to the provision of GI.

Epping Forest Special Area Of Conservation

1.19 The Epping Forest is a Special Area of Conservation (SAC) and a Site of Special Scientific Interest (SSSI). Under the Habitats Directive 1992 and The Conservation of Habitats and Species (Amendment) (EU Exit) Regulations 2019 EFDC, as a competent authority, is required to ensure that any proposed project or plan, including our emerging Local Plan, will not adversely affect the integrity of the Epping Forest SAC. We know that the Forest is already under pressure from recreational use by existing residents and visitors, and from atmospheric pollution caused by vehicles. It is therefore imperative that the emerging Local Plan ensures that such pressures are avoided or mitigated so that new development does not cause harm to the integrity of the Epping Forest SAC.

1.20 The Strategy provides a framework for taking an integrated approach to protecting the Epping Forest SAC through a number of measures including through the provision of Suitable Alternative Natural Greenspace (SANG). Suitable Alternative Natural Greenspace (SANG) is the name given to the greenspace that is of a quality and type suitable to be used as mitigation, its role is to avoid and mitigate recreational pressure on Special Protection Areas and Special Areas of Conservation. In addition the identification and funding of Strategic Access Management and Monitoring Strategies (SAMMS) provide a way of mitigating recreational pressures within the internationally designated sites themselves.

1.21 The City of London Corporation has, since 1959, purchased nearly 730 hectares (1,800 acres) of 'Buffer Land' to protect the context and setting of the Forest. The Epping Forest Buffer land has, up until now, been used to provide a landscape and ecological Buffer between the Forest itself and the wider local landscape. However, we know, through our engagement with the Conservators of Epping Forest, that there is the potential to open up parts of the Buffer Lands for residents and visitors so take some pressure off the Epping Forest SAC itself.

1.22 In order to address the potential harm to the integrity of the Epping Forest SAC, development in the District needs to take place alongside avoidance and mitigation measures to ensure its protection and enhancement. In the Thames Basin Heaths area, for example, SANG has been provided as part of, or close to development, as an alternative recreational offer to the Heath areas, to avoid placing additional recreational pressure on the Heath. More detail about the Council's proposed approach to avoidance and mitigation measures is set out in Section 4 and Appendix 2, 3 and 4 to this Strategy.



1.23 The responsibility for the development of an approach to avoid or mitigate any harm to the Epping Forest SAC lies with the competent authorities. Competent authorities are any organisation or individual that has a statutory role as defined in UK legislation and have a legal responsibility to help safeguard the features of an internationally designated site in undertaking their work and thereby achieve the aims of the Habitats Directive. The competent authorities for the Epping Forest SAC include (but are not limited to) EFDC and the London Boroughs of Waltham Forest and Redbridge. We will continue to work with the other competent authorities, Natural England (as the responsible statutory body) and with the Conservators of Epping Forest (as the body responsible for the management of the Epping Forest). The Epping Forest SAC extends across local authority administrative boundaries and we know, having undertaken surveys in 2017 and 2019 that it is not just people who live, or will live, in Epping Forest District who use, or will be likely to use, the Epping Forest SAC on a regular basis. People from the surrounding local authority areas, including a number of London Boroughs and from further afield also use the Epping Forest SAC. In recognition of this we have been working with adjoining local authorities to develop approaches to managing the effects of development on the Epping Forest in a co-ordinated way. Whatever approach we take through this Strategy we know that not all recreational pressure can be avoided. We have therefore already developed an 'Interim Approach to Managing Recreational Pressures on the Epping Forest Special Area of Conservation' in conjunction with our partners. This was agreed by the Council's Cabinet in October 2018. The Interim Approach identifies a number of projects and programmes to be delivered within the Epping Forest itself, together with monitoring measures, and how these will be delivered through the securing of financial contributions. The Interim Approach will be updated including in light of the latest information from the 2019 Visitor Survey and will sit alongside this Strategy.

1.24 An important aspect of the Epping Forest Visitor Survey is that it helps us to understand where people come from when they visit, how often they visit, and what types of activities they use the Epping Forest for. The 2019 Survey has also provided us with further information on other GI sites that, if improved or better connected with the wider area, could act to attract people away from using the Epping Forest as frequently. All of this information is invaluable in helping us to ensure that the approach we take in this Strategy, whether it be in the scale and design of SANG, the improvement of existing GI or creating connections between different GI assets, that it contributes to attracting people away from using the Epping Forest. In this way we can avoid as much as possible putting extra pressure on the Epping Forest. This Strategy is a key tool to achieving this 'avoidance' through the provision and enhancement of GI to attract existing residents who currently use the Epping Forest to other GI opportunities instead.

1.25 In particular we do not believe that the simple provision of SANG provides the most effective approach and that by taking an informed approach to the design of the SANG 'offer' and integrating them as part of a wider GI Strategy can support the delivery of a more integrated and attractive offer for residents, both new and existing, to encourage the use of GI opportunities closer to home. Taking such an approach has the potential not only to provide for new residents' recreational needs but also offer an attractive alternative to existing residents so that they reduce the number of visits that they make to the Epping Forest. This Strategy, in all its forms, provides the framework for delivering this integrated approach and the positive contribution that it will make in delivering avoidance measures is the implicit 'golden thread' that runs through it.

SECTION 1 | CONTEXT

1.26 To support the effectiveness of the creation of SANG and the enhancement of existing spaces to make them more attractive to people to use instead of the Epping Forest SAC, the Council will work with the Conservators of Epping Forest to explore the potential for introducing car parking charges. Such an approach would act as one way of encouraging more locally based visitors to use alternative GI opportunities, particularly for regular activities such as dog walking.

District Wide And Strategic Allocation Delivery

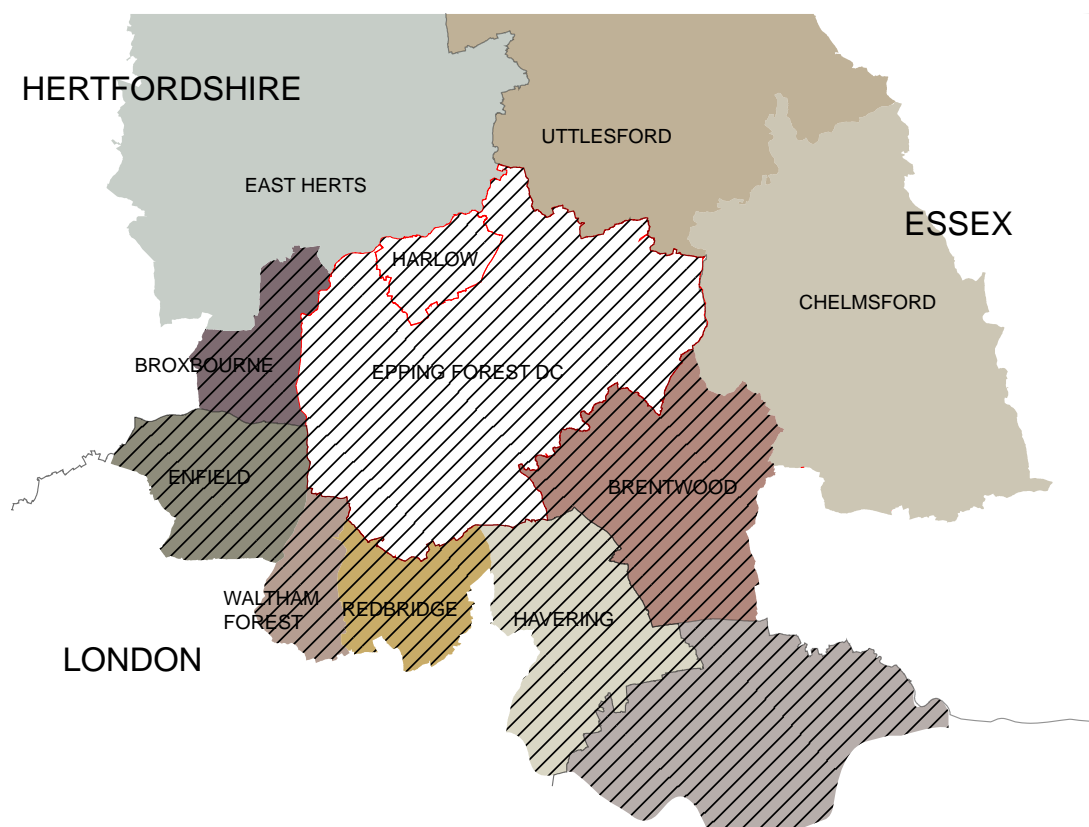
1.27 The emerging projects proposed in this Strategy are split between district wide projects and those relating to strategic site allocations.

1.28 Undertaking a district wide analysis and setting of objectives and in looking to provide guidance to inform the development of the strategic allocations has led to a series of Project Pages (Appendix 1) that set out the types of projects that the Council wishes to see delivered across the District. They vary from ecological enhancement and movement projects - many of which will involve

working with a variety of stakeholders and partners to deliver – through to adopting different approaches to managing and maintaining GI. The Project Pages act as mini briefs for these projects. They set goals, identify key partners and include, where appropriate and possible, outline costs.

1.29 Appendix 2 focuses on the larger scale developments proposed to be allocated in the emerging Local Plan and so goes into further detail at a settlement scale, through identifying the approach to be taken when providing GI, and outlining specific key projects. This initial approach is to be further tested through the design process and ongoing engagement between council officers and applicants. Section 4 sets out what is expected through that process.

1.30 There is of course a need to consider the overlap between the two levels and how, for example, by integrating the provision of SANG with the wider network of GI and walking and cycling opportunities can support a more attractive and beneficial offer for reducing the use of the car and supporting 'healthy lifestyle' activities.



Partners

1.31 The development of this Strategy has sought to take into account and respond to the views of a range of stakeholders as to how the provision of GI can be best secured within the District. This has included those of Natural England and the Conservators of Epping Forest including as part of their submissions on the Council's emerging Local Plan, and a range of local authorities and public bodies through the Cooperation for Sustainable Development Member and Officer Groups. The responses received as a result of the consultation and engagement on this draft Strategy will be considered by the Council, and where appropriate, amendments made. The final version of the Strategy will then be adopted by the Council as a material consideration in the determination of planning applications. The Strategy is also intended to inform approaches to the provision and maintenance of GI outside of the planning context. It will also provide the context for seeking external funding for the implementation of GI initiatives where opportunities arise and support the implementation of local community GI initiatives such as tree planting. It therefore has both a strategic and local focus.

1.32 Ongoing engagement with our partners will be key to the successful funding, design and delivery of projects. Our partners include: Natural England, the Conservators of Epping Forest, adjoining local authorities, the Environment Agency, Essex County Council, Essex Wildlife Trust, EFDC Country Care, the Lee Valley Regional Park Authority, the Canal and River Trust, Parish and Town Councils, the Ramblers Association, the Woodland Trust and Local Friends Groups. Where appropriate existing partnership mechanisms such as the 'Green Arc' strategic partnership, the Cooperation for Sustainable Development Board and Harlow and Gilston Garden Town partnership, will be used to ensure an efficient, effective and coordinated approach to the planning and delivery of 'larger than local' GI is achieved.

Stewardship

1.33 While the case for the value of GI and its provision is a convincing one, there is no central government funding specifically for its maintenance. This is instead left to landowners. Local authorities and parish and town councils, who have traditionally been the custodians of key parts of the GI network, have been facing increasing budget cuts when having to balance a range of funding priorities. As a result GI assets in public ownership are increasingly facing underfunding for their maintenance despite the importance of their value to communities and how the quality of a place is perceived by the business community. . To ensure that long-term maintenance of GI is sustainable in the long term and does not result in unreasonable cost-burdens the Strategy provides information on the approaches to stewardship currently being considered by the Harlow and Gilston Garden Town. The most appropriate model or models will be pursued in relation to the proposed Garden Town communities and other strategic sites which are proposed for allocation in the emerging Local Plan. Consideration will be given to these stewardship models and their potential use in relation to relevant GI assets in the rest of the district.

Legislative And Policy Context

1.34 A significant amount of legislation and national and local planning policy and guidance provide the context to the production of this draft GI Strategy for Epping Forest District. The following section outlines the international, national, regional and local legislation and/or policies that have influenced the development of this draft Strategy.

Legislative Framework

1.35 Section 40 of the Natural Environment and Rural Communities Act 2006 places a duty on all public authorities in England and Wales to have regard, in the exercise of their functions, to the purpose of conserving biodiversity. A key purpose of this duty is to embed consideration of biodiversity as an integral part of policy and decision making throughout the public sector, which should be seeking to make a significant contribution to the achievement of the commitments made by government in its 25 Year Environment Plan. It therefore goes wider than just a local authority's planning functions.

1.36 The Wildlife and Countryside Act 1981 (as amended) and the Countryside and Rights of Way Act 2000, provide the primary legislative framework for the protection wildlife, nature conservation, the countryside, national parks and public rights of way in the UK. This includes the legislative framework in relation to Sites of Special Scientific Interest (SSSI), of which there are a number across the district.



Hainault Forest SSSI

1.37 The conservation of the natural environment as it relates to sites of international importance is enshrined in legislation through the EU Habitats Directive the requirements of which have been encapsulated in the Conservation of Habitats and Species (Amendment) (EU Exit) Regulations 2019 which came into force on 1 February 2020. The ultimate aim of the Directive is to “maintain or restore, at favourable conservation status, natural habitats and species of wild fauna and flora of Community interest” (Habitats Directive, Article 2(2)). The Directive established internationally designated sites of importance for biodiversity (Special Areas of Conservation (SAC), Special Protection Areas (SPA) and Ramsar sites). The District has two internationally designated sites, being the Epping Forest SAC and the Lee Valley SPA and Lee Valley ‘Ramsar’ site. The Epping Forest (including that area designated as SAC) is legally protected. The Epping Forest Act 1878 established that the unenclosed parts of the Forest should be preserved and maintained as an open space for the recreation and enjoyment of the public and named the City of London Corporation as its conservators.

1.38 As well as the statutory designations set out above the district contains a number of local established designations including Local Nature Reserves, County Wildlife and Local Wildlife sites.



Roding Valley Meadows SSSI

1.39 The role of GI in responding to the Climate Emergency should also not be underestimated. Global climate change and species protection provide clear drivers to introduce measures such as local GI networks. International agreements and legislation make provision for addressing both climate change and species protection whilst a growing body of evidence identifies the value of nature to human health and well-being.

1.40 At a national level, legislative imperatives are included in the UK Climate Change Strategy with the overarching 'net zero' emissions target by 2050 arising from the Climate Change Act 2008. The Government's 25 Year Environment Plan, 'A Green Future: Our 25 Year Plan to Improve the Environment' sets out a framework to maintain and improve the environment for the next generation. It commits to:

- Making sure that there are high quality, accessible, natural spaces close to where people live and work, particularly in urban areas, and encouraging more people to spend time in them to benefit their health and well-being; and
- Focusing on increasing action to improve the environment from all sectors of society.

1.41 To complement its 25 Year Environmental Plan, Industrial Strategy and Clean Growth Strategy, the UK government launched a Clean Air Strategy in 2019. The Clean Air Strategy setting out comprehensive actions required across all parts of government and society to improve air quality. The strategy sets out how we will protect the nation's health, the environment, secure clean growth and innovation, reduce emissions from transport, homes, farming and industry and monitor our progress.

1.42 Importantly, Government re-introduced the Environment Bill on 30 January 2020. The Bill sets out how the government plans to protect and improve the natural environment in the UK. There are a number of elements within the Bill which are relevant to this Strategy including the proposed introduction of a mandatory requirement for biodiversity net gain in the planning system to ensure that new developments enhance biodiversity and create new greenspaces for local communities to enjoy. In introducing the Bill Government has made it clear that net gain requirements will supplement, not replace or undermine, existing protections for protected sites or irreplaceable habitats.

1.43 The National Planning Policy Framework ('NPPF') (February 2019) sets out national policy for local planning authorities and decision-takers. The NPPF states that there is a presumption in favour of sustainable development (paragraph 11), with sustainable development having economic, social and environmental objectives. The environmental objective is that development should protect and enhance the natural, built and historic environment as well as protecting biodiversity, minimising pollution and adapting to climate change and the demands of a low carbon economy. The NPPF defines Green Infrastructure (which also includes Blue Infrastructure) as:

"A network of multi-functional greenspace, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities."

1.44 The NPPF outlines the relevance of GI to the development of policies within local plans and neighbourhood plans:

- Paragraph 20 highlights that ‘Strategic policies should set out an overall strategy for the pattern, scale and quality of development, and make sufficient provision for...conservation and enhancement of the natural, built and historic environment, including landscapes and green infrastructure’.
- Paragraph 91 requires that planning policies and decisions should aim to achieve healthy, inclusive and safe places; referencing safe and accessible green infrastructure, sports facilities and high-quality public space as a means to achieving this.
- Paragraph 150 states that ‘New development should be planned for in ways that avoid increased vulnerability to the range of impacts arising from climate change...including through the planning of green infrastructure’.
- Paragraph 171 states that ‘Plans should...take a strategic approach to maintaining and enhancing networks of habitats and green infrastructure’.
- Paragraph 181 links the requirement for the identification of green infrastructure provision and enhancement at the plan making stage to the improvement of air quality or mitigation of impacts relating to this issue.

1.45 The National Planning Practice Guidance (PPG) encourages a strategic approach to incorporating GI into local plans and implementing planning decisions through an evidence-based approach. It emphasises the importance of GI to the delivery of high-quality sustainable development, alongside other forms of infrastructure such as transport, energy, waste and water. GI provides multiple benefits, notably ecosystem services, at a range of scales, derived from natural systems and processes.

1.46 The PPG states that local authorities are required to provide suitable mitigation for potential impacts on international nature conservation sites and recommends the provision of open space to deliver a range of benefits and mitigation measures.

1.47 The PPG also requires the sustainable management of GI, which should be identified at the earliest stage, alongside the determination of sources of funding for its on-going management.

Regional Context

1.48 At the strategic / cross-boundary level, Essex County Council's emerging Green Essex Strategy takes into consideration priorities offset out in the 25 Year Environment Plan, and other key national, regional and local policies, strategies and plans, including the Essex Growth Infrastructure Framework, that influence action to protect, manage and enhance our GI network. The emerging Vision and objectives in the Green Essex Strategy and those in this emerging GI Strategy align.

1.49 The aim of the Council is to manage the potential impact of development on GI with the strategic objective, working in partnership with other groups, of maintaining and where possible enhancing the ecological, recreational and conservation role of GI within a wider context. Within this strategic, cross-boundary context, the Council will collaborate with partners to:

- Protect and enhance the natural environment of the London Stansted Cambridge Corridor (LSCC) Core Area;
- Protect the natural biodiversity of the Lee Valley Regional Park SPA and Ramsar Convention on Wetlands Site (a wetland of international importance), and support the utilisation of natural assets for recreation purposes where appropriate; and
- Conserve and enhance the Epping Forest Special Area of Conservation (SAC).

1.50 The Council is taking a comprehensive approach to managing, protecting and enhancing the GI network through this Strategy. It will support the implementation of a range of policies in the emerging Local Plan to ensure development is delivered in the context of maintaining a high quality built and natural environment. Whilst the emerging Local Plan is yet to be adopted and some changes are proposed to be made to it, the overarching approach to the built and natural environment, including the relevant policies, have been supported.

These policies include:

- The location of development (Policy SP 2 and Chapter 5)
- Green Belt and District Open Land (Policy SP 6);
- The Natural Environment, Landscape Character and Green and Blue Infrastructure (Policy SP 7);
- Visitor Economy (Policy E 4);
- Supporting sustainable transport choices (Policy T 1);
- Protecting habitat and improving biodiversity (Policy DM 1);
- Epping Forest SAC and the Lee Valley SPA (Policy DM 2);
- Landscape character, ancient landscapes and geodiversity (Policy DM 3);
- Sustainable urban drainage systems (Policy DM 16);
- Green and Blue Infrastructure (Policy DM 5);
- Open space, sport and recreation provision (Policy DM 6);
- High Quality Design (Policy DM 9);
- Managing and reducing flood risk (Policy DM 15);
- Sustainable drainage systems (Policy DM 16);
- Protecting and enhancing watercourses and flood defences (Policy DM 17)
- On site management of waste water and water supply (Policy DM 18)
- Air Quality (Policy DM 22)

1.51 Policy DM 5 (Green and Blue Infrastructure) in particular sets out the Council's expectations as to how development proposals should respond to the GI needs of the District to ensure that GI assets are protected and enhanced or new provision made to ensure that a network of multi-functional green and blue assets is created across the District.

SECTION 2 THE DISTRICT'S ASSETS, VISION AND OBJECTIVES

This section provides an understanding of the current quality and quantity of the District's GI assets, and sets out the Vision and Objectives to inform the delivery of the Strategy.

Landscape Overview

2.1 Epping Forest District has a predominantly agricultural landscape. Ridges which run east-west across the district are the high points in the landscape - the town of Epping sits on the Epping Forest Ridge whilst Rye Hill Ridge defines the southern edge of Harlow. To the west of the District the Lea Valley presents a unique landscape shaped by industry and ecology while to the north the Stort Valley with its significant wet woodland and marshland habitat wraps around the northern edge of Harlow. The remnants of an extensive ancient forest are reflected in the presence of mature trees which are the defining landscape feature in woodlands, hedgerows and in open fields. While the Epping Forest itself (both the SAC and the wider Forest) is the largest and most well-known part of this ancient forest, remnants of the wider forest exist in pockets of ancient woodland and trees located across the District.

2.2 These landscapes provide unique ‘natural’ open space resources for residents and visitors to enjoy.

2.3 Green belt protection has previously limited development in the District. However, in order to meet the housing requirement for the District a minimum of 11,400 new homes will need to be provided over the period of the emerging Local Plan, being 2011-2033. This proposed growth is happening at a time when the impact on the Epping Forest SAC

as a result of atmospheric pollution and recreational pressure in particular is already an issue. Further development will increase harm to the Epping Forest SAC if a suitable range of mitigation measures are not identified and implemented.

2.4 Balancing future development alongside ecological well-being, responding to the climate crisis and meeting objectives to improve health and well-being are some of the key challenges for the emerging Local Plan. In Epping Forest District, we have a unique opportunity to consider the function of GI and the landscape in respect of these challenges and through this Strategy answer the following questions:

- How do we create a mix of landscapes that encourage people to use outdoor space near their home, rather than travel to the Forest?
- How do we make that mix of spaces function as social infrastructure to help address build resilient communities?
- How do we build an ecological network to tackle the ecological and climate crises? And how does that network build on historic, or create new landscape character?
- How do we increase understanding and appreciation of the landscape, its ecology and its cultural and natural heritage? And how to we engage new users to draw them into the countryside?



Church Lane Flood Meadow, North Weald Bassett

Quantity

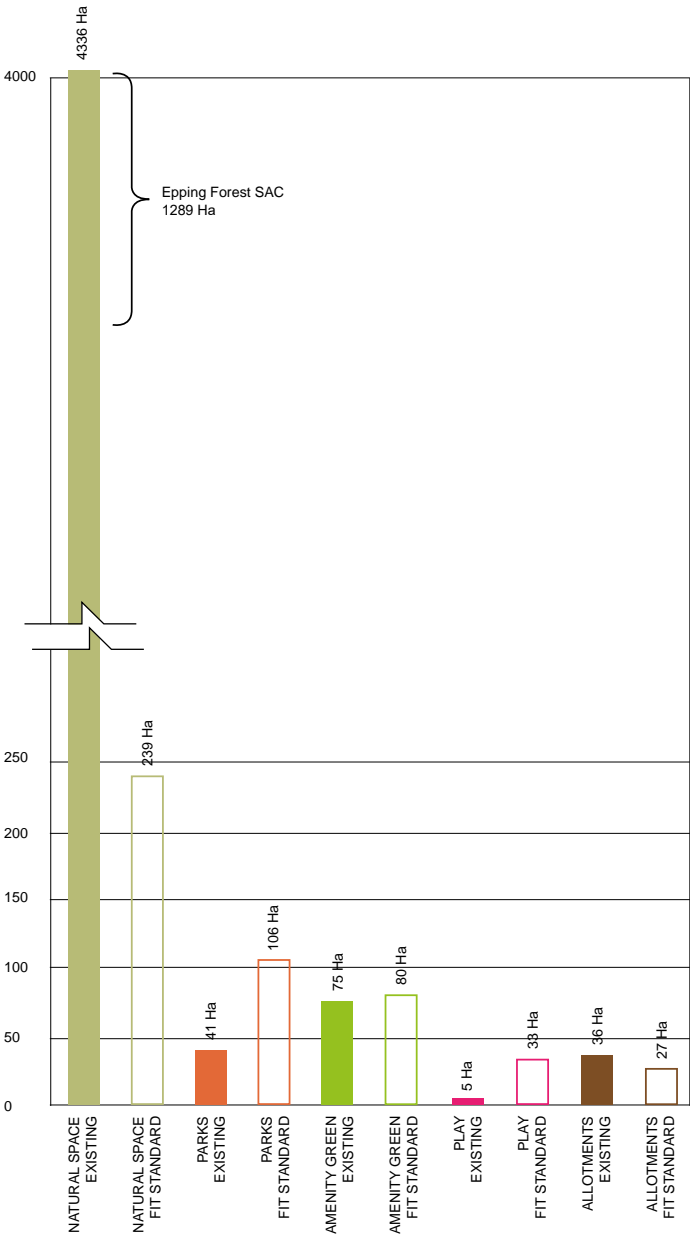
2.5 The Council's Open Space Strategy 2017 (EB703) separates open spaces into different typologies (as shown in the graph opposite). In line with normal practice sites of under 0.2ha are not included. The quantity of open space required in relation to the resident population is assessed against Fields in Trust standards. Whilst the Council, through the development of this Strategy, is keen to move away from the delivery of individual typologies of GI and rather focus on the creation of more multi-functional spaces, having an understanding of the level of existing provision of different assets provides a useful baseline of understanding in moving forward.

2.6 The most striking feature is the extent of Natural and Semi Natural Greenspace within the District (from here on referred to as 'natural' greenspace*7) - it is over 18 times the minimum provision. This is in part because it includes the Epping Forest, but the District also benefits from a network of other spaces including many ancient woodlands. However, the level of such provision should not be relied on to support the needs of future residents recognising that the ecological status of much of this provision is already under pressure. At the opposite end of the scale parks and provision of open space specifically for children and young people are below the minimum standards in some parts of the District.

Opposite, a graph to show the current provision of green infrastructure in the District measured against National Fields in Trust Standards Broadly accepted classifications:

- Natural and Semi Natural Open Space 1814%
- Parks and Gardens 38%
- Amenity Greenspace 94%
- Play and facilities for Young People 15%
- Allotments 133%

*7 The accepted classification of Natural and Semi-Natural Greenspace is something of a misnomer. No open space in Britain is truly natural as each is shaped by the humans and it is this confluence between people and nature which gives us today's landscapes which are often rich in cultural heritage. For expedience and clarity Natural or Semi-Natural Greenspace will be referred to as 'natural' open space.



Quality

2.7 The quantity of 'natural' greenspace in the District has no doubt compensated for the lack of amenity value in some other typologies. The quality of 'natural' greenspace in the District is exceptional as evidenced by the number of sites and the 'high status' of their environmental designations ranging from the SAC and SSSI's through to an extensive network of Local Wildlife Sites (LoWS). These LoWS, whilst not as well-known as the Epping Forest, create a high-quality patchwork of ancient woodlands and wildlife sites. Increasing local knowledge of the existence of these sites, improving accessibility to them, as well as raising awareness of their natural and cultural heritage, could increase their use. In doing so there is a need to ensure that this would not cause harm to their ecological value, including to ground flora and soils. As well as supporting the concept of locally accessible natural greenspace such an approach can help to take pressure off those assets, including the Epping Forest, which are suffering as a result of recreational pressures.

2.8 Quality across other typologies is also assessed in the Open Space Strategy. Quality is most commonly assessed against Green Flag criteria, which evaluates greenspaces as to whether, for example, they are welcoming, accessible

to all, well maintained, safe and secure. Other assessments including that provided by the Visitor Attraction Quality Assurance Service (VAQAS), Green Heritage, and Green Tourism assessments also measure the quality of sites, alongside favourable condition assessments for Sites of Special Scientific Interest. All of these measures can help to measure the expected quality of new provision.

2.9 As well as using these approaches future assessments also need to include how places respond to other quality criteria. For example, a playground needs to also be assessed as to how it responds to the variety of senses that play stimulates, the provision of natural play or how a playground might encourage play in the wider natural environment - all of which would be endorsed as best practice by Play England. Similarly consider of the quality of design should be a key criteria such as by assessing whether a playground has been sensitively designed to fit into its local landscape. All too often playgrounds are located and designed in such a way that this objective is not achieved.



High quality 'natural' greenspace exists in a patchwork of ancient woodland sites across the district.



Amenity greenspace in the district is characterised by mature trees and mown grass. These spaces which offer significant room for improvement both in terms of biodiversity and amenity value.



Provision for children and young people is of low quality when measured against best practice.

SECTION 2 | THE DISTRICT'S ASSETS, VISION AND OBJECTIVES

Movement

2.10 The District has an established Public Rights of Way (PROW) network which provides access to many of the significant landscape and cultural heritage features in the area. The network also provides links beyond the district administrative boundary, including into the town of Harlow and the Lea Valley, and includes a variety of long-distance walks such as the Epping Forest Centenary trail, which connects the District to Greater London. Others, such as the Essex Way, provide routes east into the wider Essex area. A series of shorter trails are promoted by the Council's Country Care team and local organisations and groups including Parish and Town Councils and Local Access Forums.

2.11 Cycle tracks run through the Lea Valley linking into Harlow and connecting to Harlow station. To the south of the District the cycle network links into the Greater London cycle network.

2.12 There are significant physical barriers to walking and cycling in the District created by, for

example, the M25 and M11 motorways and rail and underground lines which have only a limited number of crossing places. This has resulted in convoluted pedestrian and cycle routes and in places an inhospitable environment. An example of this is where the Roding Valley path becomes entangled with the M11 motorway and its slip roads.

2.13 The emerging Local Plan, through its spatial strategy and policies, recognises the need to maximise the opportunities that walking, cycling and public transport offer in reducing the effects of air quality and traffic congestion on the District's environmental assets and on its local communities. There are, however, gaps in the network which, if they were filled would support a shift from people using private passenger vehicles to more active and environmentally sensitive modes. Consequently identifying opportunities to address parts of the walking and cycling network in particular which are fragmented or incomplete provides the opportunity to negotiate with landowners to secure real improvements to the value of the network.



Ecology And Carbon

2.14 The District is home to a part of the internationally designated sites of the Epping Forest SAC and the Lee Valley Special Protection Area (SPA). There are also a number of SSSI's (including parts of the Epping Forest not designated as a SAC) and a network of local wildlife sites (LoWS) located across the District, all of which illustrate the value of the District's natural habitat.



Epping Forest SAC

2.15 A number of the LoWS sites within the District are designated as ancient forest and are remnants (even if sometimes replanted) of the Essex Forest which, prior to the enclosure of farmland, would have stretched across much of the District. Others comprise woodland. The remaining pockets of ancient forest, although ecologically and culturally valuable in their own right, remain isolated in ecological terms.

2.16 In developing this draft Strategy, we recognise the importance of not just focusing on those ecological assets of the highest 'status'. The more local but disconnected habitat areas provide the opportunity, through linking them together, to create larger ecological networks of real value; it is often these links that are missing.

2.17 It is important that we consider the need to increase habitats not just in response to the global biodiversity crisis but also the climate crisis. In recognition of this the Council declared a climate emergency in September 2019 and set itself a target of ensuring its own buildings and operations are carbon neutral by 2030. Increased scrub and forest cover is not only key to habitat creation but also in increasing carbon capture to support the Council's commitment to responding to the climate crisis.

2.18 It is also important to recognise that the approach to managing the countryside is also changing. Some projects are no longer using traditional conservation approaches such as making targeted interventions aimed at specific Biodiversity Action Plan (BAP) actions. Instead they are taking a more hands-off approach by allowing nature the space to take over. This approach is often called 'wilding' or 're-wilding' and seeks to restore ecosystems where nature can take care of itself. It seeks to reinstate natural processes and, where appropriate, missing species – allowing them to shape the landscape and the habitats within. The Knepp Wildland Project in West Sussex is one such example – its Vision '... is radically different to conventional nature conservation in that it is not driven by specific goals or target species. Instead, its driving principle is to establish a functioning ecosystem where nature is given as much freedom as possible. The aim is to show how a 'process-led' approach can be a highly effective, low-cost method of ecological restoration - suitable for failing or abandoned farmland - that can work to support established nature reserves and wildlife sites, helping to provide the webbing that will one day connect them together on a landscape scale'. 'Wilding' can be introduced on sites of different sizes and can support initiatives such as the Wildlife Trust's approach to landscape conservation by creating 'Living Landscapes'.

2.19 In addition the Government's draft Agriculture Bill (2020) proposes to replace the EU subsidy system of Direct Payments which currently pays farmers based on the total amount of land farmed. This has resulted in the majority of subsidies being paid to the largest farmers. The draft Bill sets out how farmers and land managers in England will "in future be paid for public goods", such as better air and water quality, improved soil health, higher animal welfare standards, public access to the countryside and measures to reduce flooding.

SECTION 2 | THE DISTRICT'S ASSETS, VISION AND OBJECTIVES

2.20 Within this changing context the Council will pro-actively encourage greater biodiversity, and carbon capture across the District. In doing so increased tree cover and the density of that cover will be key. Tree densities, the presence and importance of open-grown trees (as opposed to plantation-style trees) and the structure of the subsequent habitats are also critical for biodiversity and people's enjoyment of places and spaces. The Council will work with partners to achieve this including with local communities, farmers, large landowners, Essex CC and through cross boundary initiatives such as the Harlow and Gilston Garden Town initiative and the Green Arc (One Partnership). This will include working to secure improvements to water and air quality.

Blue Infrastructure

2.21 The District also benefits from Blue Infrastructure. This next section provides the context to ensure that Blue Infrastructure is also considered as part of this Strategy.

2.22 There are existing routes that already capitalise on the environment of waterways in the District, such as the Lee Navigation footpath. The GI Strategy can support improved access to the waterside where feasible as well as assist in the improvement of water quality and drainage. Ecologically the waterways and wetlands in the District provide important habitat. These waterways and their associated terrestrial habitats and built structures provide attractive habitats for urban and rural wildlife. Surface water and floodwater storage is also a critical consideration in development given that the water table is high in much of the District.

2.23 The River Roding is a narrow and winding watercourse which rises in Molehill Green near Stansted airport in the neighbouring district of Uttlesford. The Roding has several tributaries, the most significant of which are the Cripsey Brook at Ongar and the Loughton Brook.

2.24 The River Roding is a natural watercourse which has not been heavily modified. This means that there can often be delays of up to 2 to 3 days

after heavy rainfall before any water reaches the river. Due to the rural nature of the upper and middle parts of the River Roding the natural floodplain has been preserved. Even in the lower areas around Loughton and Buckhurst Hill an area of natural floodplain and buffer exists between the river channel and development in the form of the Roding Valley Meadows Local Nature Reserve.

2.25 Water quality in the River Roding is ecologically 'poor' in the north of the District and 'moderate' where the Cripsey Brook joins the River Roding at Ongar. This 'moderate' ecological status continues all the way down to the Thames. Its chemical status is 'good' throughout. The overall water quality status is 'poor' for the Upper Roding and 'moderate' for the Middle and Lower Roding. Under the EU Water Framework Directive all bodies of water should achieve overall 'good' status by 2027. The reasons for not achieving 'good' ecological status in the River Roding is primarily due to poor soil/nutrient management from agricultural land and as a result of sewage discharges from public sewers and private treatment plants.



River Roding

2.26 The River Stort runs through a small section of the northern part of the District with a catchment comprising Roydon and Broadley Common. This is a heavily modified watercourse containing inland boating and structures. The water quality is chemically 'good' but ecologically 'moderate', with sewage discharge issues and diffuse pollution due to urban development. The Stort flows to the west of the District into the lower parts of the River Lea at Feildes Weir on the boundary between the counties of Essex and Hertfordshire, and at Dobbs Weir.

SECTION 2 | THE DISTRICT'S ASSETS, VISION AND OBJECTIVES

2.27 The River Roding's catchment area dominates the eastern two thirds of the District and has a rapid response to rainfall due to the predominance of a clay underlying geology. The River Lea's catchment occupies the western third of the District, whilst a small part of the north of the District falls into the catchment of the River Stort. In addition, the Lee Navigation, Old River Lea and Lee Flood Relief Channel follow along the western boundary of the District. Both the River Lea and Roding have proportions of their catchment defined by low permeability surfaces which reduces the potential for water infiltration to sub-soils. Consequently, a large proportion of any rainfall is conveyed directly to the river.

2.28 A number of the District's surface water drainage channels are spring fed at their head. Groundwater fed watercourses and springs are affected by seasonal variability in rainfall and man-made interventions such as through the construction of foundations and basements. Consequently care needs to be taken in the use of infiltration drainage systems in areas within the District where their use may contribute to groundwater flooding nearby.

2.29 The main risk of flood risk to Epping Forest District is fluvial flooding associated with the River Roding and River Lea. The Lee Valley Flood Relief Channel (completed in 1977) is a predominantly artificial watercourse built to carry flood waters and relieve flooding in the Lee catchment. Large parts of the District do not have formal flood defences.

2.30 Overland flow and surface water flooding can result in localised flooding. In more rural northern parts of the District surface water drainage tends to comprise isolated systems. When these become silted or blocked surface water flooding can occur. In more urban areas a decrease in areas of permeability over time has led to many surface water drainage systems being unable to cope leading to an increased frequency of surface water flooding.

2.31 A number of reservoir are located in the District including at Berners Hall Farm, Chigwell Row water and Chigwell Washwater Lagoon, Staples Road Flood Storage Reservoir, Rye Hill No. 2 Reservoir and Cobbins Brook FSA.

2.32 Recognising that a number of the proposed allocations in the emerging Local Plan are on greenfield sites ensuring that they do not contribute to increase surface water run-off will be key.

2.33 Within the context of the above the Thames River Basin District Flood Risk Management Plan, which covers the District, sets a number of objectives which are relevant to the GI Strategy including:

- Promote the use of sustainable drainage systems in development to help reduce pressure on existing drainage networks
- Protect and enhance biodiversity through flood risk management schemes
- Restore naturally functioning river systems where possible
- Promote sustainable land use management to achieve reduction in flood risk.

2.34 More site specific examples include that along the Cobbins Brook, an upstream storage area was developed in 2010 – continued maintenance of the scheme and the watercourse in general is recommended.

2.35 In catchments of ordinary watercourses, which can be key areas where surface water runoff is contributing to main rivers or areas of known historic flooding, the cumulative impact of surface water run-off from development can be significant if not addressed as close to source as possible.

SECTION 2 | THE DISTRICT'S ASSETS, VISION AND OBJECTIVES

Visitor Offer

2.36 The Epping Forest has long been a draw for residents within the District and beyond. However, the pressure from visitors together with the effects of atmospheric pollution means that large parts of the Forest are now classified as being in 'unfavourable conservation status'.

2.37 As well as the Epping Forest the District has other strategic landscape attractors including the Lea and Stort Valleys and Hainault Forest. At a smaller scale there is a patchwork of ancient woodland across the District with differing characteristics and a series of built and landscape heritage features such as the Ancient Green Lanes at Latton Priory, the waterways and marshland of the Waltham Abbey SSSI and the remnant of the royal deer park at North Weald Bassett. These places are unique and deserve to be more visited where this would not impact on their ecological or heritage status.

2.38 The walks that provide access to the countryside in which these features sit are themselves a visitor attraction including long distance walks that connect into the wider Essex area and into London.

2.39 In Harlow there is a sculpture connection with work by world renowned sculptors including Henry Moore and Barbara Hepworth - which are promoted through Harlow's Sculpture Trail and the Harlow Art Trust.



Gunpowder mill on the Waltham Abbey SSSI

Community

2.40 In making provision for GI within the District it will be important to ensure that it will respond to the needs of all of the resident population. Compared to the rest of England, in 2011 the District had higher numbers of people aged 45-64 and 65 and over with the proportion of people aged 65 and over in the District projected to grow substantially by 2033. Alongside this increase, the number of 30-64 year olds is projected to drop, with the number of 15-29 year olds projected to drop slightly and the proportion of people aged 0 to 14 to rise a little. In addition those residents with mobility, visual and age-related impairments must be provided for and GI should be designed so that it is safe for all users.



Contrapuntal Forms, Harlow Sculpture Trail by Barbara Hepworth

SECTION 2 | THE DISTRICT'S ASSETS, VISION AND OBJECTIVES

VISION AND OBJECTIVES

2.41 Having considered the legislative and policy context together with an understanding of the current issues and opportunities in relation to GI within the District the Council's Vision for GI is that:

By 2033 a well-connected network of Green and Blue Infrastructure will have been created which ensures that both existing and new communities have access to high-quality, well-maintained multi-functional spaces which are safe and sociable and support peoples' health and well-being. The District's important ecological, natural heritage and landscape assets will have been protected and enhanced. Net gains in carbon capture and biodiversity will have been achieved and a design-led approach to the provision and integration of Green and Blue Infrastructure will have been at the heart of creating the District's new places.

2.42 In order to deliver the Vision the following objectives have been set:

- To protect and enhance the District's most sensitive ecological and landscape assets (including those of heritage value).
- To enhance the quality, attractiveness and functionality of the District's existing Green and Blue Infrastructure.
- To secure long-term carbon sequestration and enhancement of biodiversity.
- To ensure that existing and new Green and Blue Infrastructure is well-connected to the communities it serves both within the District and beyond.
- To embed a landscape led approach to the design of new Green and Blue Infrastructure as part of new development to secure the delivery of high quality spaces which enable communities to have active, healthy and sociable lifestyles.
- To ensure that appropriate funding and management mechanisms are in place to sustain the long-term future of Green and Blue Infrastructure.
- To effect positive change guided by local communities and the custodians of Green and Blue Infrastructure.



SECTION 3 DELIVERING MULTI - FUNCTIONAL SPACES AND PLACES

This section sets out how multifunctional Green Infrastructure can be achieved. It looks at the importance of design and maintenance in the ‘managed’ landscape in engaging more people with GI. It explores how GI can respond to a diverse agenda including: tackling childhood obesity, the climate emergency, enhancing and protecting biodiversity assets, the ‘healthy-living’ agenda, water quality and loneliness.

SECTION 3 | DELIVERING MULTIFUNCTIONAL SPACES AND PLACES

3.1 This section provides more detail about how multifunctional places and spaces can be delivered. It identifies a number of approaches and opportunities which can be integrated into Green Infrastructure – both existing and new. These opportunities should therefore not be seen as discrete elements but rather looked at as a package of measures to enhance the attractiveness, usability and functionality of Green Infrastructure for all.

Design And Multifunctionality

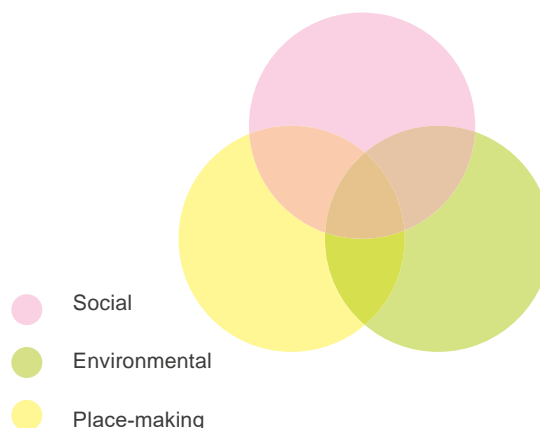
3.2 Well designed and implemented GI can fulfil multiple purposes by:

- Ensuring that development sits sensitively in the landscape while maximising its relationship to that landscape;
- Providing places and spaces that are well designed and maintained to ensure their long-term sustainability;
- Responding to the twin environmental and ecological crises’;
- Supporting healthy lifestyles and wellbeing; and
- Promoting access to the wider countryside as well as other complimentary greenspaces.

This multi functionality within and across projects is explored in this Section.

3.3 Design of developments must be landscape led and cross disciplinary and should inform development proposals from their initial planning through their detailed design. It is important that the design process is iterative and involves the Council’s urban and landscape design officers, all members of the development design team, and stakeholders; and that, where appropriate, it is informed by use of the Council’s Quality Review Panel.

3.4 The design process must include testing and communicating ideas on what a place will look like from the earliest stages of the process. This is important as testing ideas can then inform the initial planning of a development, ensuring that opportunities are not missed.



Example of multifunctional space in the Queen Elizabeth Olympic Park, Stratford

SECTION 3 | DELIVERING MULTIFUNCTIONAL SPACES AND PLACES

Natural And Semi Natural Greenspace

3.5 As already stated, there is a significant amount of 'natural' greenspace of high quality within the District. The Council's Open Space Strategy 2017 identified that this provision is generally well located to towns and villages. However some smaller 'natural' greenspaces have issues of access and legibility.

3.6 In terms of ecology the District benefits from high quality habitats, but they are often isolated. In terms of carbon capture the District has relatively little woodland outside of the Epping Forest.

Considering The Role Of 'Natural' Open Space

3.7 Natural open space has a significant role to play in peoples' lives if safe and attractive access is provided (primarily by walking and cycling) and that it provides a positive experience for its visitors so that people are attracted to using it. It is important therefore to make these spaces and their rich cultural and ecological heritage visible, and by including appropriately designed areas of natural play. Natural open spaces can also support the Council's aim of become carbon neutral District by, for example, increasing the number of trees and planting and connecting habitats to support attractive places to walk and linger. Taking this approach to places located in other parts of the District can also

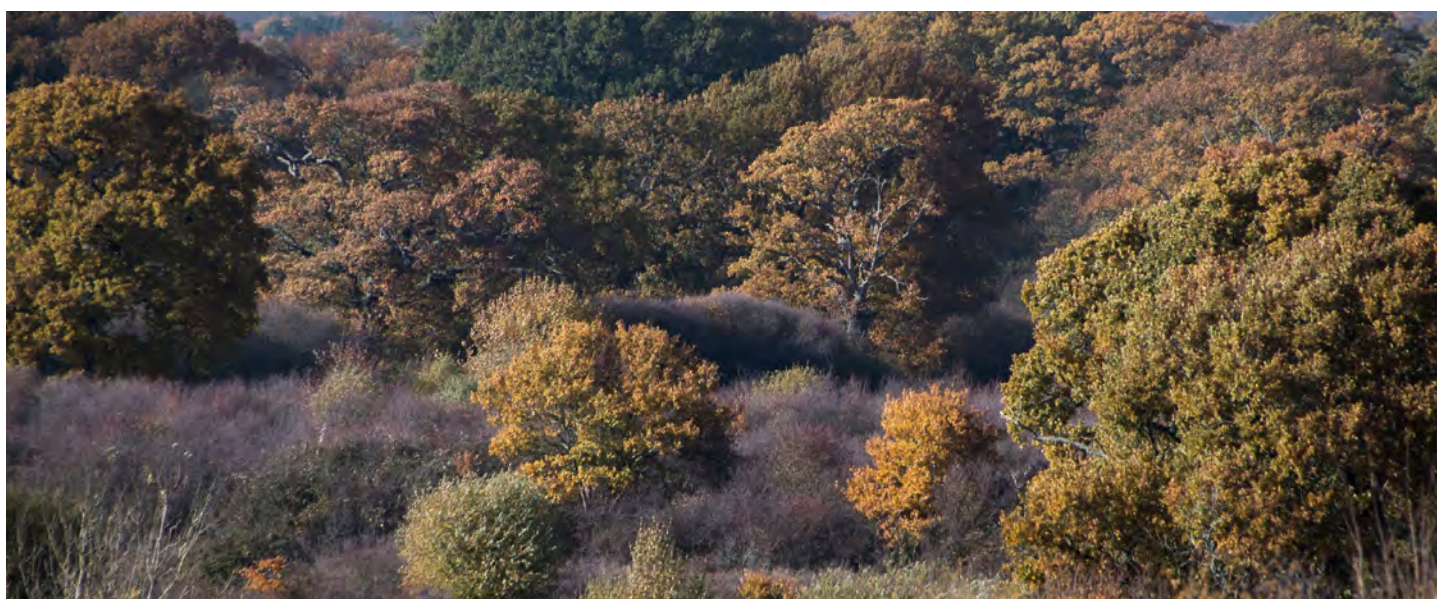
help to draw people away from the Epping Forest and therefore reduce the issues that recreational pressure is placing on it.

How Do We Get There?

3.8 Approaches that focus on engaging the public with existing 'natural' open space through 'revealing' its existence are required. This will need to be delivered by taking a collaborative approach with landowners, applicants, arts organisations and land management teams.

3.9 Where provision cannot be accommodated on-site contributions toward the provision or enhancement of natural open space nearby, and links to them, will be required.

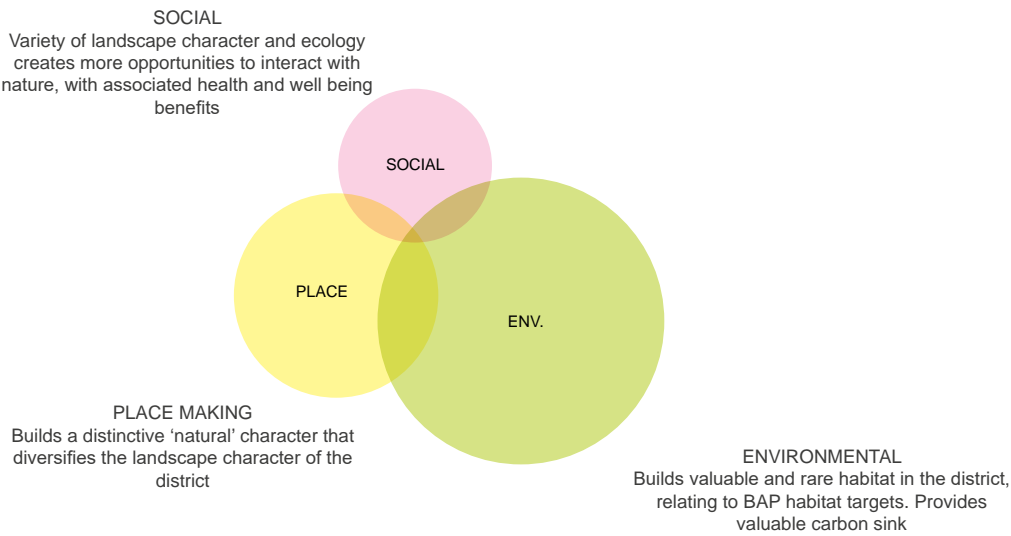
3.10 The extension and connection of 'natural' spaces can be a significant attractor for visitors, as the Knepp Wildland Project in West Sussex has shown, and, more importantly, makes an important contribution to tackling the biodiversity and climate crises'. The development of a wilder district, where it does not have unintended consequences on important habitats and species, should happen at all scales from local left-over greenspaces such as verges through strategic development and district-wide projects and partnerships including with organisations such as the Green Arc (One Partnership) and the Conservators of Epping Forest.



Knepp Wildland Project in West Sussex

Enhance

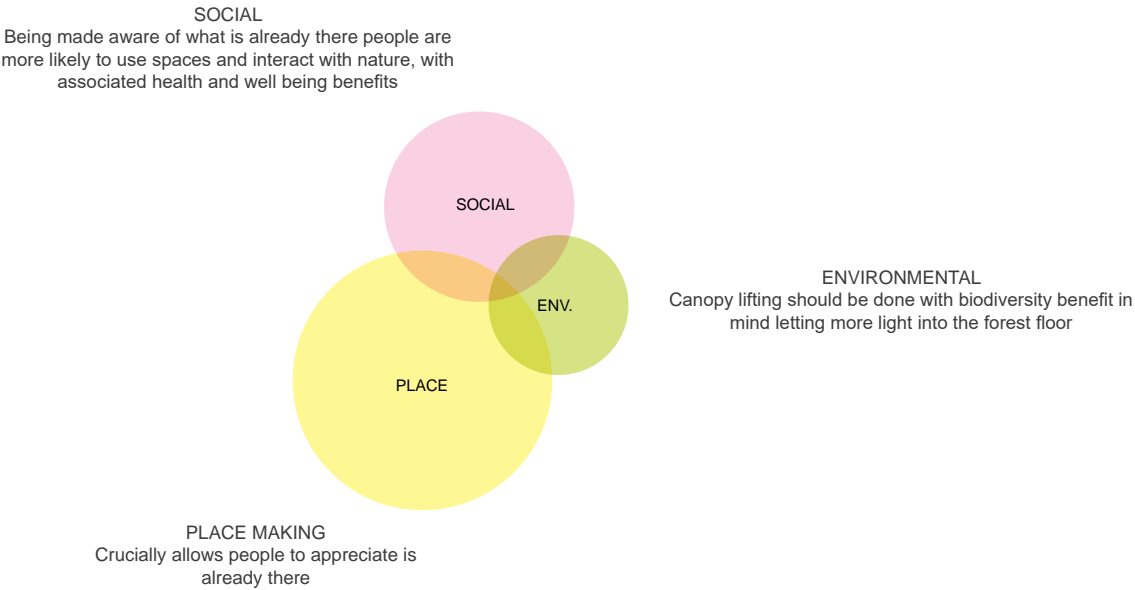
3.11 Enhancing the existing landscape by making the most of site-specific opportunities to create a more varied and ecologically connected countryside is an important strand of this Strategy. An example of such an approach is through building wet woodland (below) in flood plains and man-made flood attenuation features to increase their visual attractiveness and ecological diversity.



A wet woodland in Devon

Reveal – Through Management

3.12 Lifting canopies and clearing scrub on the edge of woodlands which have no ecological or natural heritage designations can create windows into the woodland interior. This reveals to people the exceptional landscape character within woodlands that might not be apparent to most. It also increases the perception of safety within woodlands making them feel more inviting. This will need to be approached in a sensitive and informed way to ensure that any removal of edge or understorey does not result in negative conservation outcomes. This is because scrub edges and scrub mosaics are also the most important areas for biodiversity. Ancient woodlands in particular need to be managed for their special features, distinctive sense of place and wildlife.



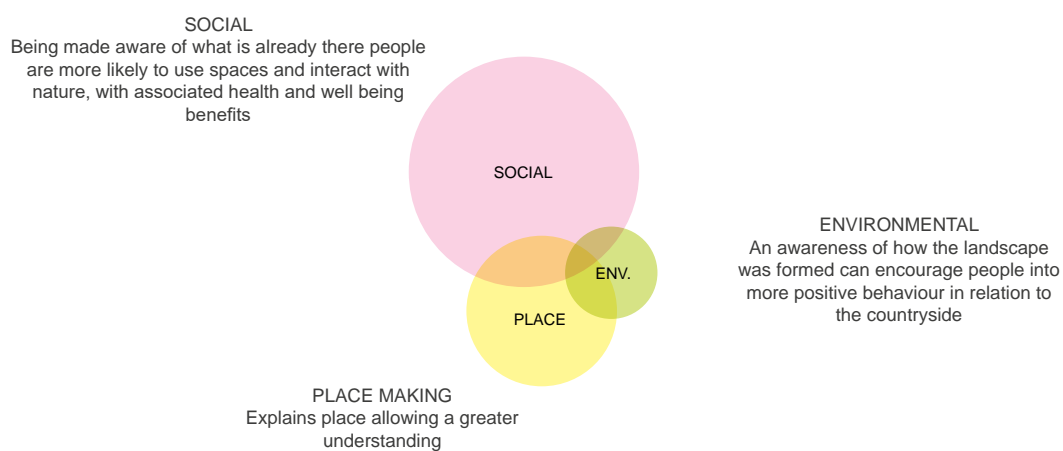
Lifted canopies and managed understoreys in Epping Forest

SECTION 3 | DELIVERING MULTIFUNCTIONAL SPACES AND PLACES

Reveal – Through Thoughtfully Designed Interpretation

3.13 Interpretation should be coordinated with a wayfinding package in order to create strategic routes that take in the best of the District as well as making provision for more locally focused opportunities.

3.14 How this interpretation is provided is an important part of any approach and will need to be designed to be sensitive to its environment so that it sits carefully in its landscape setting, intrigues visitors, makes them curious about the place or space and informs them of what they are seeing or experiencing but never intrudes into the natural character of the place.



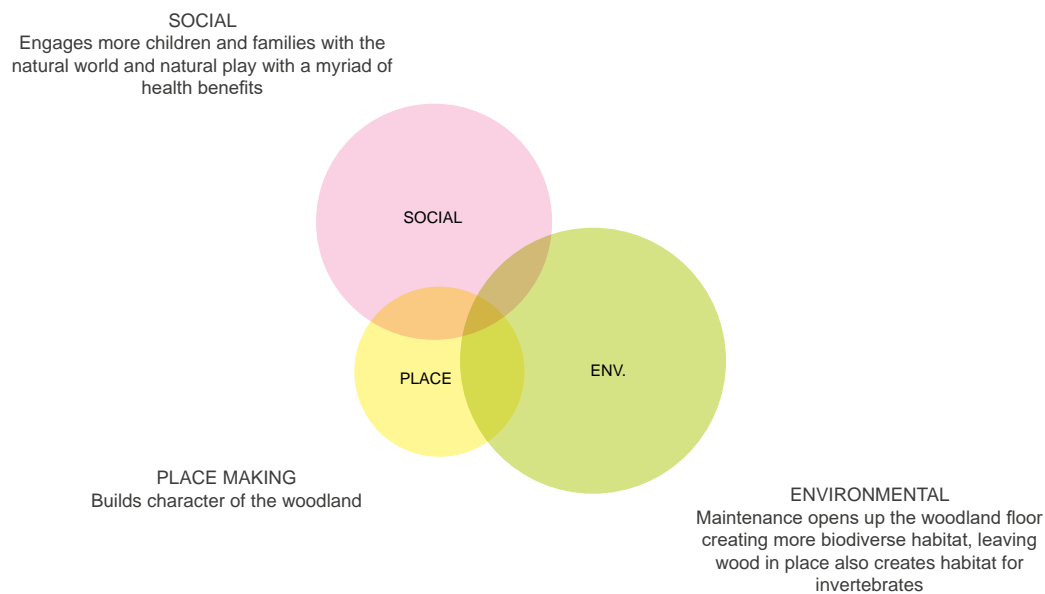
Text interpretation incidental to the landscape may not tell the whole story but leaves some to the imagination



The Squires Oak in Hainault Forest

Engage – Through Management

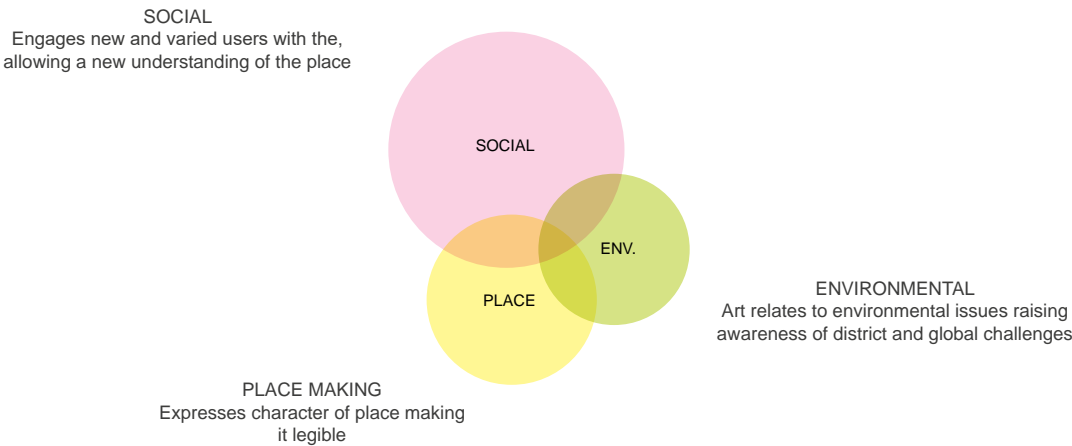
3.15 Management of woodland can ensure large low branches are left to allow tree climbing where it does not cause damage and providing opportunities for building dens. Overlapping natural assets and play typologies can engage children and families with the natural world through play.



Den building and natural play in woodlands

Engage – Through Curation Of Art And Sculpture

3.16 Art has the power to captivate and reveal something previously unnoticed. A focus on the commissioning of quality art would build on and connect into Harlow’s exceptional sculpture collection which includes works by Barbara Hepworth and Henry Moore. It provides both visual interest and can make a place or space a destination in its own right. How such work is commissioned will be critical in ensuring that the right installations are procured for their intended location. For example the quality of the piece, rather than whether an artist is local or not, will be the central consideration in the process. Building in opportunities for installations which allow for temporary displays can also be used to add interest for the visitor particularly if they visit regularly.



The Hear Heres by Studio Weave, Derbyshire

Parks

3.17 There are only two spaces in the District which are categorised as 'Parks' in the Council's Open Space Strategy 2017. These are located in Waltham Abbey and Loughton.

3.18 The proposed Water Lane, Latton Priory and East of Harlow Garden Town Communities border the town of Harlow, which has a significant amount of green open space. Much of this space is categorised as 'Park' which the Harlow Open Space and Green Infrastructure Study 2013 identified as being areas with significant room for improvement.

Considering The Role Of Urban Parks

3.19 The evidence base shows that compared to the Fields in Trust standard there is a deficit of park provision within the District, and also on the edge of Harlow adjoining the three proposed Garden Town Communities. Addressing this through the design and development of these new places, and the types of facilities within them, provides the opportunity to create parks which act as local attractors, and as social infrastructure for both new and existing communities. To achieve this they should be easily accessible to these communities. Urban parks can provide an opportunity to create places that are safe for all parts of the community, including those with dementia. Design approaches should be adopted learning from initiatives such as the London Borough of Richmond upon Thames's 'Friendly Parks for All' programme.



Waltham Abbey Garden, Epping Forest District

3.20 Through exceptional quality design the provision of parks should extend beyond their intrinsic benefits and should:

- Engage people with landscape, nature and healthy eating opportunities;
- Encourage spontaneous activity to get the inactive active;
- Encourage interaction between communities and specific community groups;
- Engage and be accessible to people of all ages, and;
- Form part of the wider GI network, by building on local landscape character and ecology to create distinctive and ecologically valuable places

How Do We Get There?

3.21 To deliver on these opportunities' parks should be designed in at the start of the master planning process, and form part of a cohesive open space network which is closely related to other social infrastructure such as local centres, schools and community facilities. The design process should include specific workshops focusing on Parks with community groups and the Council's Design officers.

3.22 Further information on design within more strategic developments can be found in Section 4.



Rye Hill Road Recreation Ground, Harlow

SECTION 3 | DELIVERING MULTIFUNCTIONAL SPACES AND PLACES

What Does Success Look Like?

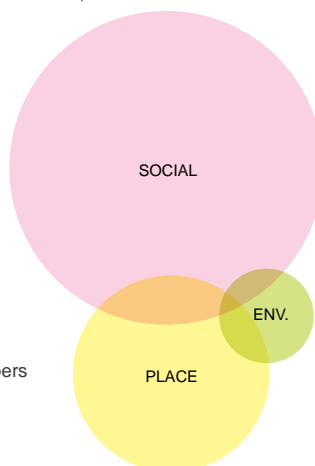
3.23 An example of such an approach can be found at Drapers Field, in LB Waltham Forest, which borders the 2012 Olympics Athletes Village. Drapers Field was one of a series of Olympic fringe projects which aimed to further the Olympic legacy while providing space for new and existing communities to come together.

3.24 The project is included as it looks beyond the conventional approach to designing an urban park to address wider issues including community cohesion and improvements to health and wellbeing.

3.25 The park does this through creating an undulating playful surface which is not 'territorialised' or defined in terms of its use - no fencing surrounds it uses such as play are not specifically designated. Features such as concrete waves are left open to be used as a play feature, a skate park or a seat. This encourages the surface to be shared as people sunbathe, run through the waves, skateboard, scoot, break dance and more. In turn, this encourages positive interaction between user groups through activity, helping to build healthy and socially sustainable communities.

SOCIAL
Engages communities through activity, addressing a variety of public health issues and building sustainable, sociable and healthy communities

PLACE MAKING
Clear form within open space such as Drapers Field can give urban parks a distinctive character



ENVIRONMENTAL
While not the main focus of this project there is always the opportunity to engage with environmental systems



Drapers Field, Waltham Forest by Kinnear Landscape Architects



Amenity Greenspace

3.26 The Council’s Open Space Strategy 2017 shows that the quantum of amenity greenspace in the District equates almost exactly to the Fields in Trust national guidance of 0.6 ha per 1000 population. Within the District the quality has been assessed as generally average with a large amount of maintained amenity grass areas.

Considering The Role Of Amenity Greenspace

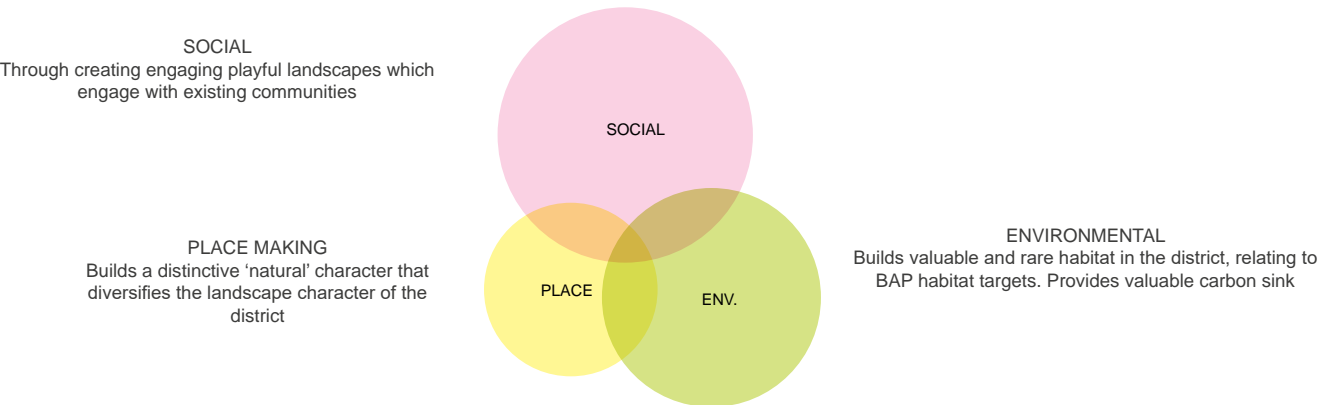
3.27 Amenity Greenspace should be viewed as an integral part of the public realm serving a new development. It should also be considered as part of a wider network of complimentary open spaces which are attractive to communities, build character and enhance biodiversity. To do this Amenity Greenspace needs to avoid the default position of providing amenity grass areas and instead consider how spaces can deliver multifunctional uses. Designing space which considers overlapping functions such as food production, play, and natural

systems or new systems through the creation of Sustainable Drainage Systems, can deliver these benefits at relatively low capital costs and maintenance costs.

How Do We Get There?

3.28 To deliver on these opportunities within strategic developments Amenity Greenspace should be designed in from the early master planning stages as part of a cohesive open space network which is closely related to other social infrastructure such as local centres, schools and community facilities. The design process should include specific workshops focusing on Amenity Greenspace with community groups and Council design officers. Further information on design within the more strategic developments can be found in Section 4.

3.29 Within existing settlements initiatives to improve Amenity Greenspace should be community led and council supported, as set out in the project pages (Appendix 1).



Amenity greenspace at Centre Green, Epping



Drapers Field, Waltham Forest by Kinnear Landscape Architects

SECTION 3 | DELIVERING MULTIFUNCTIONAL SPACES AND PLACES

Allotments And The Productive Landscape

3.30 The Council's Open Space Strategy 2017 shows that there is in general adequate provision of allotments in the District. However, allotments have historically been designed so that they inward looking, often due to their location on the fringes of urban areas or on back-land sites. This makes them seem to be closed off from their immediate surroundings and not integrated with the local community.

Considering The Role Of Allotments

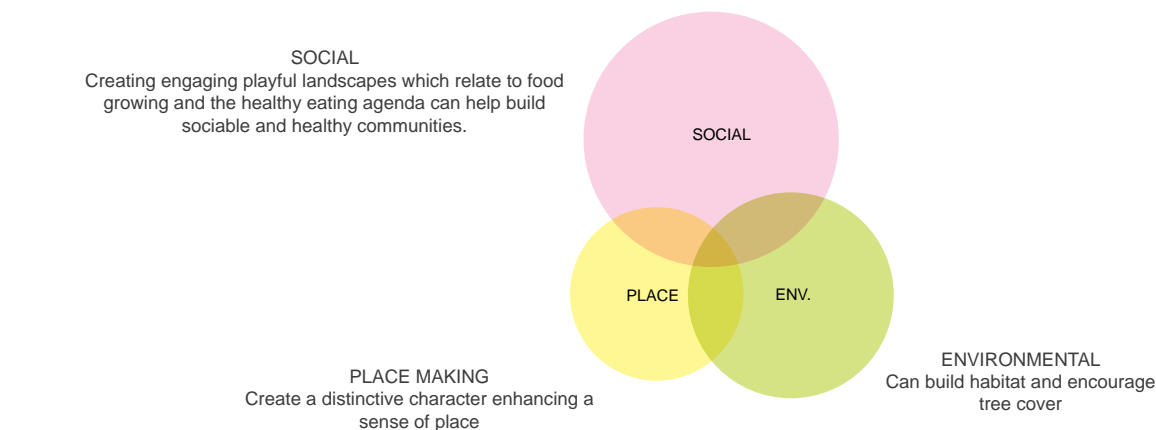
3.31 As well as providing healthy food, allotments facilitate mental and physical well-being through a connection to nature from growing vegetables, outdoor exercise involved in working the allotments and the social interaction and community groups that develop.

3.32 While limited public access can help build a strong community within allotments it also limits the public engaging with food growing. Therefore, while maintaining the value of current allotments there is the opportunity to expand the variety of productive

landscapes and to look to engage new users with them. This might be as simple as providing a public orchard adjacent to the entrance of an allotment with benches to encourage people to linger. Similarly, informal play equipment, interpretation or art within such an orchard could help to engage new users with food growing. Opportunities for considering designing in productive landscapes at school entrances and as part of Amenity Greenspace also supports this ambition.

How Do We Get There?

3.33 Allotments and food growing should be seen as an opportunity to engage residents with the benefits that stem from productive landscapes. Consideration should be given as to how food growing can be woven through and overlap with different open spaces such as amenity greenspace, streets and parks as well as within education facilities. To develop an integrated approach food growing should be considered from the first stages of master planning new developments and should engage with existing allotment groups. Outside of strategic development sites proposals should be community led and council supported.



Meadow Road Allotment, Epping



A Variety of Cultures by Alec Findlay - ladders art installation for picking apples, pre-empting the orchard reaching maturity

SECTION 3 | DELIVERING MULTIFUNCTIONAL SPACES AND PLACES

Provision For Children And Young People

3.34 The current provision of play in the District consists of almost exclusively traditional equipment in fenced play areas with 44 sites across the District totalling 5 ha. This is considerably under the Fields In Trust guideline for equipped play areas which indicates that there should be over 30 ha of provision in the District.

3.35 Existing traditional equipped play provision should be considered as one component of a more integrated and engaging play and open space offer.

3.36 The term 'play' should be considered in its widest sense: considering who can partake in play, what senses are engaged, and how it can instigate behavioural change to encourage more active communities; how it can be collaborative, intergenerational and how it can engage with the natural world.

3.37 Alongside designated play areas, play should be considered as a theme that runs through the landscape encouraging people to engage with different landscapes be those surrounding woodlands or Amenity Greenspace outside their door. This can be provided in a number of ways. For

example the management of woodland can ensure large low branches are left to allow tree climbing where it will not affect the ecological or historic value of the tree while logs can be left for building dens. Playful art that animates amenity space can encourage a connection with food growing such as is used in Alex Findlay's work. Incorporating play built into Sustainable Drainage Systems (SuDS) features or playful landscapes in Urban Parks (see Drapers Field) ensures the provision of multi-functional space. Connections between places and spaces can also be enhanced by creating 'Play on the Way' opportunities (as set out below).

How Do We Get There?

3.38 Existing play spaces, in particular, should be improved by working with communities. This should be supported by using illustrations which show what collaborative, natural and intergenerational play looks like with the aim of diversifying the play offer and moving away from the provision of traditional play equipment.

3.39 Within development play in its widest sense, including social and environmental value over and above the standard value of play and GI should be considered from the outset of the planning process.



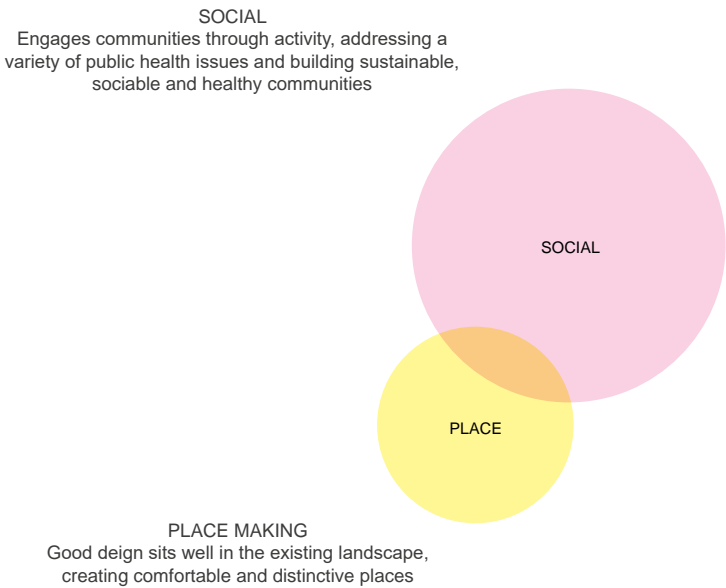
Sound play at Elbe Waterfront Park by Rehwaldt LA



Right: Sand play at Victoria Park by LDA design

Youth Shelter And Sport

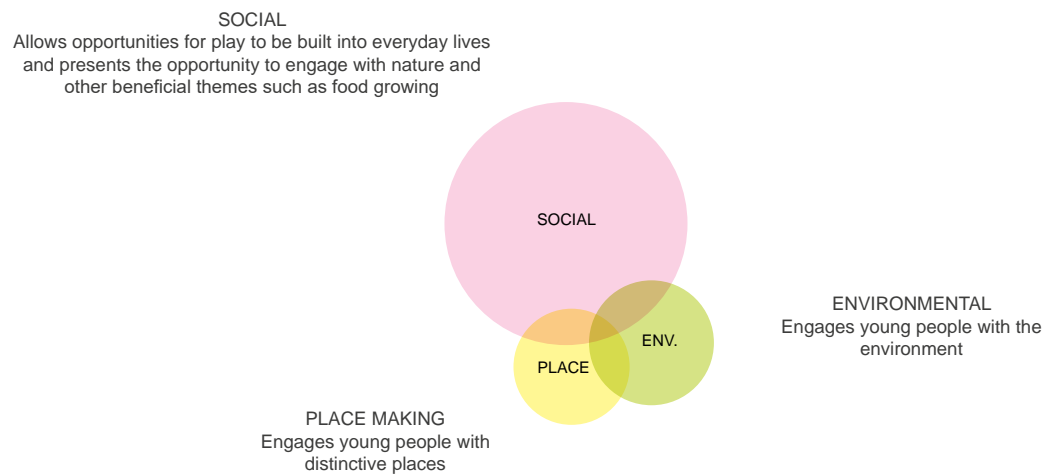
3.40 The picture below shows a typical Youth Shelter, and MUF Architect’s Social Multipurpose Use Games Area (MUGA). MUF’s work demonstrates the value of overlapping space for young people to socialise with sport - so encouraging young people into activity. This approach is in contrast to an off the shelf ‘Youth Shelter’ which leaves young people bored and disconnected which does not encourage positive behaviour.



The social MUGA by MUF Architecture and Art

Play On The Way

3.41 Informal play can extend way beyond the playground and can be seen as a way of building play and activity into everyday life. This approach to building play into everyday movement patterns is relatively common and has been termed ‘play on the way’ and can be incorporated in such a way so as to lead to interaction with nature (below) or other themes such as healthy eating.



Informal play on the edge of Epping Forest

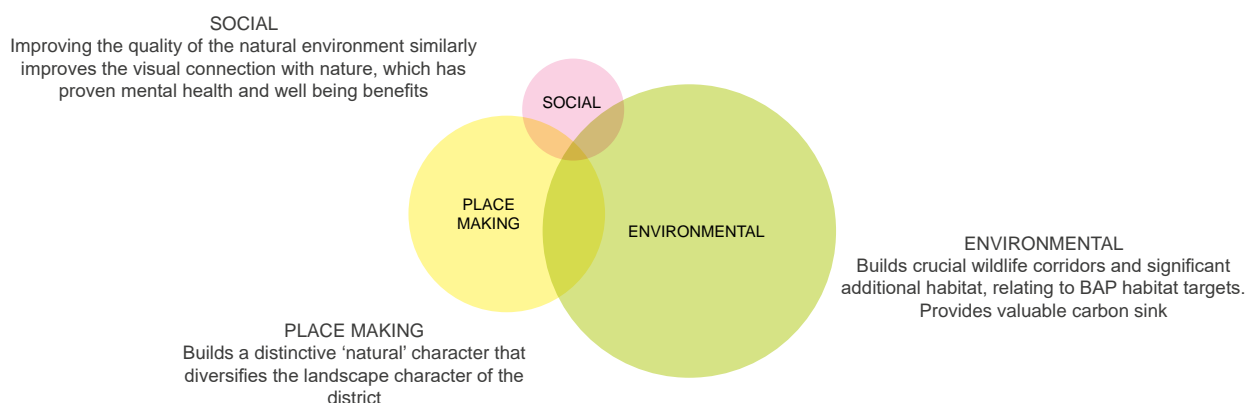
Smaller Spaces

3.42 The Council's Open Space Strategy 2017 only identifies greenspaces over 0.2ha in size. This equates to spaces of more than 50m x 40m. Smaller spaces can still be meaningful and can often have significant local value. When considered collectively these spaces become a significant asset within the District, particularly in terms of the opportunities they provide for net biodiversity/environmental gain.

3.43 As an example, a local greenspace set within an existing development could be improved through simple measures such as relaxing mowing regimes/ use of herbicides / plug planting to create biodiverse wildflower areas, creating a depression that acts as a rain garden /play feature; or simply by providing seating or logs that act as an informal play opportunity. The importance of these more incidental spaces should therefore not be underestimated in terms of their local community value, including in providing a local outdoor meeting place.

3.44 Developed with local people these types of interventions can generally be low cost – or, in the case of a reduced mowing regime, cost saving – but can deliver a significant increase in their social and environmental value.

3.45 Similarly at a district scale underused leftover spaces can deliver significantly more. An obvious example is the roadside verges which are currently cut regularly by both Essex County Council and EFDC in order to maintain short mown grass. Relaxing this mowing regime and cutting only twice a year can encourage wildflower growth and deliver a number of benefits. These include significant reductions in maintenance costs,; the creation of a significant ecological network encouraging insect habitat and create a much more visually interesting appearance to roads and lanes, which would enhance the character of the District. More and more local authorities are implementing similar schemes including in places such as Sheffield and Rotherham. Such approaches can also help to encourage safer driver behaviour.



St Andrews, Bromley-by-Bow by Townshend Landscape Architects



Wildflower verges in North East Lincolnshire

Movement

3.46 The focus is on design for walking, cycling and horse riding so that more people can move safely and easily through the District using these modes.

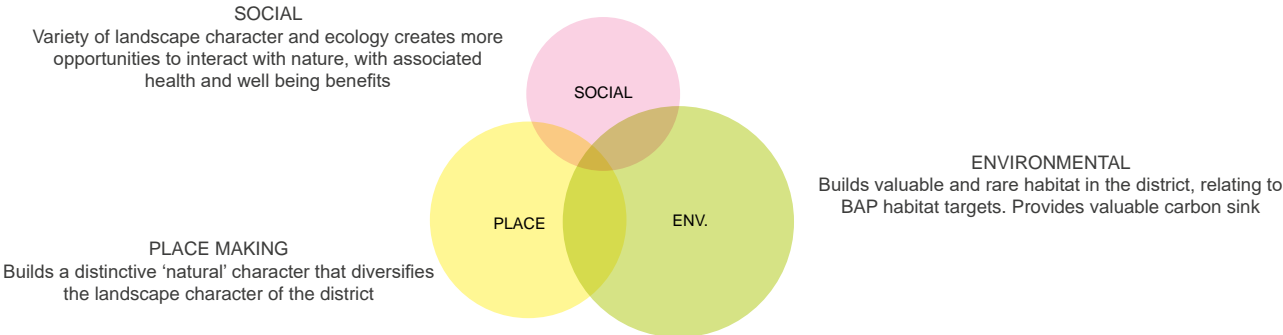
3.47 Route hierarchy – The first key step is to prioritise existing routes. This should be done as part of landscape led local cycle and walking infrastructure plans (LCWIP) or similar approaches that consider the landscape and how the community could be encouraged to use them alongside their primary purpose of acting as a movement corridor.

3.48 Accessibility and safety – The ease of accessibility for all users should be considered across the network. For example, some routes cut across fields meaning that they are less accessible at certain times of year. Similar consideration should be given to stiles and other obstacles along the network, to widen its accessibility. Surfaces on certain routes, identified through a route hierarchy work should work on the principle of enabling access for all. In connecting places and spaces it is also important not to ignore the opportunities that the identification of ‘Quietways’ for cyclists can provide to encourage more people living in towns and villages to access Green Infrastructure.

3.49 Legibility – This can be viewed as how clear, without the use of signage, the route is. Legibility can be achieved by consistent surfacing, adopting a management regime that ensures routes are easy to see and not overgrown, or using vegetation as a structure to follow - for example a route might follow a green lane, a new or existing line of trees, or a hedge line.

3.50 Signage - A coherent set of wayfinding proposals should build on the inherent legibility of the route and may include signage, such as finger posts and in-ground signage, through landscape improvements to open views and build distinctiveness, or through improved information of routes.

3.51 Alongside Legibility and Signage, routes should tie easily into new and existing communities giving easy access to both. Routes should be visible within settlements with given lengths to encourage new users. Routes should take advantage of any points of interest along their length. Ecological enhancements included within the project which build on local landscape character will enhance the attractiveness of the route, as well as its ecological value. All of these approaches if taken forward in a comprehensive, area-based way support both recreational and commuter based cycle trips.



Accessible surfaces facilitate easy cycling as well as use by buggies and wheelchairs



Prominent entrances with a suite of signage can make routes clear and legible

The Water Environment

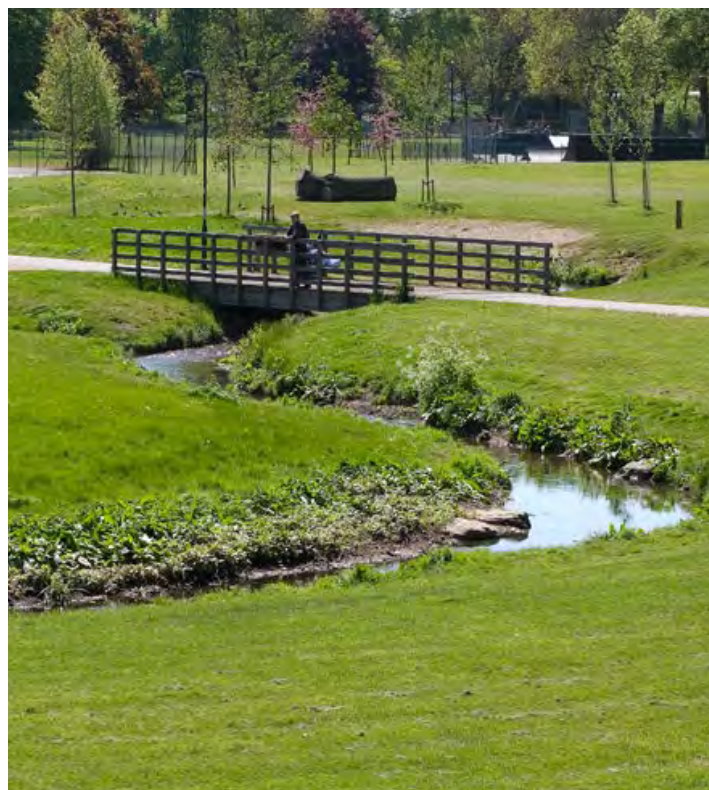
3.52 Taking a proactive approach to managing the water environment can have a number of significant benefits for the health and well-being for both people and the natural environment. The use of a multi-functional approach to the delivery of sustainable drainage systems (SuDS), as explained in more detail below helps to manage flood risk, can provide interest in the provision of public open space, and increase biodiversity. The main mechanism for securing the SuDS approach is through the design of new development. There are, however, other approaches which can also support managing the challenges of flood risk and water quality - both of which are important in ensuring that the District's Water Environment provides both recreational and biodiversity value.

3.53 Essex County Council, as the Local Lead Flood Authority, has responsibility to reduce the impact of local flooding and has developed a Local Flood Risk Management Strategy. As well as influencing new development and drainage by commenting on development proposals and the development of a SuDS Design Guide, the strategy includes a number of initiatives which involve working in partnership with communities, councils, and landowners. These include:

- Looking after watercourses: small streams and ditches have an important job in draining water. Unblocking these water courses, which can often become heavily silted or contain a large amount of debris, not only helps to address localised flooding issues but also improves the quality of the water environment which then benefits local biodiversity. As well as working with local landowners to clear these watercourses, Essex County Council has also worked with local communities to help identify the location, condition and size of ditches and pipes so that they could be added to the County's Flood Asset Register.
- Building new flood defences using an approach which not only provides flood risk reduction benefits but can also improve local biodiversity by creating new and diverse habitats.

3.54 There are also opportunities to work with landowners to encourage best practice in terms of land management to support biodiversity objectives ranging from changing management approaches to the banks of watercourses through to changes in land management practices to secure the reduction of, in particular, the ammonia component of surface-water run-off.

3.55 The District is classed as being in an area of 'serious water stress' by the Environment Agency. In such areas it is recommended that water efficiency standards are followed in order to manage demand on the water environment. The Council's emerging Local Plan puts in place an approach which will secure the incorporation of water saving measures and water efficiency standards. There are many routes to achieving these standards such as the use of grey water systems and rainwater harvesting together with water efficient fittings and appliances. Whilst the main objective of this approach is to reduce the consumption of water the spin-offs are that the measures can help to improve water quality and maintain water levels in areas where the biodiversity of the water environment would be harmed as a result of dry periods.



Ladywell Fields, Lewisham by BDP

Sustainable Drainage Systems

3.56 Sustainable drainage systems (SuDS) are designed to manage stormwater locally (as close its source as possible), to mimic natural drainage and encourage its infiltration, attenuation and passive treatment.

3.57 SuDS are designed to both manage the flood and pollution risks resulting from urban runoff and to contribute wherever possible to environmental enhancement and place making. With this in mind, the multi-functionality and multiple benefits of SuDS should always be considered.

Key Principles

3.58 SuDS essentially operate through infiltration where possible and attenuation combined with slow conveyance. Many SuDS solutions employ a combination of infiltration and attenuation. Situations where infiltration is not an option, for example because of the soil type or contamination, tend to favour attenuation type SuDS.

3.59 Good SuDS design should follow the SuDS philosophy, which calls for the inclusion of a number of key principles:

- A management train – using a number of SuDS components in series and characterising areas into land use and drainage type
- Source control – managing runoff as close as possible to where it falls as rain
- Managing water on the surface – wherever possible, runoff should be managed on the surface
- Early and effective engagement – consider the use of SuDS at the earliest stages of site selection and design.

3.60 Good practice with attenuation and slow conveyance type SuDS is to use ‘soft engineered’ surface features rather than underground storage and to align the conveyance train with exceedence flood routing.

3.61 When SuDS are used in new developments with highways or retrofitted in existing developed areas where there is also highway drainage, the highway drainage arrangements will generally be a key theme which shapes the form of the SuDS. This is because highway run-off often forms a high percentage of the total run-off from developed areas and is also the surface water element that contains the highest level of pollutants.



Grey to Green SuDS project, Sheffield by Nigel Dunnett

SECTION 3 | DELIVERING MULTIFUNCTIONAL SPACES AND PLACES

Benefits Of Suds

3.62 Sustainable drainage systems (SuDS) mimic natural drainage processes to reduce the effect on the quality and quantity of run-off from developments and provide amenity and biodiversity benefits. When specifying SuDS, early consideration of potential benefits and opportunities will help deliver the best results. The benefits of SuDS include:

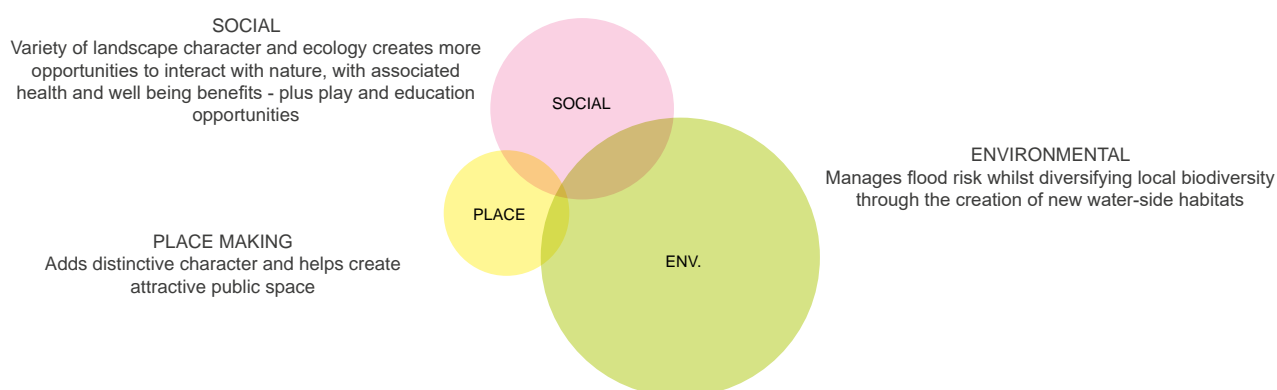
- Flood risk management – reducing the risk of flooding from development
- Water quality management – reducing the impact of diffuse pollution
- Improving amenity and biodiversity – the integration of green infrastructure with SuDS solutions can help to create habitat, recreational and biodiversity areas
- Water resources – SuDS can help to recharge groundwater supplies and capture rainwater for re-use purposes
- Community benefits – attractive, well designed public open space that incorporate SuDS can help to create better communities through social cohesion and quality of life improvements
- Recreation – multi-purpose SuDS components can not only manage surface water, but also act as sports/play areas
- Education – SuDS in schools provide a fantastic learning opportunity whilst also providing additional recreational space
- Enabling development – SuDS can help to free up capacity in already established drainage networks, and the provision of SuDS can often be a prerequisite of planning permission.

How Do We Get There?

3.63 The main mechanism for securing SuDS is through the development process. Consequently, the consideration of SuDS as part of the early stages of designing a development will be key to its success and provides the opportunity to integrate measures as part of the multifunctional approach that this Strategy is seeking to achieve.



Ladywell Fields, Lewisham by BDP



SECTION 4

IMPLEMENTATION

This section looks at how this ambition will be taken forward in Epping Forest District, in order to deliver a lasting legacy of high quality, integrated Green and Blue Infrastructure assets of a strategic scale, including through strategic development sites, and provides strategies as to how this will be achieved.

SECTION 4 | IMPLEMENTATION

Overview

4.1 Section 4 draws together the objectives from Section 2 and the ideas from Section 3 into deliverable projects. This includes:

- The delivery of District wide projects.
- Securing financial contributions from smaller development sites to support the improvement of existing spaces and connections to them.
- Projects that relate to, and are integrated with the delivery of strategic developments including SANG.

Implementation – District Wide Projects

4.2 Potential District wide projects are set out in the Project Pages (see Appendix 1). These relate to the GI potential at a strategic scale, be that single significant projects or smaller similar projects that together make an impact at a District wide scale.

Strategic Projects

4.3 Projects that function at a District scale or need coordination across the District. Examples include improvements to existing open spaces, implementing meadow planting to roadside verges, strategic green routes, or a district wide wayfinding and signage strategy.

Community Initiated Projects

4.4 The frameworks to encourage these projects may be district wide but the evolution of projects would be initiated by local communities, including by Parish and Town councils. For example, this could be by supporting improvements/changes in maintenance regimes to small local amenity greenspaces, or community tree planting in gardens or leftover public greenspaces.

Projects To Increase Engagement With Green Infrastructure

4.5 Projects which tie into the above but aim to increase and diversify those using GI. Projects may include an art trail that engages people with the

landscape, the promotion of local walking routes or specific trails / interventions targeted at those with mobility and visual challenges.

SANG

4.6 Provision of new SANG is required in the Masterplan areas. In addition opportunities to make better use of existing sites that could act as SANG, such parts of the City of London Corporation's Buffer Lands, could support the objective of protecting the Epping Forest SAC from harm as a result of recreational pressures. Details are contained in Appendix 2, 3 and 4.



Kentwood Meadows SANG, Wokingham by Allen Pyke Associates

Delivering Projects

4.7 The Project Pages included in Appendix 1 include information on:

- Clear ambitions and objectives;
- What success looks like;
- How do we get there;
- Key stakeholders and partners; and
- The value of the project

Project Prioritisation

4.8 All projects need to relate back to the Vision set out in this Strategy, assessed against its objectives as well as the principles of good design and place-making/landscape character and linked to the timescales for the delivery of new homes as set out in the Council's latest Housing Trajectory.

SECTION 4 | IMPLEMENTATION

Design In Relation To District Wide Projects

4.9 Design must be recognised as not just how something looks but more importantly how it functions. Therefore, design input is key to the majority of projects.

4.10 The delivery of high-quality design requires high quality designers to be commissioned (in the design of GI and external space these designers would usually be landscape architects).

4.11 Where public money is being used the Council has a duty to ensure that it is used in the most efficient and effective way. The value of good design as discussed above should not be underestimated. This consideration starts with the tender process by publishing design focused briefs which are assessed in accordance with the Council's procurement procedures.

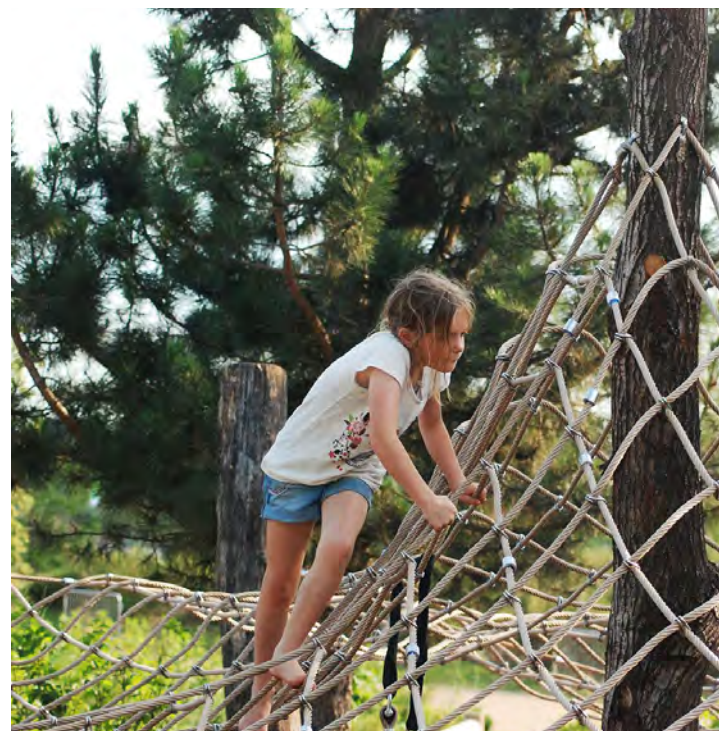


Mont-Evrin Park, near Paris by URBICUS

District Wide Projects

4.12 This will be taken forward by identifying resources to lead on the delivery of the district-wide projects, including through the allocation of specific council staff to individual projects were required. The Council will also work in close collaboration with its partners and neighbouring authorities to bring projects forward. This will include projects such as supporting organisations looking to fulfil their corporate environmental responsibilities through, for example, tree planting.

4.13 Projects that have been identified can be costed and funding through a number of different funding streams including Section 106 planning obligations. Some projects have already been included within the Council's Infrastructure Delivery Plan (IDP) which has been developed to support the emerging Local Plan. Where appropriate projects identified as part of this consultation may be added to the IDP.



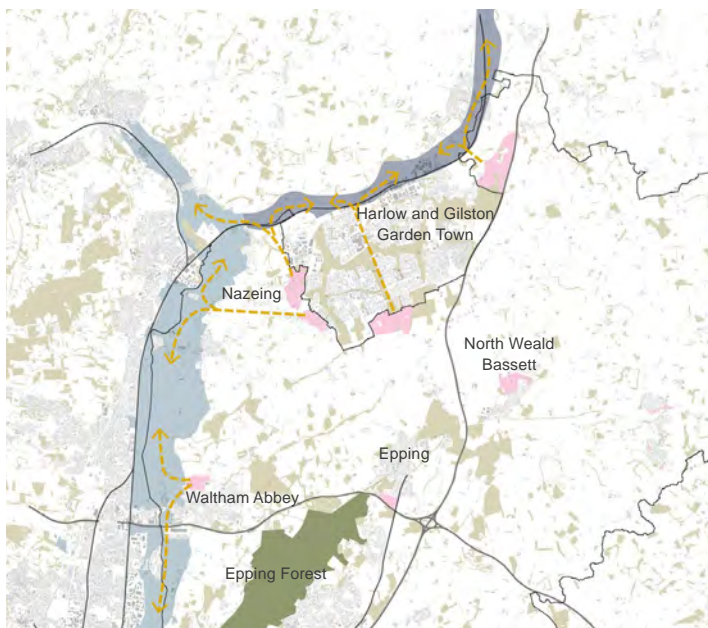
Tumbling Bay Playground, Queen Elizabeth Olympic Park by LUC

SECTION 4 | IMPLEMENTATION

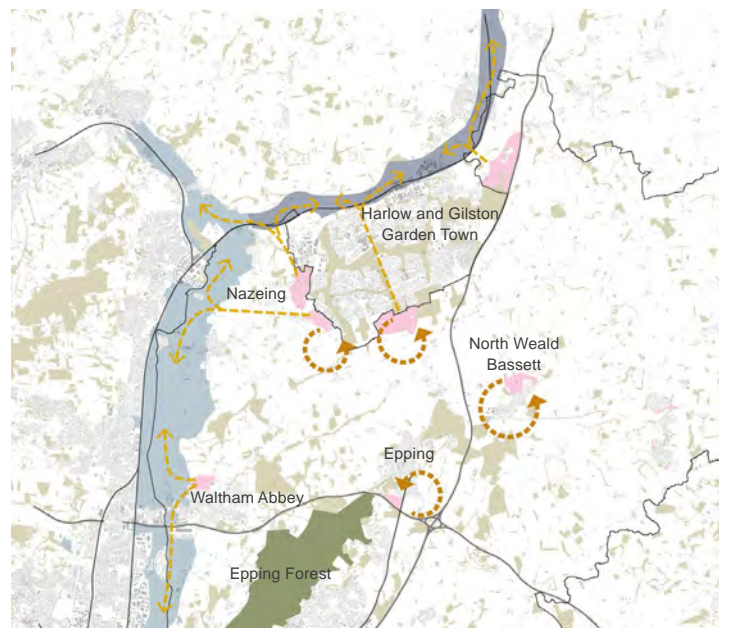
Implementation Of Strategic Allocations

4.14 The development of the strategic allocations identified in the emerging Local Plan provide the opportunity to deliver an integrated GI offer that supports the objective of avoiding harm being caused to the integrity of the Epping Forest SAC and supports the delivery of high-quality greenspaces that help build community cohesion between new and existing residents. Below is the master planning led approach for such allocations.

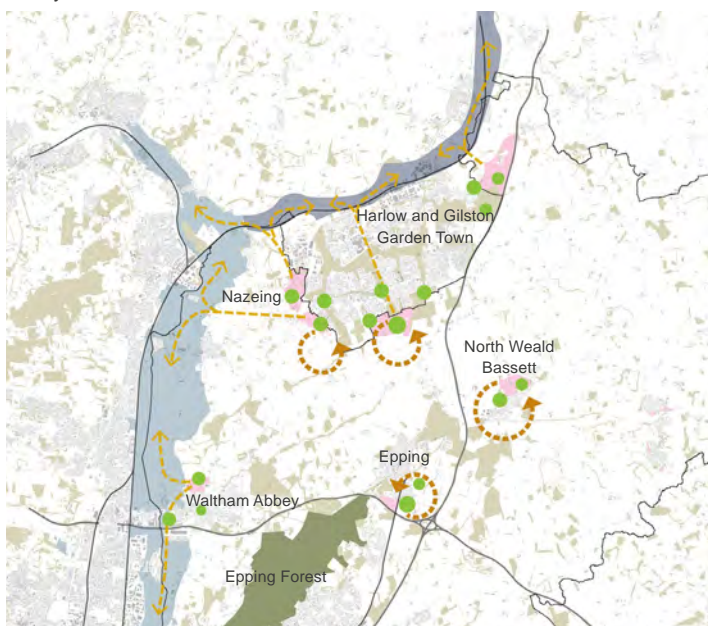
4.15 The approach sets out four key principles for the development of strategic sites through a masterplan led approach which - in line with the vision and objectives of this Strategy - aims to make the most of the 'natural' open space while complimenting it through the creation of a local network of varied, connected and high-quality greenspace. Appendix 2 goes into further detail applying these four principles at a settlement scale, setting a framework for green open space provision.



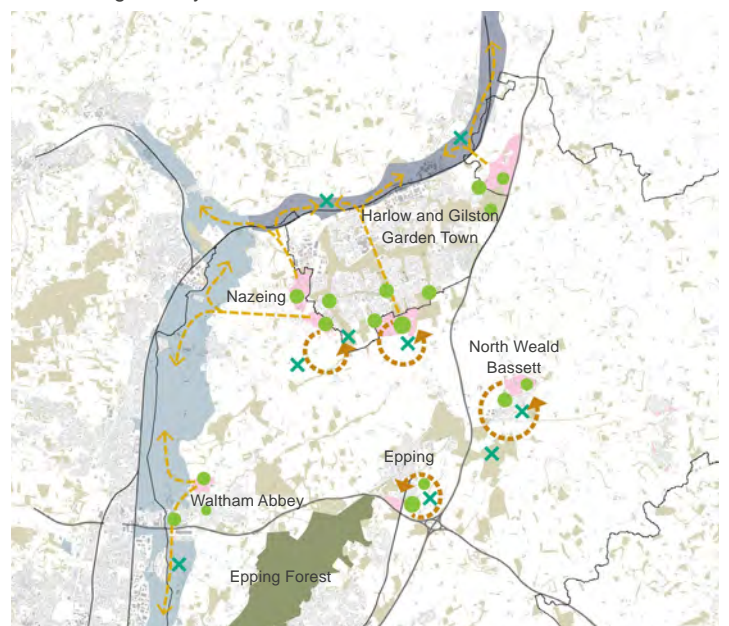
1. Connecting into the big landscape attractors of the Lea and Stort Valleys



2. Access between existing and proposed communities and into the surrounding countryside



3. Complimentary network of green open spaces tying together new and existing communities, including the provision of SANG



4. Activation and interpretation projects to engage a wider range of people with the countryside

SECTION 4 | IMPLEMENTATION

Design In Relation To Strategic Site Allocations

4.16 Throughout the design development process proposals must clearly demonstrate how they deliver on vision and objectives set out in Section 2, and the potential for overlap in function and social sustainability described in Section 3. Design should be landscape led from the start and across all design stages, as set out in Section 2.7.

4.17 The best design and development outcomes will be delivered by engaging the best design consultants. Any additional spending on design fees will be vastly outweighed by the speed and ease of securing planning permission, cost savings through the provision of multi-functional landscapes, and an enhanced corporate reputation through the provision of a positive lasting legacy for the area.

4.18 Initial work necessary to inform a Landscape Led approach to masterplanning is set out below:

- Landscape Analysis to cover site and context. Work should be mainly plan based with supporting pictures
- Ecological survey with opportunities and constraints
- Landscape opportunities and constraints plan covering landscape character, views and key landscape features including existing hedges and trees
- Overview levels plan with broad gradients and falls
- Flood and local water quality constraints and opportunities plan
- Existing movement plan with constraints and opportunities showing urban connections and transport links public and private alongside any footpaths, cycleways and bridleways both formal and informal

- Overview of relevant appendix to this document and the applicants approach to providing an equivalent quantum of greenspace in line with current guidance, which also meets local needs. Eg. if there is currently an over provision of playgrounds in the area but an under provision of allotments the applicant may fund more allotments and less playgrounds in order to even up the balance of open space provision overall
- Concluding analysis which overlays the above work to draw together the potential for multifunctional spaces and initial discussion on how this can inform the urban grain and character of the development. Precedent images to be used to illustrate character
- A series of working visualisation, axonometrics and / or other illustration that communicates qualities of space and material. This should be based in the analysis above and should inform the urban design layout influencing for example street widths, street orientation, street length and alignment; as well as relationship to existing landscape features and key views
- Initial review of Urban Design approach informed by the above work
- Ongoing design development with regular session with council design officers to ensure Landscape Led approach is carried through all stages of the design process



BIGyard, Berlin by Zanderroth Architekten

SECTION 4 | IMPLEMENTATION

Forward Strategy In Relation To Strategic Allocations

4.19 Appendix 2 sets out proposals in relation to site allocations which stem from the work in this Strategy. They are provided as a 'starting point' rather than as a complete set of parameters and requirements. Instead they provide a framework that must be developed in line with this Strategy. Key steps in this process will be:

- Securing community feedback to help inform and prioritise projects.
- Ongoing engagement with key stakeholders.
- Working with the Council to ensure that the design delivers a green open space network.
- Working with applicants to identify off-site projects which are needed to support the delivery of development in a co-ordinated and coherent way in line with the Vision and objectives of this Strategy.

Stewardship

4.20 Green infrastructure will require sustainable management and maintenance if it is to provide benefits and services in the long term, putting local communities at the heart of its management and stewardship

Stewardship: "ensuring that a community asset is properly looked after in perpetuity"

TCPA (2014) Built today, treasured tomorrow.

4.21 The right stewardship model will provide benefits for communities, developers and the Council. For communities it means putting people at the heart of delivering successful places, the long-term maintenance and management of high-quality facilities and moving towards social sustainability. For developers, it creates confidence that assets will be maintained in perpetuity, adds value to the development and improves place-making and marketability. For the Council, it reduces long-term financial liabilities and therefore provides greater value for the community of Epping Forest District.

4.22 The Council has assessed a number of stewardship options and has identified four potential stewardship models that best meet these principles and objectives. These stewardship model options include:

- Community Land Trust - An organisation backed by a trust which is controlled by the community for the benefit of the community
- Community Interest Company - A company which must trade and use its assets for a social purpose, to benefit the community
- Local Councils (Parish/Town) – Use existing local councils as a vehicle for stewardship
- Housing Associations - Private, non-profit organisations which provide a service to communities beyond its role as landlord

4.23 There are a number of funding options for managing community assets in the long-term. The principle revenue source for funding stewardship bodies will come from funding secured through planning mechanisms such as S106 planning obligations. These will be used to secure funding for the provision and ongoing management of community assets.

APPENDIX 1

PROJECT PAGES

This appendix sets out the types of projects that could be delivered across the district. Projects vary from maintenance, to ecology and movement projects - many of which will need engagement with a variety of stakeholders and partners to deliver. The Project Pages act as mini briefs for these projects setting goals, identifying key partners and including outline costs where possible.

Strategic Projects

Movement And Wayfinding

The Project

To develop a Wayfinding Strategy for the District's public right of way network to make it more legible, accessible and useable.

Why?

To increase use of Natural and Semi-Natural Greenspace to develop a more active population and reduce recreational pressure on Epping Forest.

What Does Success Look Like?

A coherent set of wayfinding proposals that may include:

- Maintenance regimes to make routes safer and more visible
- Signage, such as finger posts and in-ground signage
- Landscape improvements to open views and build distinctiveness
- Improved accessibility of walking routes

How Do We Get There?

By commissioning a consultant team, including Wayfinding Design and Landscape Architectural expertise for design, technical and construction stages.

Key Stakeholders

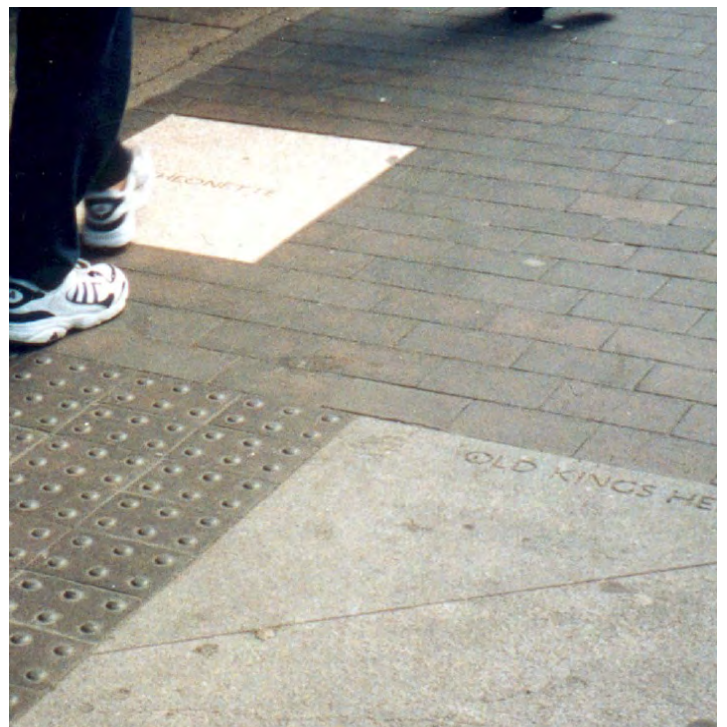
- Parish Councils
- Country Care
- Essex County Council Public Rights Of Way Team

Epping Forest District Council Officer Assistance

To be confirmed.



Walthamstow Wetlands by Kinnear Landscape Architects



Borough Highstreet by East Architecture

Strategic Projects

Roadside Wildflowers

The Project

To relax cutting regime of roadside verges and seed areas to create wildflower verges.

Why?

To increase biodiversity and aesthetic value, whilst reducing maintenance intensity and associated costs.

What Does Success Look Like?

This has been done before to great effect by authorities including Sheffield and Rotherham. Plantlife are a charitable organisation who can help facilitate the necessary change in mowing regimes

How Do We Get There?

- Council to work closely with EFDC Country Care, EFDC ecology officers and Essex Highways to establish a mowing regime that encourages wildflower growth
- Establish if some seeding is required to develop wildflower growth
- Work with Essex Highways to identify junctions where grass needs to be kept short to allow safe visibility splays

Key Stakeholders

- Internal Stakeholders
- Country Care
- Essex Highways

Other Potential Groups To Involve

- Plantlife

Epping Forest District Council Officer Assistance

Yes.



Roadside wildflowers in Sheffield



Roadside meadow planting in Leeds

Community Based, Council Supported

Tree Planting - A Call For Sites

The Project

Using social media, Parish Councils and existing community groups send out 'a call for tree planting sites' which can be planted by communities the council and by partner organisations

Why?

To increase the carbon capture within the District and to bring the range of social, economic and environmental benefits offered by trees in urban and rural contexts.

What Does Success Look Like?

Improving the quality of places through well considered tree planting and delivering the next generation of big trees in the District, as set out in the Local Plan Submission Version 2017.

How Do We Get There?

- Council to put out a call for sites, community to respond with potential sites they've seen where they live
- Council to map and assess results to compile a list of sites to be planted
- Council to channel money from Section 106 and third parties into identified planting projects
- Council to work with internal partners and communities to organise tree planting and maintenance

Key Stakeholders

- Internal Stakeholders

Epping Forest District Council Officer Assistance

Yes.



New tree planting in urban 'Forest' by Spacehub



New woodland creation at Heartwood Forest, Hertfordshire

Community Based, Council Supported

Community Greenspace Improvements

The Project

A pioneer community led project to improve a local amenity greenspace. The project is to be based around a community design approach to develop a tool-kit of components that can be maintained within existing budgets, and applied to other sites. This tool-kit may include elements such as: a relaxed mowing regime, seating, bins, growing beds, light touch boundary treatments in knee rails or swales, informal natural play such as mounds, logs and boulders.

Why?

- The existing spaces are generally amenity grass which, without any other function often provide little value to the community
- Existing grass also requires significant maintenance by the council
- Improvements that relax mowing can build aesthetic and environmental value
- To strengthen community relationships with each other and nature through the process and the use of the finished space
- To set a precedent for other community groups to follow

What Does Success Look Like?

- Increased community use and pride in the space - from a range of different ages and backgrounds within the community
- Increased sense of community.
- Improved biodiversity
- No increase to maintenance budget

How Do We Get There?

- Council to put out a call to the community to establish a trial project
- Community group to commit to taking project forwards
- Council to have a designated contact who could coordinate design advice from design officers, who could liaise with country care about changes to maintenance, and who could give advice to the community group on funding

Key Stakeholders

- Community group
- Parish Councils
- Country Care

Epping Forest District Council Officer Assistance

Yes.



Drapers Field, Waltham Forest by Kinnear Landscape Architects



Warpole Park, Ealing by J&L Gibbons

Activation Projects

Art In The Landscape

The Project

To curate high-quality art within the landscape of the District.

Why?

Good landscape embedded art work can allow a deeper understanding of the intricacies of the Epping landscape, drawing new visitors into the countryside and creating alternative destinations for those who are already familiar with the local landscape.

- To build and physically extend Harlow's legacy of highest quality art
- To build an appreciation of the Landscape and it's complex social, cultural and ecological values
- To attract users who might otherwise have visited Epping Forest, including those from outside the District
- To draw new users into the countryside and to facilitate their appreciation of nature

What Does Success Look Like?

Success is great art in the landscape for all to access and enjoy. Artwork could come from local artists or artists from elsewhere, well-known or lesser known artists, it could be temporary or permanent and could vary from sculpture to theatre.

How Do We Get There?

By Establishing a working group including experts in Public Art Curation and Landscape Architecture, whilst ensuring community groups are involved and engaged throughout the process.

Key Stakeholders

Parish Councils

Harlow Arts

Others

Epping Forest District Council Officer Assistance

Yes.



Nuria and Irma, Yorkshire Sculpture Park by Jaume Plensa



Ecology of Colour, Dartford by Studio Weave

APPENDIX 2

STRATEGIC ALLOCATIONS

This appendix sets out the framework within which the strategic sites proposed in the emerging Local Plan should be developed to maximise Green and Blue Infrastructure opportunities and successfully integrate with the existing communities and places.

The development of the strategic allocations in the emerging Local Plan provides the opportunity to deliver an integrated and complementary GI offer that includes Suitable Alternative Natural Greenspace SANG. This integrated approach will support the need to avoid placing additional pressure on the Epping Forest and other existing GI of ecological and natural heritage importance, and deliver the high quality greenspaces that will help bring new and existing residents together. Further detail on the principles that should be applied to the development of SANG is set out in Appendix 3. The development of masterplans for the following locations will therefore be required to provide for significant green infrastructure.

- Latton Priory and Water Lane Garden Town Communities
- North Weald Bassett Masterplan Area
- Waltham Abbey North Masterplan Area
- South of Epping Masterplan Area

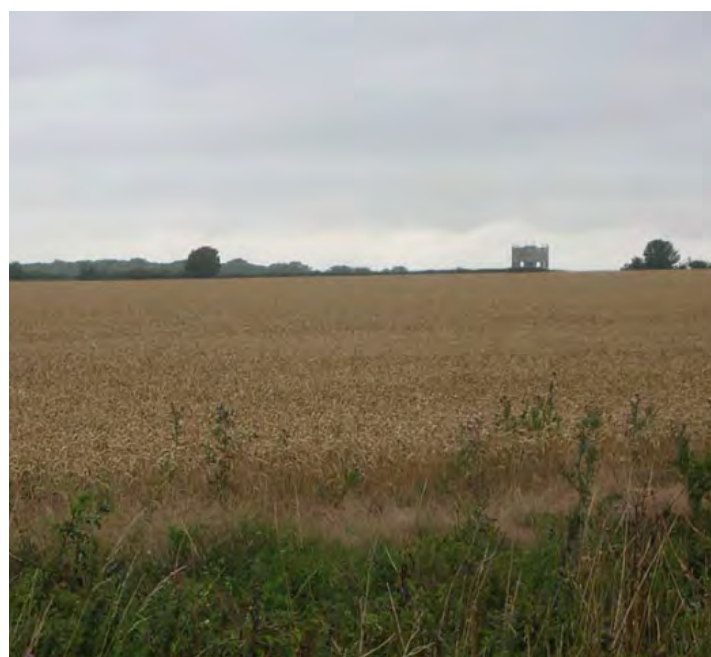


1. Latton Priory and Water Lane Garden Town Communities

1.1 Latton Priory and the Water Lane area are Harlow and Gilston Garden Town Communities that are proposed for allocation in the emerging Local Plan. They are strategic sites which are required to have Masterplans in place prior to any planning application(s) for their development being determined.

Landscape Context

1.2 Latton Priory sits on a prominent ridge between Jack's Hatch and Church Langley which is identified as 'Farmland Ridge' in the Council's Landscape Character Assessment 2010 (EB709). The ridge forms the highest land point in the district and was a defining landscape feature in Sir Frederick Gibberd's planning of Harlow, with the town sitting in the dip in the landscape to the north of the ridge. There are views from the ridge south across gently undulating farmland towards the town of Epping and northwards towards Harlow - the centre of which is a prominent feature. However, in the surrounding residential areas it is mature trees rather than the built form which dominates the view. Trees are also a key component of the landscape character of the ridge with large blocks of ancient woodland defining the landscape.



Farmland Ridge landscape character, Epping Forest District Council's Landscape Character Assessment

1.3 Water Lane is located on the edge of an undulating landscape of predominately arable fields with mature hedgerows and veteran trees which is described as 'Farmland Plateau' in the Council's Landscape Character Assessment 2010. This landscape is part of the historic field patterns and settlements identified within the Nazeing and South Roydon Conservation Areas. As it is set on lower ground than Latton Priory, Water Lane is not as visually important to the setting of Harlow despite there being views back towards the town from it.

1.4 Harlow's Green Wedges were a major feature of Sir Frederick Gibberd's design for bringing the countryside into the town. The aim of the approach was to give residents the opportunity to experience the best of town and country living. The wedges relate directly to Latton Priory and Water Lane and the continuation of this landscape structure through the sites and its relation to the surrounding countryside and pedestrian rights of way will be key to creating an integrated landscape.



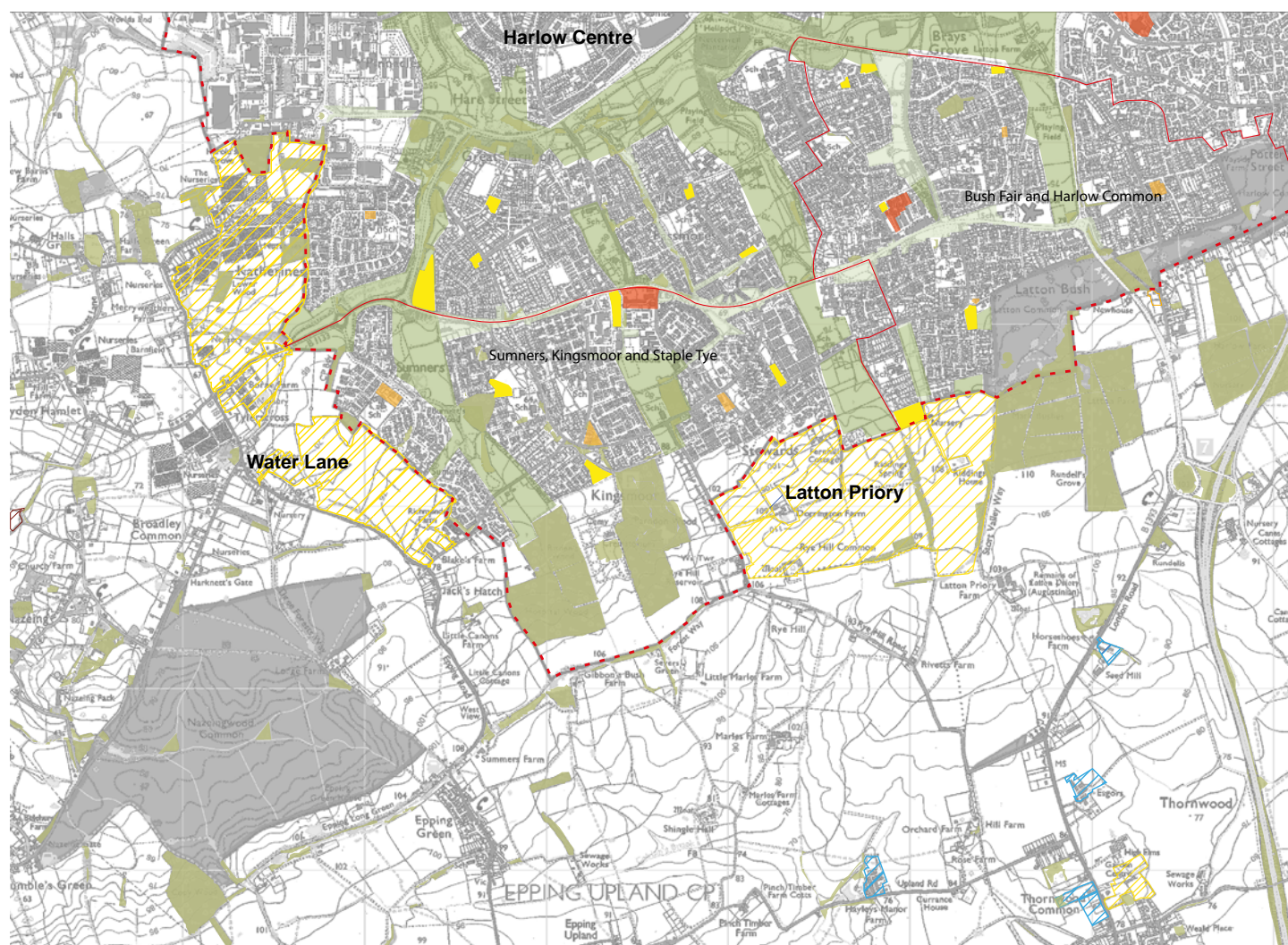
Harlow's Green Wedges as planned by Sir Frederick Gibberd

Communities






1.5 Latton Priory is located to the south of the Staple Tye and Latton Bush neighbourhoods within Harlow District. The emerging Local Plan proposes to allocate the site (SP5.1) for development including the provision of a minimum of 1050 new homes, traveller pitches, new employment opportunities, a new primary and secondary school and a new local centre. There is a policy requirement to provide strategic 'green infrastructure' comprising natural/semi natural open space, walking and cycling routes, flood mitigation and wildlife space.

1.6 Water Lane (SP5.2) is located to the west of the existing Katherines, Sumners and Kingsmoor communities within Harlow District. The emerging Local Plan proposes to allocate the site for development including the provision of a minimum of 2100 new homes, a new primary school, traveller pitches, as well as local shops and services. There is a policy requirement to provide strategic 'green infrastructure' comprising natural/semi natural open space, walking and cycling routes flood mitigation and wildlife space.

1.7 Developing a cohesive urban and landscape structure that allows easy movement between communities, local centres/hatches and landscape destinations (such as parks, woodlands or play spaces) will be key to creating connected, healthy and sustainable communities. In this it is essential that existing communities are able to see the benefits of development in their own neighbourhoods and that new development feels like a cohesive part of the Harlow, where existing residents feel welcome.



Key

-  Proposed Masterplan Areas (Residential)
-  EFD / HD Administrative Boundary
-  Local Centres
-  Local Hatches
-  Harlow Residential Allocations

Landscape and Ecology Assets

1.8 The Green Infrastructure Plan for Harlow (2005) identifies the landscape to the south and west of Harlow, within which the Latton Priory and Water Lane sites are located, as “a ‘heritage landscape’ which reflects key historic themes that are characteristic/distinctive of the Harlow Area”.

1.9 One of the defining features of this landscape is the significant blocks of ancient woodland that stretch from Copy Wood to Harlow Park Woods. Smaller relics of ancient woodland also appear within the urban form of Harlow at Burnett’s Wood and Maunds Wood. Within these various woodlands there are a variety of distinctive woodland characters such as the canopy of oak with coppiced hornbeam growing beneath it in Parndon Woods or the sparse canopy of elms with rich under-story and ground flora in Copy Wood. These habitats are a product of ancient ecologies intertwined with the cultural heritage of the area and provide a distinct experience of nature in an urban context. As such they have significant local value. This is evidenced by the Green Infrastructure Plan for Harlow which identifies Harlow Woods as having a district wide draw.

1.10 To the east, Latton Common and Harlow Common provide freely accessible common land which are designated as Local Wildlife Sites (LoWS) in recognition of their grassland habitats. They represent significant vestiges of the once large tract of common land which stretched from Harlow Common to close to Maunds Wood. To the west Nazeing Common is another significant area of common land which, although accessible, is currently used as arable land.

1.11 Running east - west Epping Long Green is an ancient landscape feature which pre-dates the town of Epping. It consists of a broad strip of semi-improved neutral grassland and a footpath, bordered on both sides by ancient hedgerows. Epping Long Green was historically part of a network of drovers routes connecting, Waltham Abbey, Harlow, Latton Priory and surrounding villages. Together these natural greenspaces define a distinctive landscape character while also offering a wide variety of culturally and ecologically rich places. Work to improve their legibility, access, habitat value and ecological connections would all contribute to strengthen a hugely valuable shared resource for current and future residents.



Epping Long Green



Key

| | | | | | |
|--|---|--|--------------------|--|----------------------------|
| | Proposed Masterplan Areas (Residential) | | Grassland Habitat | | Registered Common Land |
| | EFD / HD Administrative Boundary | | Woodland Cover | | Local Wildlife Site (LoWS) |
| | Harlow Wards | | Epping Long Green | | Key View |
| | Green Wedge | | Scheduled Monument | | |

Ancient Woodland

- A1 – Harlow Woods (Parndon Wood, Hospital and Ridsen's Wood, SSSI (45 Ha)
- A2 – Mark Bushes Complex Ep90 (46.9 Ha)
- A3 – Harlow Park Ep98 (19.5 Ha)
- A4 – Copy Wood LoWS 43 (9.1 Ha)
- A5 – Burnett's Wood Ha10 (2.8 Ha)
- A6 – Maunds Wood Ha19 (3.5 Ha)

Grassland

- G1 – Ha29 Latton Common
- G2 – Ha38 Harlow Common

Ancient/Species-rich Hedgerows and Green Lanes

- L1 – Epping Long Green West, LoWS 55 (6.3 Ha)
- L2 – Epping Long Green East, LoWS 67 (9.1 Ha)

Scheduled Monuments

- M1 – The site of the Augustinian priory of St John the Baptist, now Latton Priory Farm
- M2 – Medieval Moat.
- M3 – World War Two bombing decoy, encompassing a subterranean and an above ground earth-covered shelter

Heritage

1.12 Latton Priory and Water Lane are located in areas which provide a rich diversity of landscape and heritage assets, from Ancient Green Lanes and Woodlands, through to the Scheduled Monument of Latton Priory. Developing and signing a clear network of footpaths is key to allow these assets to be an integrated part of the network of landscape assets.



Parndon Woods

Amenity Greenspace and Public Parks and Gardens

1.13 The Harlow Open Space and Green Infrastructure Study assesses the quantity, quality and value of the open space and green infrastructure in Harlow District, and forms part of the Evidence base for Harlow District Council's emerging Local Plan. Amenity Greenspace and Public Parks and Gardens are assessed separately but here, given the similarities of the provision and the potential for overlapping functions, they are grouped together as this gives a more comprehensive picture of provision. The study showed that in terms of size 'Sumner, Kingsmoor and Staple Tye' is currently above the advised minimum size while 'Bush Fair and Harlow Common' has less provision. However, the shortfall in 'Bush Fair and Harlow Common' is to some extent compensated for by the proximity of Latton and Harlow Commons.

1.14 Amenity spaces and parks are of mixed quality, with 11 of the 25 parks assessed in the Harlow Open Space and Green Infrastructure Study (2013) falling below quality standards. More of these lower quality parks are located on the southern side of Harlow.



Rye Hill Recreation Ground

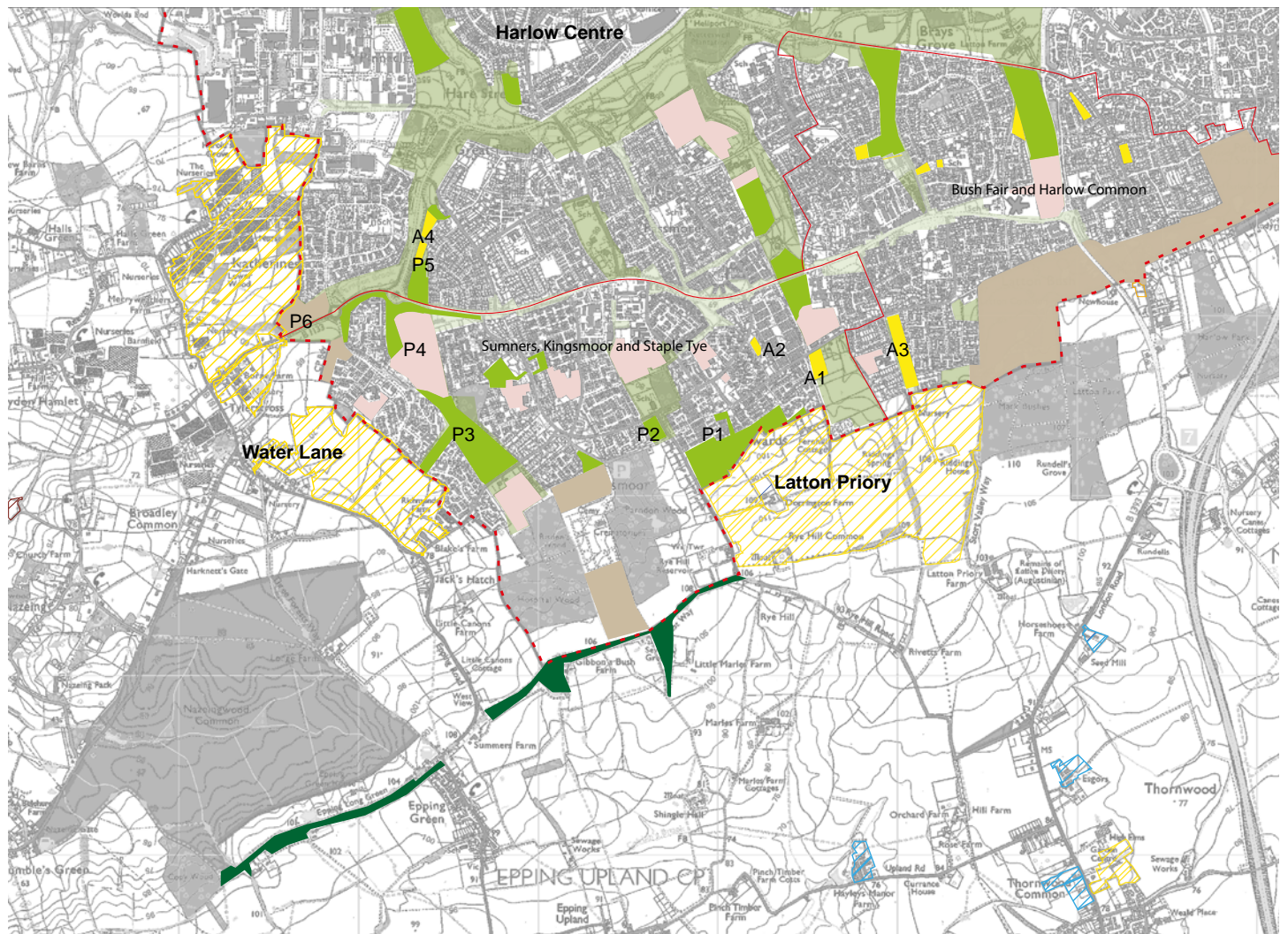
Allotments

1.15 The Council's Open Space Strategy 2017 shows that allotments are generally well provided across the District and the Harlow Green Infrastructure Strategy shows a similar position. Allotments and food growing are key components of the network of greenspaces that will provide the green social infrastructure that can aid the development of cohesive and healthy communities. To do this any new allotment provision should, through their location and allocation, serve new and existing communities. While limited public access can help build a strong community within allotments it also limits the public engaging with food growing. Therefore proposals should look to expand the variety of productive landscapes and to look to engage new users with them.

1.16 The Netteswell Common Allotments are located within the existing green wedge proposed to be extended into the Latton Priory Garden Town Community. The shortage of provision at Sumners, Kingsmoor and Staple Tye could be addressed through enhancements to the green wedge.

Provision for Children and Young People

1.17 The current provision in adjacent Harlow communities consists of almost exclusively traditional equipment in fenced play areas. The condition of the equipment is mixed. There is therefore significant opportunity to enhance both the quality and variety of opportunities for all age groups.



Key

| | | | | | |
|--|---|--|------------------------------|--|-----------------|
| | Proposed Masterplan Areas (Residential) | | Parks and Amenity Greenspace | | Other Grassland |
| | EFD / HD Administrative Boundary | | Allotments | | |
| | Harlow Wards | | Grass Pitches | | |

Parks

- P1 - Rye Hill Road Recreation Ground 10.6 ha
- P2 - Paringdon Road Recreation Space 1.1 ha
- P3 - Parsloe Road Open Space and Parsloe Recreation Ground 10.1 ha
- P4 - Sycamore Field 4.6 ha
- P5 - Katherine's Way Playing Field 2.4 ha
- P6 - Fennells Playing Fields 1 ha

Allotments

- A1 - Netteswell Common Allotments 1.2 ha
- A2 - Honey Hill Allotment 0.4 ha
- A3 - Rundells Allotments 0.9 ha
- A4 - Water Lane Allotments 1.3 ha

Movement

1.18 There is an established network of Public Rights of Way (PRoW) that runs through the surrounding countryside. These routes are well used but as with routes across the district there is room for improved accessibility, legibility and way-finding.

1.19 Regional walks such as the Nazeing Country Walk and the Stort Valley Way highlight the draw of the local landscape. The Forest Way Long Distance Walking Path (which runs from the edge of the Epping Forest to Hatfield Forest and crosses both Latton and Harlow Commons) to the west there is a good opportunity to link into this wider network. There is significant room to improve accessibility, legibility and way-finding through the Green Wedges especially where roads cross the wedges and where the wedges link into Latton Priory and Water Lane.

1.20 The Harlow and Gilston Garden Town will be served by a network of Sustainable Transport Corridors (STCs) which will provide rapid transit, walking and cycling routes from the proposed Garden Town Communities through existing communities to Harlow town centre and its train stations. Two arms of the proposed STCs will extend to Water Land and Latton Priory. There is potential to continue the walking and cycling component of these routes to connect Latton Priory and Water Lane, providing Water Lane residents with an active route to the secondary school in Latton Priory.

Opportunities

- 1.21 The opportunities set out below are in line with the key principles for the development of strategic sites as set out in section 4:
1. Connecting into the big landscape attractors of the Lea and Stort Valleys
 2. Access between existing and proposed communities and into the surrounding countryside
 3. Complimentary network of green open spaces tying together new and existing communities, including the provision of SANG
 4. Activation and interpretation projects to engage a wider range of people with the countryside

Connecting into the big landscape attractors

1.22 The Stort Valley Way offers an opportunity to link into a strategic route that ties into the Stort Valley. Alongside this the green wedge directly to the north of Latton Priory provides a direct route into Harlow's greenspaces, Harlow Town Centre and beyond that the Stort Valley. Prioritising these routes is key to the integration of the site into its context and the promotion of the Stort Valley as an accessible recreational landscape.

Access between existing and proposed communities and into the surrounding countryside

1.23 Easy, safe and attractive walking and cycling connections between neighbourhoods and open spaces are an important component of building a successful network of greenspaces. To deliver these connections improved accessibility, legibility and way-finding will be needed. Key areas to address will include:

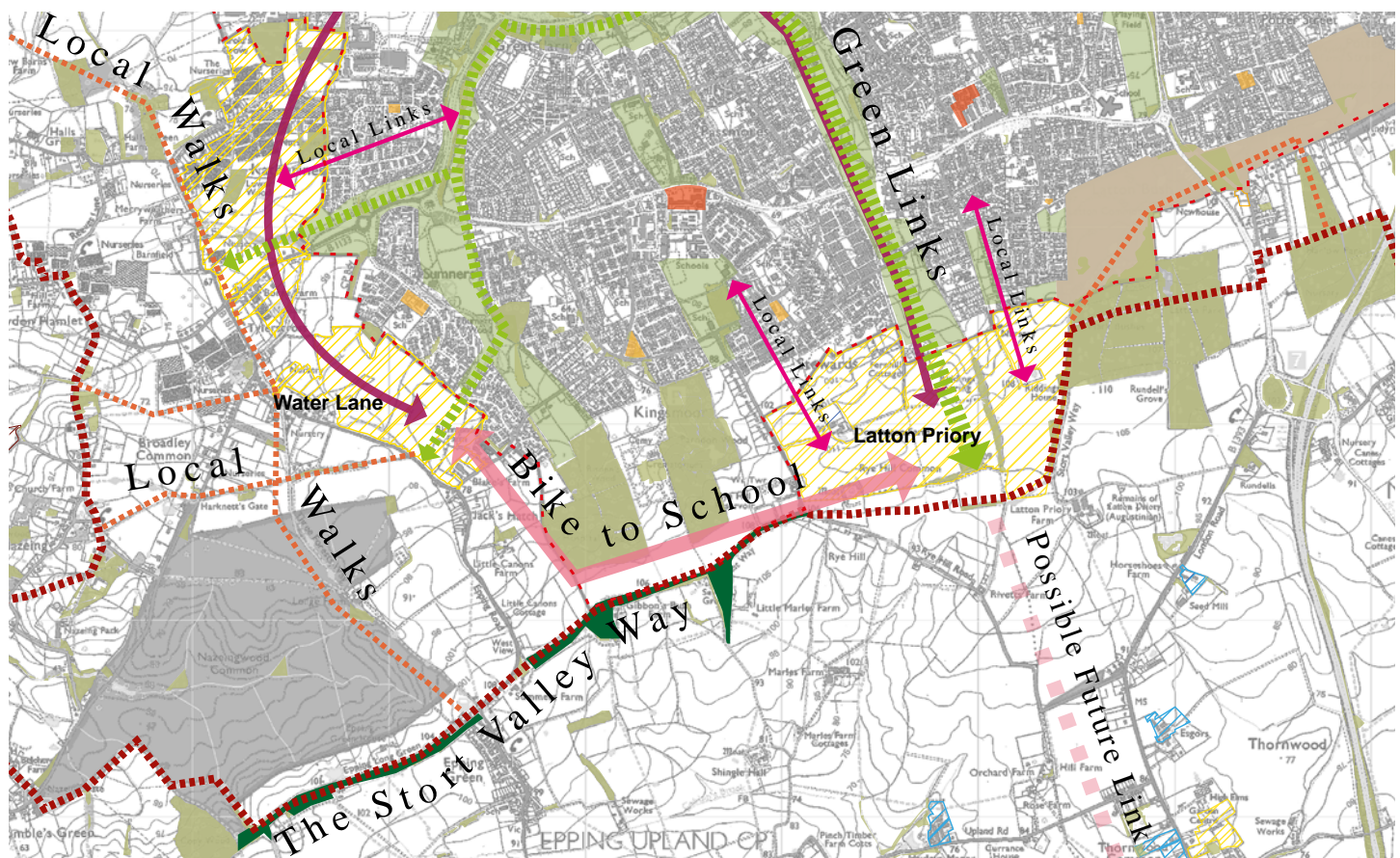
- Green wedges that currently run out to the countryside need significant improvements, to provide high quality connections into the Green Wedge network and on to Harlow town centre and the stations and facilitate local links into existing greenspaces and local centres.
- Continuing the walking and cycling component of the proposed STC routes to connect Latton Priory and Water Lane, including in order to provide Water Lane residents with a safe and active route to the proposed secondary school in Latton Priory.

- Develop a series of local walks that link communities with local GI assets. Routes should be planned to give a series of routes that are of an optimal distance for dog walkers and to provide variety in walking routes.

Complimentary network of green open spaces tying together new and existing communities, including the provision of SANG

Local GI Overview

1.24 In line with the rest of the District an analysis of existing open space provision indicates that high quality Natural and Semi Natural Greenspace already exists in the locality. However, some of this greenspace is itself under pressure and therefore the provision of SANG will help to 'absorb' some of this pressure and add to the Natural and Semi Natural Greenspace offer for new and existing residents. Other open space typologies, including parks, play and allotments are of average or poor quality and are generally under provided.



Improving access between existing and proposed communities, and the countryside

Reveal and Enhance

1.25 Specific opportunities to reveal and enhance the existing Natural and Semi Natural Greenspace offer include the following:

- Complete the ecological corridor from Long Green Lane to Marks Wood, where it would not be harmful to the ecological and natural heritage value of the assets tree canopies could be lifted and scrub cleared to allow views into woodland areas.
- Enhance habitats through improved management including to the grassland of Harlow and Latton Commons and woodlands in the locality.
- Potential to create opportunities to create an overlap between people and ecology such as leaving some large felled trees in woodlands or retaining low branches on appropriate trees when pruning for play opportunities.

Suitable Alternative Natural Greenspace

1.26 Initial design work has started on developing the approach to SANG provision for the Latton Priory Garden Town Community. Habitat proposals for provision of SANG as well as how it relates to existing paths and habitats are also being developed.

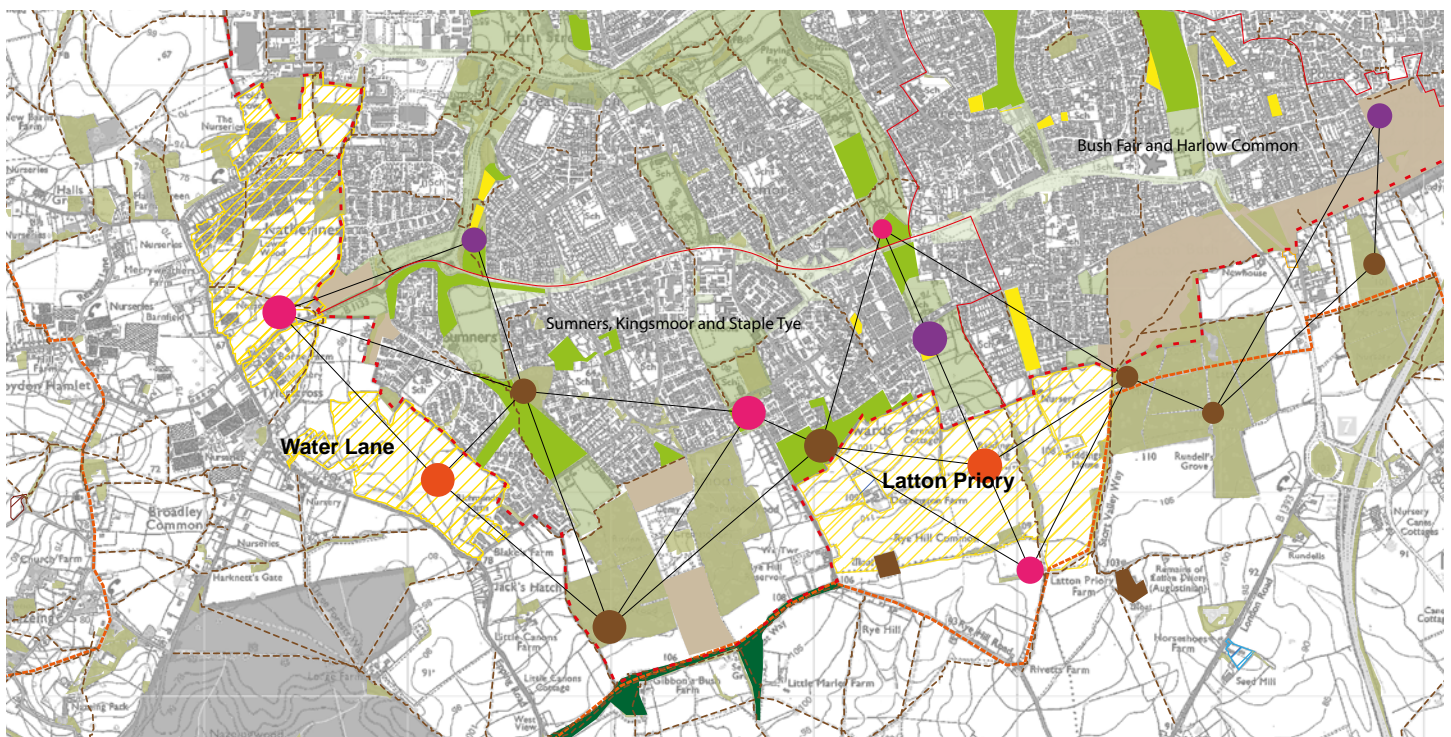
In addition, at the Examination Hearing session in relation to the Council's Local Plan on 21 May 2019, representatives of the site promoters for Latton Priory indicated that additional land was also available to provide a wider SANG offer if this was needed.

1.27 This work also sets out greenspace connections to the green wedge and to the west towards Epping Long Green. Greenspaces outside of the SANG will be developed along with the emerging masterplan.

Complimentary Network

1.28 Provision of open space should be integrated as part of the Masterplanning of the Garden Town Communities and designed in such a way as to encourage use by both new and existing communities. A balance of open space typologies across the wider area within both Epping Forest and Harlow Districts should also be planned for

1.29 Existing spaces that need to be addressed in qualitative terms are Rye Hill Road Recreation Ground, Paringdon Road Recreation Space, and Parsloe Road Open Space.



Complimentary network of green open spaces

Activation and interpretation projects to engage a wider range of people with the countryside

1.30 Landscape should be considered as forming part of the social infrastructure in order to build cohesive communities through engaging more people with outdoor space and creating opportunities for social interaction as follows:

- Natural and Semi natural open space should be enhanced where possible to help increase peoples understanding and appreciation of nature and inspire new people to visit these places. Potential areas where this could be achieved are: Woodlands, Commons, Green Lanes, Scheduled Monuments Potential interventions could include: Bird Hides, Natural Play, Low key interpretation, Art.
- Parks and amenity space should be brought to life with initiatives that encourage social interaction and which link help to tackle loneliness, obesity, and encourage healthy eating. Places where this could be achieved are: The Green Wedge north of Latton Priory, Parsloe Road Open Space. Initiatives could include: Multi-sensory planting, intergenerational and natural play, art, food growing.
- Productive Landscapes should be developed beyond just the provision of allotments to encourage wider participation and engagement between communities. The main place where this could be achieved is at the Netteswell Common Allotments. Other potential opportunities include: Rye Hill Road Recreation Ground, Parsloe Road Open Space and the proposed schools to be developed within the Garden Town Communities.



Magneten Sensory Garden, Copenhagen by MASU Planning



The Kerb Garden, Stockwell by The Edible Bus Stop

2. North Weald Bassett Masterplan Area

Landscape Context

2.1 North Weald Bassett lies in an area characterised as 'Ridges and Valleys' in the Council's Landscape Character Assessment 2010. The landscape is characterised by a patchwork of arable fields, with mature hedgerows. Mature trees are also a defining feature of the landscape both within hedgerows and in fields and there are a large number of trees in the village which are protected by Tree Preservation Orders. This landscape pattern provides for a number of open and framed views to the surrounding landscape. North Weald airfield, which is defined by a strong fenced perimeter, is a significant presence in the landscape as is the M11 to the west.



Ridges and Valleys landscape character, Epping Forest District Council's Landscape Character Assessment

Natural and Semi Natural Greenspace and Landscape and Ecology Assets

2.2 There are a variety of lowland mixed deciduous ancient woodlands, located mainly to the south of North Weald Bassett. These woodlands include original and replanted ancient woodland with BAP Habitats designated as Lowland Mixed Deciduous Woodland (UK); and Ancient Woodland (Essex). An existing Nature Reserve is located adjacent to the proposed residential Masterplan Area and is a source of extensive biodiversity.

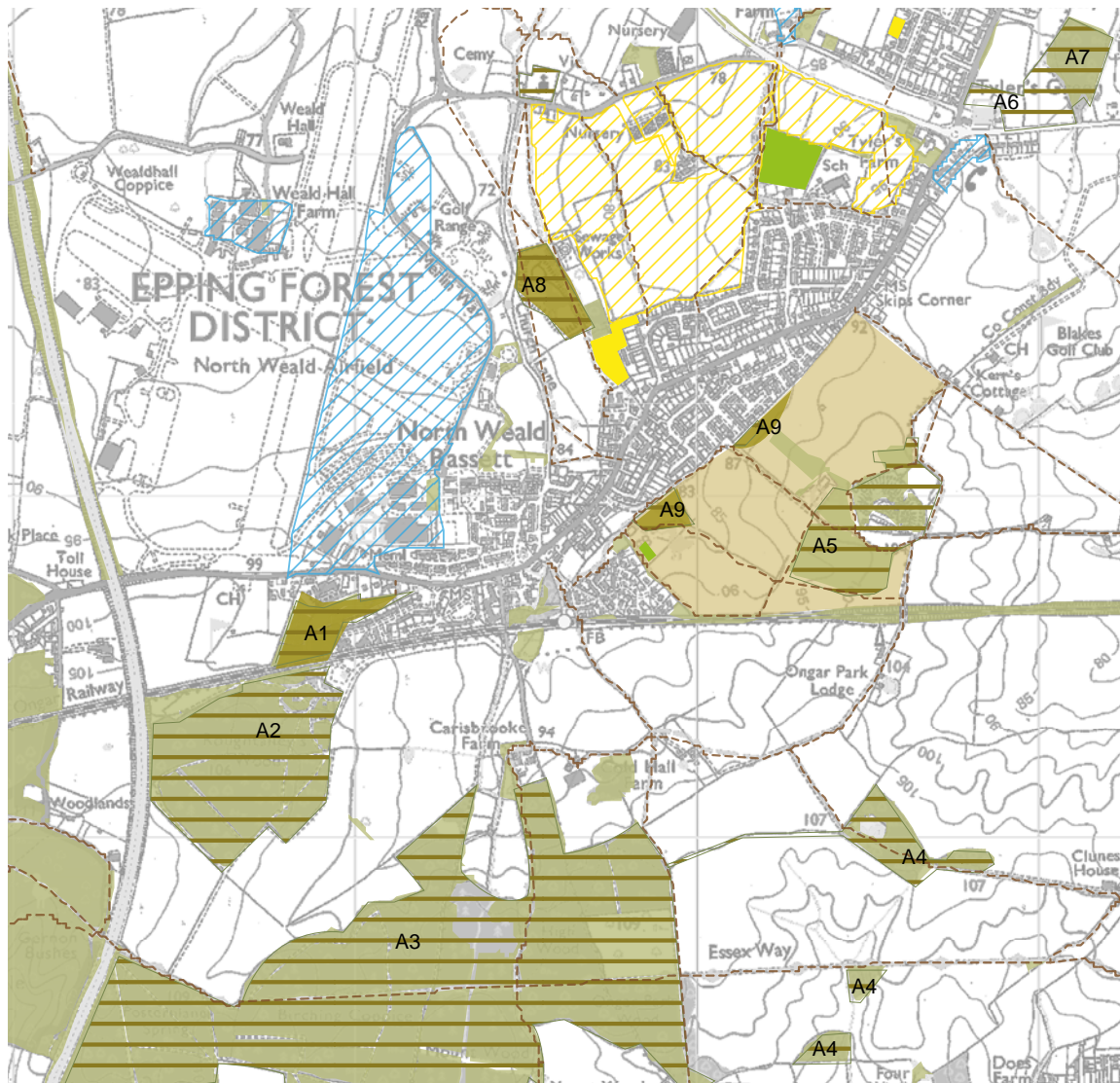
2.3 Woodlands include a variety of flora which provide a range of distinctive woodland characters including: virtually pure hornbeam coppice (Reynkyns Wood); blocks of Scotts Pine (Birching Coppice Complex); and Hornbeam/Pedunculate composition with scattered Rhododendron (Birching Coppice Complex).

2.4 These woodlands provide a significant natural resource within easy reach of North Weald Bassett. There is an opportunity to connect people to these ancient woodlands, through improved physical connections and legibility, to bring them into people's consciousness. This would need to be carefully managed to ensure that their ecological and natural heritage interest features are not harmed.






2.5 There are a variety of species rich grasslands, wetland and reed beds that are also located in the area including relatively recent flood alleviation works.

2.6 There is significant potential to connect people to these landscape assets drawing out cultural and ecological heritage while building new relationships between local people and their environment. Carefully considered natural play opportunities, seating, low key interpretation and art, could engage local people to connect with these areas.

2.7 The provision of SANG should complement the existing provision of Natural Greenspace to provide a more coherent and attractive network of spaces and places.



Key

| | | | |
|--|---|---|----------------------------|
|  | Proposed Masterplan Areas (Residential) |  | Woodland |
|  | Proposed Masterplan Areas (Commercial) |  | Local Nature Reserve |
| | |  | Local Wildlife Site (LoWS) |

BAP Habitats – Lowland Mixed Deciduous Woodland (UK); Ancient Woodland (Essex)

- A1 – Roughtalleys Wood, LoWS 114
- A2 – Roughtalleys Wood, LoWS 108
- A3 – Birching Coppice Complex, LoWS 116 (138.2 ha)
- A4 – Ongar Park Woods LoWS 129 (6.8 ha)
- A7 – A7 Reynkyns Wood LoWS 145 (3.0 ha)

BAP Habitats – Lowland Mixed Deciduous Woodland (UK), Selection Criteria - HC28 – Small Component Mosaics

- A5 – Ongar Radio Station LoWS 130 (10.8 ha)

BAP Habitats - Species-rich Grasslands (Essex)

- A6 – Tylers Green Grasslands LoWS 130 (10.8 ha)
- A9 – Weald Common LNR LoWS 124 (1.2 ha)

BAP Habitats – Lowland Fens, Reed beds (UK). Reed beds (Essex)

- A8 – Church Lane Flood Meadow LoWS 118 (3.5 ha)

Heritage

2.8 North Weald Bassett has an interesting variety of built and landscape heritage. North Weald Airfield opened in 1916 to defend London against German air raids in World War I. Operational flying ceased in 1919 but restarted as an operational RAF Fighter station in 1927. Its role in the Battle of Britain resulted in enemy raids on the airfield with many bombs falling on the village and surrounding areas. Squadrons from many nationalities were based at North Weald during the course of the war, including Norwegians, Czechs, Poles, Canadians, New Zealanders and American volunteers. The last operational fighter squadron left in 1958 and the RAF vacated the airfield in 1964. A memorial is located at the former main entrance to the airfield dedicated to all who served there between 1916 and 1964. The airfield's control tower, which was built in 1952, is a Grade II Listed Building as is the former Officer's Mess. The control tower was one of only seven of its type to be constructed post-war and is a rare physical reminder of the role of RAF Fighter Command in the early years of the Cold War.

2.9 Ongar Park Woods (part of the Birching Coppice Complex) was historically part of the same woodland lying within the boundary of Ongar Great Park, the earliest deer park in Essex dating back to the 11th century. The woodland remnants of Ongar Great Park still exist to the south of the town, while ancient woodlands with distinctive coppiced trees are landscape remnants of the formerly common practice of coppicing timber on rotation.



North Weald Airfield

2.10 Immediately to the south of North Weald Bassett is the North Weald Redoubt Scheduled Monument. It was constructed in the 1890's as a mobilisation centre as part of a comprehensive military scheme known as the London Defence Positions drawn up to protect the capital in the event of enemy invasion. It was reused as a radio station after the First World War and has a remarkable level of survival. To the west, on the edges of Thornwood, lies the moated site known as Marshalls which is likely to have been constructed between 1250 and 1350, and which is also a Scheduled Monument.

2.11 There is significant potential to connect and illuminate the landscape and heritage assets of the area.

Parks and Amenity Greenspace

2.12 The Council's Open Space Strategy 2017 shows that there is an under supply of amenity greenspace in North Weald Bassett and that there are no parks. The existing amenity greenspace consists primarily of short cut grass and therefore has the potential to be enhanced in terms of its amenity, biodiversity and community offer.

2.13 The recreation ground is the main amenity greenspace within North Weald Bassett and includes play and sports facilities as well as a community hub. In the context of development the recreation ground offers the potential, particularly if additional land is provided, to be upgraded into an urban park. This would be positive initiative in terms of creating a space that would support community integration, by providing a place where people from new and existing communities can come together. Any such initiative should provide the opportunity for existing and new communities to come together. The provision of a new urban park is supported by the Council's Open Space Strategy which identifies the need for an increased park offer in North Weald Bassett.

Provision for Children and Young People

2.14 There is currently a significant under supply of facilities in North Weald Bassett. The existing equipment is traditional and functional but lacks variety when measured against best practice. There is therefore a real opportunity to broaden the play offer to include natural play, multi-sensory play, play for all ages and play that is accessible for all. Consequently new and enhanced provision should provide variety in the offer including using the provision of natural play opportunities as a means of encouraging people into the wider landscape and particularly as a means of bringing children into contact with nature.

2.15 Potential improvement to the existing basketball facilities, or the provision of other new ball courts, should look to MUF's social MUGA highlighted below and in Section 3 of this document as an example of best practice.



The social MUGA by MUF Architecture and Art

Allotments

2.16 North Weald Bassett, in line with the District as a whole, has an adequate supply of allotments in relation to Fields In Trust standards. Engagement with the North Weald Bassett community in the development of the emerging residential Masterplan should test the supply of allotments to ensure that provision continues to meet community needs.

2.17 Alongside this food growing opportunities should be developed in a wider sense. Allotments and food growing are key components of the network of greenspaces that will provide the green infrastructure that can aid the development of cohesive and healthy communities. To do this any new allotment provision should, through its location and allocation, serve both new and existing communities. While limited public access can help build a strong community within allotments it also limits the public engaging with food growing. Therefore proposals should look to expand the variety of productive landscapes and to look to engage new users with them.

2.18 There is also a well-established and commonly used walking route around North Weald Village, known as Millennium Walk 1, which was established to celebrate the turn of the millennium (<https://www.northweald-pc.gov.uk/assets/documents/bm-walk-1>). Although used frequently by the local community, the route would benefit from improved wayfinding, accessibility and legibility. There are a further two Millennium walks in the Parish of North Weald, in Thornwood and Hastingwood respectively. There is a significant opportunity to link these existing routes through to the new development at Latton Priory.

Movement

2.19 There is an established network of both Public Rights of Way (PRoW) and informal routes that run through the surrounding countryside. These routes are well used but as with routes across the District there is room for improved accessibility, legibility and way-finding. Such improvements should focus on promoting links between the existing community, the emerging masterplan areas, the surrounding countryside and between settlements.

2.20 There is considerable community support for a wider active travel (walking and cycling) network to connect North Weald Bassett to both Latton Priory and Epping. As set out in the main body of this document the Council support active travel and will look to work with landowners/developers, the community and other stakeholders to secure these opportunities. In particular the route of the Epping-Ongar Railway line between North Weald Bassett and Epping should be explored as an opportunity for such a link to be provided adjacent to it.

2.21 The Essex Way, which runs 82 miles across Essex from Epping to the coast at Harwich, lies just to the south of North Weald Bassett. The development and enhancement of the local PRoW network provides a good opportunity to link into this wider facility.

2.22 Significant barriers to movement are created by the M11 Motorway and the A414. Nevertheless the Council will work with landowners, developers and stakeholders to explore ways of circumventing these barriers.

Opportunities

2.23 The opportunities set out below are in line with the key principles for the development of strategic sites:

1. Connecting into or creating landscape attractors.
2. Access between existing and proposed communities and into the surrounding countryside.
3. Complimentary network of green open spaces tying together new and existing communities, including the provision of SANG.
4. Activation and interpretation projects to engage a wider range of people with the countryside.

Connecting into the big landscape attractors

2.24 Due to the distance between North Weald Bassett and the Stort and Lea Valleys it is not envisaged that these will serve as significant attractions – unless accessed by car. However, the promotion of wider strategic footpaths including a route north to tie into Latton Priory and to heritage assets in the locality should be pursued.

Access between existing and proposed communities and into the surrounding countryside

2.25 Easy, safe and attractive walking and cycling connections between the residential and airfield Masterplan sites and neighbourhoods and open spaces are key to building a successful network of green spaces. Such an approach also supports the objective of creating a connected community and place. To deliver these connections improved accessibility, legibility and way-finding. Key areas to address will include:

- A green Loop to link new green space with key existing local green spaces and attractors, including North Weald Airfield, North Weald Common and the North Weald Redoubt and the Recreation Ground. Wayfinding and easy links through North Weald Bassett will be key to achieving this.
- A series of wider routes with improved legibility and access would provide longer walks and provide connections that link to strategic routes such as the Essex Way to the south.

Complimentary network of green open spaces tying together new and existing communities, including the provision of SANG

2.26 The proposed network of paths described above aims to provide improved access to existing greenspaces where this would not affect their ecological interest features.

Reveal and Enhance

- Build ecological links between established habitats.
- Where it would not be harmful to the ecological or natural heritage value of the asset tree canopies could be lifted and scrub cleared to allow views into woodland areas.
- Enhance habitats through improved management including to the North Weald Common.
- Explore the idea of tree planting to North Weald Common to establish future large field trees
- Look for overlap between people and ecology such as leaving some large felled trees in woodlands or retaining low branches on appropriate trees when pruning for play opportunities.

Suitable Alternative Natural Greenspace

2.27 The provision of SANG should complement the existing network of Natural Greenspace offer in North Weald Bassett and be developed in line with the principles set out in Appendix 3. The potential location for SANG provision between the emerging Local Plan's commercial and residential allocations, offers a range of opportunities both for the creation of distinctive and valuable habitats as well as the opportunity to allow people to connect with these habitats. The Council, in its landowner role, is currently engaging with the site promoters of the residential led Masterplan to better understand how this land could support the delivery of the SANG offer in North Weald Bassett.

Complimentary Network

2.28 Provision of other open space typologies will be master planned through the new development. This should be designed in a way to encourage use by both new and existing communities and be developed through the master planning process to ensure a balance of open space typologies across the wider area. Any approach should include improvements outside the site allocation boundary to develop the wider network. Some key spaces to consider will be:

- The development of the recreation ground to include high quality play and urban park facilities to become a focal point for new and existing communities.
- Broadening the food growing theme to outside of the allotment.
- Enhancing the existing basketball court and facilities for young people in the existing play areas by the Common.



Playground, Peckham Rye Park by Turkington Martin

Activation and interpretation projects to engage a wider range of people with the countryside

2.29 This will involve initiatives including sensitively integrated play, art and interpretation. Opportunities that should be considered include those identified landscape and heritage assets set out earlier in this section.

3. Waltham Abbey North Masterplan Area

3.1 The Waltham Abbey North Masterplan Area is proposed for allocation within the emerging Local Plan and is located immediately to the north of the existing urban area of Waltham Abbey.

Landscape Context

3.2 The Masterplan Area lies at the southern end of the Holyfield Ridges and Valleys Character Area as defined in the Council's Landscape Character Assessment 2010. The Landscape Character Area encompasses a patchwork of large, medium and small-scale irregularly shaped arable fields, some of which have wooded field boundaries. Fields are interspersed with patches of broadleaved woodland which are located on prominent ridges and slopes within the character area, which, in places results in views to wooded horizons. The southern part of the character area, to which this site relates, contains several modern nurseries and glasshouses.

3.3 The western boundary of the Masterplan Area is in close proximity to the Lea Valley Marshes Landscape Character Area, which is formed by the floodplain of the River Lea. However, it is visually separated from it by built development and an allotment site.



Holyfield Ridges and Valleys landscape character, Epping Forest District Council's Landscape Character Assessment

Communities

3.4 The Masterplan Area is located to the north of the town of Waltham Abbey. Its southern boundary is defined by hedgerows with intermittent tree planting which form the edge of Parklands, the main northern road link serving Waltham Abbey. The Masterplan Area will provide for approximately 740 homes, up to five pitches for traveller accommodation, a new local centre and community facilities and the provision of public open space.

Landscape and Ecology Assets

3.5 The Masterplan Area does not contain any designated landscape or ecological assets and the land on the northern and western boundaries comprises open arable fields. The land to the north has a gentle incline leading to a belt of trees visible within the wider landscape.

3.6 To the west, and in close proximity to the Masterplan Area, lies the Lee Valley Regional Park (LVRP). The LVRP was created in 1967 and is a strategically important site for both recreation and nature conservation. It is a linear park which is some 26 miles long (running from the East India Dock Basin on the River Thames to Ware in Hertfordshire) and 10,000 acres in size and is the only regional park serving Essex, Hertfordshire and London. The LVRP is managed by the Lee Valley Regional Park Authority which has a duty to develop and preserve leisure, recreation, sport and nature throughout the Park.

3.7 The area of the LVRP to the west of the site contains a range of ecological habitats. Parts are designated as both Sites of Special Scientific Interest and a RAMSAR site (which denotes it as an internationally important wetland habitat).

3.8 The Masterplan Area also falls within the recreational pressures 'Zone of Influence' of the Epping Forest Special Area of Conservation, which lies to the east and south-east of Waltham Abbey but which is separated from it by the M25 Motorway.

A map showing the location of the assets for the area will be provided in the final document.

Heritage

3.9 There are no known heritage assets within the Masterplan Area itself. However, Waltham Abbey and its immediate environs have a wealth of history. The town takes its name from its former Abbey, the remains of which are designated as a scheduled monument and are located in Abbey Gardens, which is a public park. In 1177, as part of his penance for his part in the murder of Thomas Becket, Archbishop of Canterbury, Henry II refound the existing church in Waltham as an Augustinian Priory. The priory was enlarged and was founded as an Abbey in 1184. The majority of the Abbey itself and its associated buildings were demolished following the dissolution of the monasteries by Henry VIII. Only some remnants of the Abbey's structure and the parish church remained. Legend has it that the body of King Harold Godwinson, who died in the Battle of Hastings in 1066, was brought to Waltham (as it was then known) to be buried. The town also lies on the Greenwich Meridian, which is demarcated by a number of markers within the Town itself and within the LVRP.

3.10 To the west, within LVRP, lies the site of the historic Royal Gunpowder Mills, which contains a number of nationally listed buildings and is also a scheduled monument. The site originally housed a mill used initially for cloth and then vegetable oil production. The mill was converted into gunpowder production in the 1660's and was one of the first examples in the 18th century of an industrialised factory system. It was purchased by the Crown in 1787 and provided gunpowder for both military and civil purposes until the Mills closed in 1943. The site is now home to a Museum including interactive educational exhibits, together with an important wildlife habitat, much of which is designated as a national important Site of Special Scientific Interest.

Parks and Amenity Greenspace

3.11 Abbey Gardens is one of only two public parks in the District. Abbey Gardens is an attractive and well maintained site with wider than local significance due to its history (see Heritage Section above) and is located a short distance to the south west of the edge of the Masterplan Area. Waltham Abbey also has five sites classified as amenity greenspace and is assessed as currently having less amenity greenspace than recommended by the national Fields in Trust standards. The quality of the sites, as defined in the Council's Open Space Strategy 2017, is varied with Pick Hill and Thaxted Way being assessed as 'good', High Beech and the Linear Open Space at the Community Centre assessed as 'average' and Winter' Way 'poor'.

Provision for Children and Young People

3.12 Current provision children's' play across Waltham Abbey is based primarily on traditional playgrounds (although the Townmead Sports and Social Club was a wider offer including a play park and skate park). In terms of quantity, provision is below that recommended by the Field in Trust national standards. The sites are located at Harold Crescent, Pynest Green and Poplar Shaw (rated 'good' in terms of their quality) and Honey Lane (rated 'average'). The closest children's playground to the Masterplan Area is Harold Crescent, which lies to the south-west. The playground is located within a small grassed area surrounded by existing residential properties.



Waltham Abbey Gardens

Allotments

3.13 Waltham Abbey Town Council manages three allotment sites. The Council's Open Space Strategy 2017 identifies Waltham Abbey as being the only settlement in the District with an under-provision based on national standards. In terms of quality these sites, which comprise Denny Avenue, Capershots and Longfields, are rated as 'average'. These sites are located some distance from the Masterplan Area, being located to the south and east of the Town. The Crooked Mile allotment site immediately adjacent to the Masterplan Area is in private ownership.

Movement

3.14 A Public Right of Way (PRoW) crosses the Masterplan Area from south-west to north-east and links into a wider network of public footpaths and bridleways. As such the Masterplan Area already has, for the main part, connections into the wider countryside including towards Warlies Park which is one of the potential sites for enhancement referred to in Appendix 4 (although access to the site from the Masterplan Area requires using a short stretch of Galley Hill Road). Safe and direct walking and cycling opportunities for accessing the LVRP and its extensive GI offer are far more constrained with the main barrier being the Crooked Mile. The Crooked Mile lies immediately to the west of the proposed allocation, runs in a south to north direction and separates the site and its environs from the LVRP.



Lee Valley Regional Park (LVRP)

Opportunities

3.15 The opportunities set out below are in line with the key principles for the development of strategic sites.

1. Connecting into the big landscape attractor of the LVRP.
2. Access between existing and proposed communities and into the surrounding countryside.
3. Complimentary network of green open spaces tying together new and existing communities, including the provision of SANG.

Connect into the big landscape attractors

3.16 The creation of new walking and cycling links to the LVRP provides a significant opportunity to provide access to its considerable range of recreational and natural environment assets. Such an approach is supported by both the LVRPA proposals for the River Lea Country Park (Area 6) and the Council's emerging Local Plan.

Access between existing and proposed communities and into the surrounding countryside

3.17 The enhancement of the existing PRoW that runs across the site together with the provision of new and improved walking and cycling connections and way-finding/signage are an important component of the Masterplanning of the proposed allocation. The approach would support greater opportunities for both new and existing residents to access existing networks both into the countryside, Waltham Abbey and to the national rail station at Waltham Cross.

Complimentary network of green open spaces tying together new and existing communities, including the provision of SANG

3.18 The creation of a complimentary network of green open spaces can best be achieved by adopting the Landscape Framework approach set out in Appendix 3. The development of the Masterplan Area provides the opportunity to take a multi-functional approach to the provision of spaces for people of all ages which provides a different experience to that provided elsewhere within Waltham Abbey. This will help to provide an offer which complements rather than competes with existing GI assets.



The Discovery Garden, Wellington by Isthmus

3.19 Amenity greenspace and Natural and semi-natural greenspace should be planned as an integrated asset which is varied and has the potential to incorporate SuDS features within it. The provision of a defensible boundary to the site should be integrated as part of the GI offer rather than developed separate to it. The boundary has the opportunity to support the creation of new habitats for wildlife and should make reference to the wooded field boundaries which form part of the character of the Holyfield Ridges and Valleys Landscape Character Area.

3.20 Wider opportunities within the Waltham Abbey area include:

- Working with landowners to secured enhanced ecological habitats and improved water quality including along the Cobbins Brook corridor.
- Work with Essex County Council and Hertfordshire County Council to support the development of high quality walking and cycling networks to local schools, Waltham Abbey Town Centre and Waltham Cross railway station.
- Create more cohesive and connected green spaces and enhance existing facilities including those for young people at Town Mead and Honey Lane.
- Improved access and more welcoming entrances to the three allotment sites, including through the provision of productive landscaping.

4. South of Epping Masterplan Area

4.1 The South of Epping Masterplan Area is proposed for allocation for residential development in the emerging Local Plan and is located on the southern side of the existing build up area of the town of Epping.

Landscape Context

4.2 The site lies on the northern edge of the Theydon Garnon Wooded Ridges and Valleys Landscape Character Area as defined in the Council's Landscape Character Assessment 2010. The northern boundary of the site abuts the built up edge of the town of Epping whilst its southern edge is strongly defined by the M25 motorway. The Masterplan area is bisected from north to south by the London Underground Central Line and comprises a number of arable fields. The western, northern and eastern boundaries are, for the main part, defined by established planting including mature trees.



Theydon Garnon Wooded Ridges and Valleys landscape character, Epping Forest District Council's Landscape Character Assessment

Communities

4.3 The Planning Inspector who is examining the emerging Local Plan has supported the principle of allocating the South Epping Masterplan Area for primarily residential development. However, in her advice note of 2 August 2019 (ED98) she identified a number of matters which require further assessment including Green Belt and Habitats Regulation Assessment considerations as well as responding to noise and air quality issues associated with the M25 Motorway. Responding to these matters will inform the level of development that can be accommodated within the Masterplan Area and the infrastructure needed to support new residents.

Landscape and Ecology Assets

4.4 The northern most part of the Epping Forest Special Area of Conservation (SAC) lies very close to the western part of the Masterplan Area. The Epping Forest SAC is recognised as being under pressure from recreational use and impacted by atmospheric pollution, primarily as a result of vehicle emissions. The western part of the Masterplan Area contains a Public Right of Way (PRoW) that crosses over the M25 Motorway and provides access to the Epping Forest SAC. In addition the Bell Common/Ivy Chimneys Local Wildlife Site (LoWS) is located on the north side of Ivy Chimneys Road in close proximity to the western side of the Masterplan Area.

4.5 The western part of the Masterplan Area (EPP.R1) has several detracting characteristics including high voltage pylons which run across the south part of the site together with the M25 Motorway along the southern boundary, which is elevated at this point. The core of the site also lacks some of the more valuable landscape and ecology elements such as hedgerows, trees and woodland blocks. The site is enclosed by existing residential development, woodland and planting, and man-made structures. Views across the site can be gained from the existing Public Rights of Way (PRoW) which cross the centre of the site as well as its eastern and northern boundaries. The Central Line, which bisects the Masterplan Area north to south is well planted and a wooded ridge is located beyond the site to the west.

A map showing the location of the assets for the area will be provided in the final document.

4.6 The northern boundary to the eastern part of the Masterplan Area (EPP.R2) is formed by planting, including mature trees, the western boundary is formed by the London Underground Central Lane, the southern boundary by the M25 Motorway, and to the east by mature planting, including trees. This part of the Masterplan Area is currently used as arable land. The main landscape feature within the site comprises an existing water course, within a mature planted setting, which runs from the north east corner of the site to the centre of the western boundary. The watercourse is crossed at several points as part of the existing PRoW network that crosses the site. The topography is undulating and rises up to the south towards Gardners Farm which is located immediately adjacent to the site and at a high point in landscape and is therefore a prominent feature within it.

Heritage

4.7 Gardners Farmhouse, and an associated barn, are Grade II Listed Buildings. The farmhouse is believed to date back to at least the 15th century (but with later additions), and is mainly timber framed and plastered with some red brick and a red plain tiled hipped roof. The barn is 18th century, with a timber frame, weatherboarding and a plain red tiled roof. Coopersale Hall which lies to the south east of the site is also Grade II Listed. It dates back to the late 18th /early 19th century and is screened from the site primarily by established planting and trees.

4.8 In medieval times, the precursors to what is now the town of Epping, Epping Street and Epping Upland, were sited on a long distance south-east to north-west trade route. The town owed much of its development to its main road position and its proximity to London. The improvement of the main road through Epping by the Epping and Ongar Highway Trust (1769-1870) increased the amount of traffic using this route on the way to and from London, Norwich, Cambridge, Bury St. Edmunds amongst other places. The building of a railway line to Loughton in 1856 by the Eastern Counties Railway Co. started the decline in the coaching trade. In 1865 this line was extended to Epping and High Ongar. Epping railway station was built about half a

mile to the east of the High Street in order to avoid the high ridge on which the town is built. House building to the east of the town was encouraged by this development. The old steam railway was electrified after the Second World War in 1948/1949 and became part of the London Underground Central Line.

Parks and Amenity Greenspace

4.9 Despite having twelve sites identified as amenity greenspace in the Council's Open Space Strategy 2017, in terms of quantity Epping has a slight under-provision. In terms of quality Thornwood Common, Ivy Chimneys Road, High Street/Church Hill, Broadoaks, Station Road and High Street/Hemnall Street are all rated as 'good'. Frampton Road, Lower Swaines, Brook Road, Central Avenue North, Western Avenue South and Hemnall Street are rated as 'average'.



18th Century map of Coopersale Hall

Provision for Children and Young People

4.10 There are a number of existing sites within Epping Town itself with facilities for children and young people. In terms of quantity there is considered to be an under-provision. In qualitative terms Ivy Chimney Road and Stonards Hill were rated as 'good' in the Council's Open Space Strategy 2017, Frampton Road as 'average' and Lower Swaines is 'poor'. Ivy Chimney Road, which is the closest site to the western part of the Masterplan Area, was refurbished in 2015 and caters for a number of different age groups. It includes flat swings, a junior swing, a nest, multi-play, roundabout, seesaw, zip line, activity panels, infinity bowl and seats and benches.



Ivy Chimney Road playspace from Google Streetview

Allotments

4.11 Epping is considered to be well served by allotment sites two of which are managed by Epping Town Council (Lower Bury Lane and Meadow Road). The quality of the sites is mixed. Lower Bury Lane, Meadow Road and Thornwood Common are all rated as 'good', Coopersale is considered to be 'average' and Lindsey Street and High Road and Theydon Road are considered to be 'poor'. All of the existing allotment sites are located some distance from the Masterplan Area.

Movement

4.12 The Masterplan Area contains a number of PRoWs which link into a wider network, including the Essex Way, which is a long distance footpath of some 82 miles that runs across Essex. The PRoW which runs north to south through the western part of the Masterplan Area provides access to Theydon Bois and the Epping Forest SAC via a footbridge over the M25 motorway. The PRoW network on the eastern part of the Master Plan Area links into a much wider network via an underpass beneath the M25 and then beyond via an underpass beneath the M11 Motorway. However, this route is currently unattractive for walkers and cyclists.

4.13 The Masterplan Area lies a short distance from Epping Station. However, there is currently no attractive walking and cycling provision linking from the site through to the built up parts of Epping to the High Street.



The Essex Way

Opportunities

4.14 The opportunities set out below are in line with the key principles for the development of strategic sites but by necessity differs in relation to connections to big landscape attractors which in this case is the Epping Forest SAC.

1. Complementary network of green open spaces tying together new and existing communities, including the provision of SANG.
2. Access between existing and proposed communities and into the surrounding countryside.

Complementary network of green open spaces tying together new and existing communities, including the provision of SANG.

4.15 The Masterplan Area provides a significant opportunity to provide an integrated approach towards GI both within the site and into the wider area. The Masterplan Area should adopt the principles and Landscape Framework approach to the provision of GI as set out in Appendix 3. A key component of the approach will be the provision of Suitable Alternative Natural Greenspace (SANG) in order to provide an attractive alternative recreation destination to the Epping Forest SAC. This is in order to avoid placing additional recreational pressure on the EFSAC which, having had regard to the site's close proximity to it and the ease of access to it using the existing PRoW link from the western part of the Masterplan Area will be critical. In addition walking and cycling opportunities between the two parts of the Masterplan Area should be secured through the improvement of the existing footbridge over the London Underground Central Line.

4.16 Using the Landscape Framework approach set out in Appendix 3 provides the mechanism for ensuring that the Masterplanning of the area takes account of, and provides an integrated approach to responding to the following:

- The Ancient woodland assets, the BAP Priority Habitat within the site and the nearby Local Wildlife Site;

- The setting of the Listed Buildings in Gardners Farm and regard to the prominence of the buildings within the landscape;
- That noise mitigation measures in the vicinity of the M25 Motorway and the buffer to the electricity pylons across the western part of the site are designed in such a way as to maximise GI and visual enhancement opportunities;
- That protected trees form part of the wider GI offer;
- That the northern boundaries of the site in particular are enhanced where necessary to provide biodiversity opportunities and act as a visual buffer for existing properties adjacent to, or in close proximity of the site;
- That the strengthening and/or creation of new Green Belt boundaries are a component of, rather than separate to the GI offer;
- That the PRoW and existing watercourse and its vegetation, are integrated, retained and improved as part of the GI offer;
- Using the provision of SuDS as a GI opportunity; and
- That provision of play for all ages as well as wide public open space opportunities (including the replacement of the Brook Road Informal Recreation Ground) are designed as an integrated part of the overall GI offer.



Queen Elizabeth Olympic Park, Stratford

Access between existing and proposed communities and into the surrounding countryside.

4.17 The enhancement of the existing PRow that runs across the site together with the provision of new and improved walking and cycling connections and way-finding/signage will be an important component of the Masterplanning of the proposed allocation. This should ensure the provision of attractive and safe access from Epping through the site and into the surrounding countryside. Significant focus should be given to the PRow network within and beyond the eastern part of the Masterplan Area to provide an enhanced offer which acts as an alternative to the Epping Forest SAC for walking and dog-walking in particular. This could include enhancing and signposting a range of circular walking routes. The approach would support greater opportunities for both new and existing residents to access existing networks into the wider countryside and help to avoid placing further recreational pressure on the Epping Forest SAC.

APPENDIX 3

SANG GUIDANCE

This appendix sets out the principles that should be applied in the design and implementation of Suitable Alternative Natural Greenspace and should be read primarily in conjunction with Appendix 2.

1.1 A key aspect of the development of the GI offer in the Masterplan areas is the delivery of Suitable Alternative Natural Greenspace (SANG). This is primarily in order to avoid placing pressure on the Epping Forest Special Area of Conservation (the Epping Forest) but will also relieve pressure on other important sites of ecological and natural heritage importance affected by recreational use.

1.2 To successfully perform as avoidance and mitigation measures with a particular focus on the Epping Forest it is important that all spaces provided are inviting and comfortable for all people to visit and use. In master planning terms SANG will be provided as an integral part of the fabric of new strategic development sites. It will form part of a network of greenery and provide a green setting for new developments. It will not be acceptable to fill up the Masterplan area with built development and simply offer a field nearby for dogs, for example, to be exercised.

1.3 Each of the new Masterplan areas will be treated on its own merits but it is expected that an avoidance and mitigation strategy, illustrated by a Landscape Framework, will be prepared by joint working between all land promoters, developers and landowners involved in the development of the site and the provision of SANG to avoid a piecemeal approach. In the first instance this joint working should be demonstrated through the completion of a Memorandum of Understanding. More information in relation to the key components of a Landscape Framework are set out below, which incorporate a number of elements of the GI Strategy. This is to ensure that a coherent approach is taken to embedding SANG as part of GI provision rather than being isolated from it.

1.4 Whilst the starting point is for SANG to be provided within the Masterplan areas, in some locations there may be an opportunity to offer alternative areas of natural greenspace as SANG close to development sites. This can be considered where the land in question would provide effective avoidance or mitigation, is in the control of the site promoter/developer, or where there is landowner agreement, where it would support the principles of GI and SANG provision, and complements the landscape setting of the development.

1.5 A fundamental part of the design approach is to articulate how the site will avoid or mitigate the impact of increased population on the Epping Forest so that development (and cumulatively the local plan as a whole) complies with the requirements of the Habitats Regulations. To achieve the levels of avoidance and mitigation measures required through on-site provision of SANG any application should include the submission of a Landscape Framework, making the case that avoidance or mitigation would be delivered in accordance with local plan policy and guidance. This will include a combination of proposals for spaces; paths; habitat and biodiversity improvement and complementary advantages that would support leisure uses which would otherwise impact upon the Epping Forest.

1.6 The provision of SANG in order to avoid and/or mitigate recreational pressure on internationally designated sites is not a new concept and there is now a large amount of best practice available in terms of approaches to delivery. This includes the quantum of SANG considered necessary to positively influence visitor choice. One of the international sites where a SANG approach has now been operating for over 10 years in order to avoid an adverse effect on its integrity is the Thames Basin Heath Special Protection Area (TBHSPA). The approach taken by the authorities in terms of the quantum of SANG that should be provided is 8ha per 1,000 population. This level of SANG was based on the recommendations of the South East Plan Technical Assessor. It is recognised that the recreational impact pathway for the TBHSPA was focused on the disturbance of ground nesting birds from dog-walking activities. For the Epping Forest SAC the recreational pressure impact pathway is focused on the harm to its woodland and other habitats caused by walkers, horses and cyclists, including as a result of deposition of dog faeces. We know from the 2017 and 2019 Epping Forest Visitor Surveys that dog-walkers make up a significant component of the visitor profile followed by walkers. Whilst the interest features of the TBHSPA and the Epping Forest SAC differ, the visitor profile with the greatest impact and therefore the most appropriate approach to avoiding and mitigating that harm is similar. Consequently, the Council considers that the use of the 8ha per 1,000 population figure to guide the quantum of SANG required is justified.

1.7 In order to undertake the assessment of the quantum of SANG required based on the increase in the population likely to arise as a result of new development the Council is proposing to use the latest nationally derived household projections (which are currently 2016 based). These household projections suggest that the average household size in Epping Forest District in 2031 will be 2.37 persons and in 2036 will be 2.34 persons. There is no specific projection for 2033, which is the end date of the emerging Local Plan. To reflect the indicated reduction in household size the Council proposes that a figure of 2.36 persons per dwelling is used to reflect the likely household size at the end of the Local Plan period.

1.8 Using a Landscape Framework will have the added advantage that sustainable drainage, public open space, green infrastructure, play and visual amenity can be clearly articulated without having to provide full details at such an early stage.

1.9 The Landscape Framework may be aspirational in some aspects, indicating landscape and amenity benefits which may not yet be quantifiable but it must tie down certain fundamental aspects of provision in order to make a convincing case that avoidance or mitigation will be achieved.

1.10 The Landscape Framework needs to explain what elements will be provided. We suggest that as a minimum this should be submitted as a 1:500 plan annotated to explain the following issues:

- Show the existing landform and landscape features of the site that will influence the design.
- Show the location and dimensions of major green areas.
- Show the broad concept for drainage for the major green areas (and any provision for taking surface water from within the development areas).
- The broad treatment types applicable to each area of land and the management aspirations for each (for example: woodland; meadow; amenity grass; natural play).
- Identifies a network of connections and circular walks and their hierarchy.

1.11 There are a number of elements which will need to be understood in order to ascertain whether the development is likely to achieve a reasonable level of avoidance or mitigation for the additional population pressures.

1.12 It therefore needs to be clear how each of the following matters will be dealt with. This is best shown on the Landscape Framework which should be accompanied by a table or list explaining briefly how the proposal intends to provide for each matter:

- Good pedestrian connections with residential areas.
- Linkages with other open spaces, streets, walking routes (and how these will be achieved).
- Provision of attractive walking routes with appropriately surfaced paths.
- Open sight lines along walking routes, avoiding overhanging vegetation where this exists.
- Access for dog walking with off-lead areas and facilities to attract dog walkers.
- Secure boundaries where needed.
- Biodiversity enhancements.
- Seating, litter and dog waste bins.
- Signage and interpretation.
- Ongoing landscape management.

1.13 Since Sustainable Drainage Systems (SuDS) and Public Open Space (POS) are also fundamental to the success of any application, it is suggested that the following are also illustrated on the Landscape Framework:

- Play,
- Tree groups,
- Holding ponds,
- Scrapes and swales,
- Furniture and features,
- Any underground constraints or legal constraints.

1.14 Current policies apply but the location, type and level of provision for these individual elements will help ensure that land is used efficiently whilst maximising the offer - not only for diverting trips from

the Epping Forest but also to ensure that character of place and quality of life achieves their full potential through good design. Taking a Landscape Framework approach provides the opportunity at an early stage to identify where multi-functionality of provision can be achieved. For example SuDS features can also support biodiversity net gain objectives and create a natural interest feature which provides variety of landscape for the visitor.

1.15 Avoidance and mitigation of recreational pressure on the Epping Forest will be most effective where the spaces provided are easily accessible to both new and existing populations. This can also help the layout of sites to knit well with existing townscapes and communities. However, above and beyond the avoidance and mitigation rationale, there will also often be a need to create soft and green edges to rural land. Locations for avoidance and mitigation land as part of the buffering of rural edges may therefore be considered appropriate but maximising the avoidance and mitigating impact will be the main criterion for such fundamental design decisions.

1.16 The suitability of land for creating avoidance and mitigation needs to be considered in terms of its potential to become part of a strategic Landscape Framework. Sites where habitat can be enhanced will be part of that consideration, however ecologically sensitive sites are not usually considered appropriate places for increased human activity.

1.17 Each site will be considered on its individual merits but designated ecological sites are unlikely to be protected or enhanced by allowing additional recreational activities through them. Consequently such sites will not normally be considered as SANG avoidance or mitigation unless it can be demonstrated that additional recreational activities, and in particular dog-walking, would not cause harm to that site's interest features.

1.18 SANG is not intended to address the other functions of greenspace. However, other functions may be provided within SANG, as long as this does not conflict with the specific function of seeking to avoid the impacts of new residents on the Epping Forest. For example, appropriately designed children's play opportunities could be provided if it is sympathetic to the character of that part of the SANG within which it is to be provided.

1.19 SANG may be created from:

- existing open space of SANG quality with no existing public access or limited public access, which for the purposes of avoidance could be made fully accessible to the public.
- existing open space which is already accessible but is underused and which could be enhanced so that it is more attractive to residents who might otherwise visit the Epping Forest.
- land in other uses which could be converted into SANG

1.20 The identification of SANG should seek to avoid sites of high nature conservation value which are likely to be damaged by increased visitor numbers. Such damage may arise, for example, from increased disturbance, erosion, input of nutrients from dog faeces, and increased incidence of fires. If any sites of high nature conservation value are considered as SANG, the impact on their nature conservation value will need to be assessed and considered alongside relevant policies in the Local Plan. We do know that there are some sites of high ecological value within the District whose interest features would not be impacted by an increase in visitors.

What types of visitors needs should the SANG be designed to accommodate?

1.21 We know from surveys undertaken in 2017 and 2019 of people visiting the Epping Forest that the two main user groups who visit on a very regular basis are dog-walkers and walkers. Consequently any SANG provision and its integration within the wider locality, including, for example, links into the local Public Rights of Way network will need to be designed to provide an attractive 'offer' that supports these activities.

1.22 The existence of the SANG needs to be well publicised in order to attract people to use it instead of the Epping Forest. Consequently, initiatives such as providing leaflets/ walk packs for all new homes within the Epping Forest Zone of Influence to advertise the existence of the SANG and to encourage their use should be explored.

Walking Routes

1.23 SANG needs to provide a choice of circular routes of around 2.3km – 2.5km in length to cater for dog-walkers. Longer circular routes of at least 3km as part of the choice will be expected to support other walkers.

1.24 The provision of circular walking routes do not need to be entirely within the SANG itself but can include connected Public Rights of Way (PRoW), or the creation of connections to existing PRoW. The key consideration will be that a variety of routes are provided to dog-walkers and walkers.

1.25 Path type and surfacing can be varied. Both vehicular-sized tracks and narrow PRoW type paths are acceptable.

Natural Play

1.26 Natural play provision will be an important element of the design to support both the attractiveness of the SANG to families, but also to support the multi-functional approach to the use of GI that the Council is seeking to achieve.

Wayfinding

1.27 Routes should be shown on way markers and visitor boards of a design and in a location which would not undermine the naturalness of the space.

Appearance

1.28 A semi-natural looking landscape with plenty of variation will be required although it will not be necessary to reproduce the landscape types within the Epping Forest.

1.29 Sport facilities and formal public open space cannot be used as SANG.

1.30 SANG needs to reproduce the quality of the experience that a visit to the Epping Forest would provide, so an air of relative wildness, even when there are significant numbers of visitors on site is important.

Catering for dog walkers

1.31 A key component for SANG will be to allow pet owners to let dogs run freely. Therefore access on the SANG or parts of the SANG (depending on its size) should be largely unrestricted, with both people and their pets being able to freely roam. This means that sites where freely roaming dogs will cause a nuisance or where they might be in danger (from traffic or such like) should not be considered for SANG.

1.32 In developing footpath networks opportunities to link with other large areas of open space which allow for free roaming dogs should be maximised to provide interest and diversity in the 'dog-walker' offer.

1.33 SANG should not normally seek to deliver bike access within them. This is because high bike usage is not conducive to off lead walking of dogs and as such SANG sites would not attract one of the key impact groups to them. Opportunities for cyclists should instead normally be provided using the PRoW network outside of the SANG itself.

1.34 The information below provides a Site Quality Checklist for an individual SANG

- For all sites larger than 8ha there must be access to adequate parking for visitors, unless the site is intended for local use, i.e. within easy walking distance (c.400m) of the developments linked to it. The amount of car parking space should be determined by the anticipated use of the site and reflect the likely visitor catchment of the SANG. As a first step consideration should be given to using existing, or planned, car parking opportunities in the vicinity of the site, subject to there being sufficient capacity to accommodate additional use.
- If car parking is to be provided it must be easily and safely accessible by car and should be clearly sign posted.
- Easy access to the site should be created via clear and 'logical' access points from the new development that the SANG is intended to serve and wherever possible, new points of access should be created to make it easy for the existing community to access the SANG.
- The SANG must have a safe route of access on foot from the nearest car park and/or footpath(s).
- SANG must be designed so that it is perceived to be safe by users.
- Paths must be easily used and well maintained and if surfacing is to be provided in order to support greater accessibility this should be done in a sensitive way so as to avoid the site becoming too urban in feel.
- SANG must be perceived as semi-natural spaces with little intrusion of artificial structures. Visually sensitive way-markers, seating and natural play features, if appropriately designed, are likely to be acceptable.
- Access within the SANG must be largely unrestricted with plenty of space provided where it is possible for dogs to exercise freely and safely off lead.
- SANG must be free from unpleasant intrusions which would detract from its attractiveness as a place to visit.

APPENDIX 4

SITES FOR ENHANCEMENT

This appendix identifies site specific projects that should be brought forward in order to protect or enhance the District's Green and Blue Infrastructure assets.

Potential Sites For Enhancement To Increase Recreation Opportunities

1.1 The GI Strategy will be delivered by a range of projects including identifying opportunities to maximise the benefits of existing greenspace either through investment to increase their attractiveness or by opening them up for public use where this is currently restricted.

1.2 There are a number of benefits for doing so. These include:

- Providing local opportunities to support health and well-being objectives and therefore encouraging more people to use GI for recreation and exercise;
- Creating greater opportunities for people to walk and cycle in support of climate change and health, wellbeing and air quality benefits; and
- Relieving pressure on assets of ecological and natural heritage importance including the Epping Forest Special Area of Conservation.

1.3 This appendix includes sites where it may be possible to achieve the above benefits. These have been identified through a number of sources including:

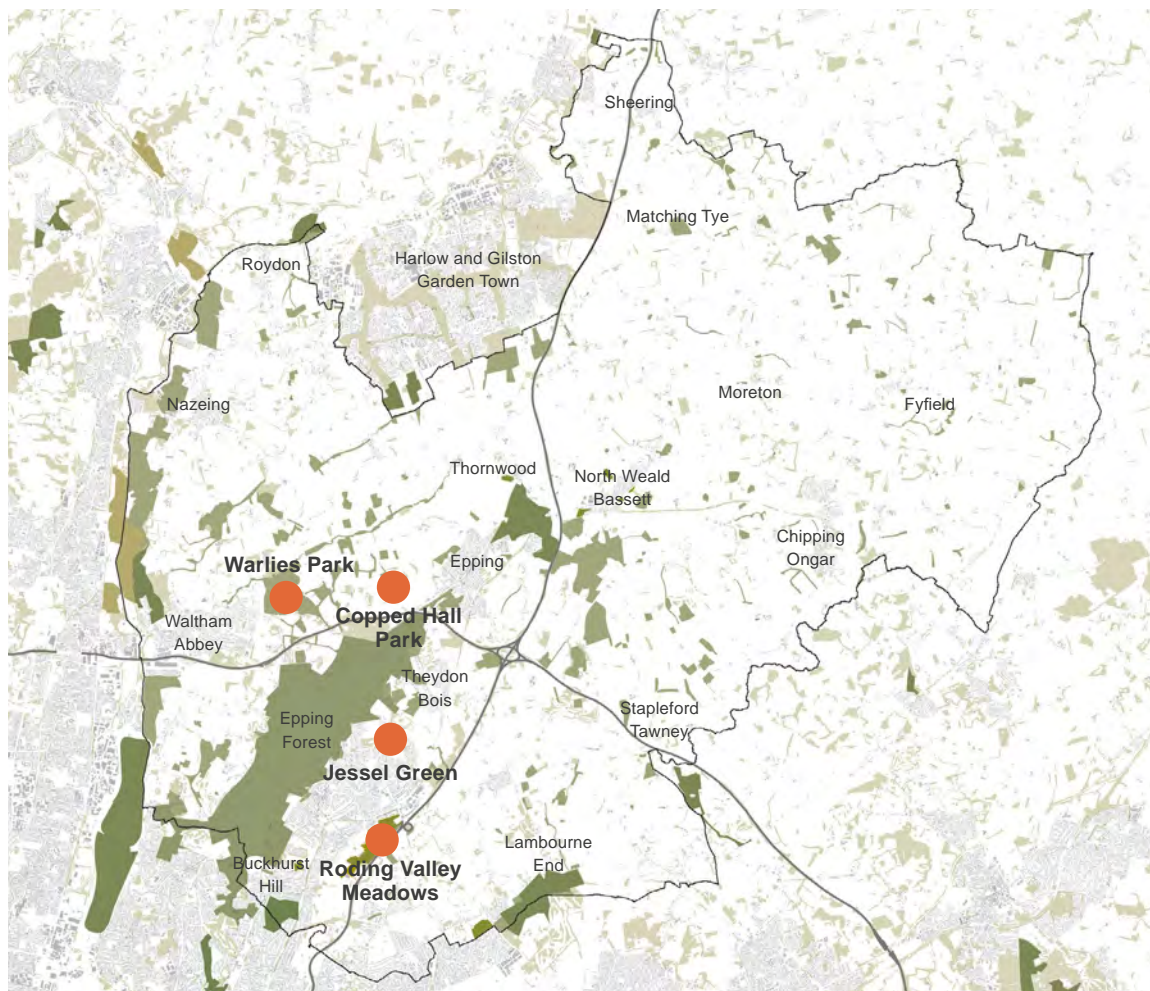
- Knowledge of the aspirations of landowners such as the City of London Corporation,
- Sites suggested by visitors who currently use the Epping Forest, and
- The Local Plan evidence base.

1.4 We are exploring, through this consultation, the views of individuals and organisations on whether the above benefits could be achieved through the enhancement of these sites, what enhancements may be needed and whether there are other sites that should be considered. In doing so it is important to recognise that any enhancements will need to be funded, and on-going management and maintenance costs will need to be factored in. In some cases this funding could be by securing contributions from new development but this can only be done where there is a direct relationship between that development and the site to be improved. In other cases money saved by adopting less regular maintenance to support 're-wilding' and biodiversity improvements (as set out in Appendix 1) could be used instead to invest in other sites. However, it is important to recognise that there are many pressures on the finances of public and third sector organisations. Some enhancements could be funded from external sources including bids for schemes such as the Heritage Lottery Fund or central government initiatives and the GI Strategy can provide an important part of the evidence needed to support such bids.

Sites of a strategic scale

1.5 These sites have been identified as they are of a sufficient scale to be able to provide the type, size and character to act as a Suitable Alternative Natural Greenspace (SANG) in accordance with the principles set out in Appendix 3. As also set out in Appendix 3 SANG does not necessarily have to be provided on a completely new site but can be provided on existing sites with capacity to accommodate visitors but which require some enhancements to improve their attractiveness. Where possible the type of enhancements that might be needed have been identified. In deciding how effective these sites could be it will be important for the Council to think about:

- Their location in relation to where people live within Epping Forest District who already visit the Forest and how easy it will be for them to access the site
- How they relate to the number and location of new homes
- How any enhancements will be funded
- What the landowner or organisation that manages the site can do themselves to enhance it.



Warlies Park

1.6 Warlies Park is located immediately to the north-east of Waltham Abbey. The site is owned by the City of London Corporation. As such it has the potential to act as a SANG. The Park, which has its origins in Georgian times, encircles Warlies Park House, a Grade II Listed Building in separate ownership and used as offices and therefore is not part of the potential SANG offer. The Park includes a Scheduled Monument known as The Temple which is located to the east of the House. It includes areas of grassland some of which is used for grazing, clusters of trees, and some areas of important biodiversity value. Cobbins Brook is located towards its northern edge. A number of Public Rights of Way and permissive paths cross the site.

1.7 Potential enhancements and matters to be considered:

- Landscaping and tree planting to reflect its historic parkland character and support an increase to the biodiversity value of the site;
- Increasing public access whilst maintaining livestock grazing
- Improved signage on routes into and across the site
- Improvement to the surfacing of links into and across the Park, including the improvement and accessibility of the site for those with mobility impairments
- Provision of car parking



Warlies Park House

Copped Hall Park

1.8 Copped Hall Park lies to the south-west of Epping. The site is owned by the City of London Corporation. As such it has the potential to act as a SANG. Copped Hall Park is listed by Historic England as a Grade II* Registered Park and Garden. The Registered Park and Garden includes Copped Hall and its immediate grounds, which are now within the ownership of the Copped Hall Trust and which has only limited public access. It also includes a large area of parkland, part of which is under arable production and part is grassland with some surviving parkland trees. The potential SANG area is focused on the parkland located to the south of Copped Hall and its immediate grounds.

1.9 Potential enhancements and matters to be considered:

- Landscaping and tree planting to reflect its historic parkland character and support increases to the biodiversity value of the site;
- Improving walking and cycling access into and across the Park, as well as for those with mobility impairments
- Provision of signage on routes into and across the site
- Improvement to the surfacing of links into and across the Park, including to improve the accessibility of the site for those with mobility impairments
- Provision of car parking
- There will need to be engagement with Historic England on any proposals for landscaping and tree planting, and physical works needed to provide public access recognising the site's designation as a Grade II* registered Park and Garden.

Roding Valley Meadows Nature Reserve

1.10 Roding Valley Meadows was suggested as an opportunity to act as a SANG by a number of people as part of the Epping Forest Visitor Survey 2019. Roding Valley Meadows is some 65ha in size and is managed by Essex Wildlife Trust. It is the largest remaining species-rich water meadow in Essex, and contains a mosaic of herb-rich meadows, hedgerows, marsh, ponds, scrub and woodland, and is famous for its array of wild flowers. It has a number of environmental designations – being a County Wildlife Site, Local Nature Reserve and a Site of Special Scientific Interest.

1.11 It contains a mix of footpaths and wheelchair friendly paths that run through and around the reserve. It can be accessed from the Roding Valley Recreation Ground via a number of entrances on the Loughton side of the river Roding and as such is well placed to provide opportunities to act as an alternative recreational offer to the Epping Forest for new residents on some of the emerging Local Plan sites on the eastern side of Loughton. There is also access from the Chigwell side via a footbridge over the M11 motorway at the end of Grange Farm Lane. As the site has grazing cows from spring to autumn dogs have to be kept under close control while on the reserve. Two car parks also serve the Reserve. One is located next to the reserve office at the Grange Farm Pavilion off the High Road, Chigwell and one next to the David Lloyd Centre off Roding Lane (IG7 6BQ). Facilities include toilets (including a disabled toilet), a picnic area, baby changing facilities and an outdoor play area. The important ecological interest features (the reason why it is designated as a Site of Special Scientific Interest in particular) would not be affected by increased recreational use. Enhancements identified through the Epping Forest Visitor Survey 2019 and which would encourage more people to visit the site include improving signposting, walking and cycling facilities, enhancing the paths and the entrances/exits, providing more parking and the removal of parking charges.

Jessel Green

1.12 Jessel Green was suggested as an opportunity to act as SANG by a number of people as part of the Epping Forest Visitor Survey 2019. Jessel Green is located in Loughton and is bordered by Colebrook Lane, Jessel Drive, Burney Drive, Goldingham Avenue and Brady Avenue. It is a large open grassed area and forms part of the Debden Estate which was built as an 'Out-county' estate under the 1943/44 County of London Plan and Greater London Plan prepared by Sir Patrick Abercrombie. The site is owned by Epping Forest District Council, with Loughton Town Council providing some functions of its management. There are no Public Rights of Way within Jessel Green but it can be freely accessed on foot as the site is unfenced. The site is used by local residents of all ages including for strolling, ball games, dog-walking, community events and picnics. The main enhancement suggested was to provide better access for those with mobility impairments.



Jessel Green



Roding Valley Meadows

Other sites within Epping Forest District that have been identified as having potential for enhancement

1.13 The sites below have been identified through the Epping Forest Visitor Survey 2019 as other sites that could act as an alternative to the Epping Forest for recreational purposes with enhancements as suggested in response to the survey.

- Debden Green: Provision of car parking
- Gunpowder Park: At the moment the visitor survey response suggests it is not considered to be a great place to walk – improvements required include a need to control dogs and dog faeces, provide free car parking, the provision of a café, improved access into the site, provision of cycle trails, facilities for children.
- Linder's Field: Is currently a fragmented site so there would be a need to provide a unified route, and controls regarding the number of dogs.
- Theydon Bois Wood: Provision of car parking and trails going into the site, creation of picnic areas, activities for children, better advertising and way markers.

Further information

1.14 The Council's Open Space audit provides more detail about the variety of places and spaces that exist across the District on a parish by parish basis (see EB706 included as part of the Evidence base for the Local Plan <https://www.efdclocalplan.org/local-plan/evidence-base/>) . Whilst the audit is now some 10 years old it provides a good starting point of information about other sites in the District that may also benefit from enhancements, not just for the provision of SANG but also for other GI assets.

APPENDIX 2 of GI Strategy Report

Chairman, Epping Forest and Commons Committee

Graeme Smith



Telephone 020 8532 1010

Date 20 April 2020

Cllr J Philip
Epping Forest District Council
High Street
Epping
CM16 4BZ

Dear Cllr Philip

Epping Forest District Local Plan and Epping Forest SAC Mitigation Strategy

Thank you for your reply of 5th February about progress with Local Plan measures to protect Epping Forest SAC. The Epping Forest & Commons Committee Members discussed the Mitigation Strategy at their meeting on 10th March and agreed that I should write to you about additional matters. The meeting took place just before we all went into 'lockdown' and this has delayed the sending of this letter somewhat.

SAC Mitigation Strategy governance

Firstly, it is very welcome news that a second meeting of the SAC Mitigation Strategy Oversight Group was held on 24th February and chaired by your Council officers. Having made the offer to provide governance for such Strategy meetings, in my letter of 28th November to all the competent authorities, it is gratifying to see this re-engagement of most parties. There is now the promise of regular meetings of this latter group, once COVID-19 issues have been overcome. I hope that this will now lead to progress with the essential avoidance and mitigation measures. I look forward to working with your Council and hearing more about the governance structure, terms of reference and timetable for this Group in due course.

However, not all parties are engaging with the same, or at least proportionate, level of commitment, and this presents a problem for achieving a comprehensive and full Mitigation Strategy. There also remains the need for coordination between London and Essex as regional entities in this endeavour. I hope that between us we can ensure proportionate, active and coordinated participation by all parties in the Group.

Zone of Influence

The proposals to be generated by the Strategy would need to enhance the protection of the habitats around any Forest visitor "hotspots" whilst providing alternative, intercepting destinations (SANGs) within the whole area encompassed by the enlarged 6.36km Zone of Influence (Zoi). This includes locations within 3km and east, west, north and south of the Forest SAC boundaries. As expressed in my previous letter of 28th November, The Conservators do not consider that the limitation of SANGs contributions from developers, as currently set out by the Local Plan, can be justified. I know this concern was also reiterated by us at the Oversight Group meeting of 24th February.

On this last point about SANGs, I am disappointed, therefore, that my 28th November letter on this matter has not yet been uploaded to the Local Plan website. Given the importance of this issue, and the forthcoming consultation on the GI and SANGs Strategies, I would hope that this will be uploaded as soon as practically possible. Any consultees can then be made aware of The Conservators' position on this matter.

Epping Forest Visitor Survey and future costs-undertakings for developing a robust Strategy

The additional data yielded by the Epping Forest Visitor Survey 2019 presented to the Oversight Group, and which your Council commissioned, are important and provide further evidence of the widespread pressures on the Forest. This new Visitor Survey also made obvious the need for, and the importance of, high quality alternative outdoor recreational destinations (SANGs) in the District, and it underscored the kind of characteristics that would be required for these additional SANGs sites to be effective. I hope that your Council will agree that the COVID restrictions on movement have made even clearer the importance and immense value of access to local greenspace.

I am pleased, therefore, to confirm that The Conservators have approved a financial contribution towards this 2019 survey and your costs in commissioning it.

Whilst welcoming this Visitor Survey, the fact that the timing and better weather of the September 2019 survey, compared with the 2017 survey, increased the Zoi indicates to me that a follow-up summer survey (May/June) would be important to consolidate the Zoi evidence. Therefore, as part of the costs-undertakings for the evidence-gathering for the Strategy, we hope that your Council would be willing to contribute financially, alongside us and other parties, to a third survey. We would like it to include an overarching analysis that would bring together all the data from the three surveys and examine the predicted "uplift" in visitor pressure from different locations in more detail. Given the COVID restrictions and impact on recreational behaviour such a survey may be delayed until 2021 and this will need to be discussed by the Oversight Group.

SAMMs development

In relation to managing visitor pressure, we provided some background to our more detailed SAMMs-focused work at the Oversight Group on 24th February. The scope of this work is limited at the moment, by time and resources, to a focus on three visitor “hotspots” within the Forest SAC. Therefore, we would welcome a dialogue with your Council and other competent authorities, including Lee Valley Park Authority, as soon as possible, about financial and other support in broadening and deepening this work to inform a more comprehensive access strategy.

We think that it is vital for this access strategy to be developed alongside your emerging Green Infrastructure Strategy (to which we provided our “high-level” response to your deadline of 2nd March), as well as the GI strategies of the London Plan and other neighbouring authorities and a reinvigorated Green Arc Project.

Your GI Strategy has yet to be consulted upon more widely and elements of it, in particular its appendices and the detailed SANGs proposals, remain to be unveiled. You had set yourselves and us a tight timeframe for a 6-week consultation after the now-postponed Council elections. This tight timetable is of concern to me and we seek reassurance about its conduct given the current restrictions.

The Conservators consider it most important that this schedule should not prevent a productive dialogue between us and other competent authorities to ensure the development of the necessary detail for, and, crucially, links between, the access, SAMMs and SANGs Strategies. I hope that the governance proposals and the future frequency of meetings of the Oversight Group will take both this proposed consultation timetable and the COVID disruption into account.

Quality of management and funding of alternative sites

As well as new sites within the Zol, the interception destinations I refer to above may include non-SAC parts of the Forest and its Buffer Lands. Throughout all the Mitigation Strategy development work, there needs to be clear evidence offered as to how the alternative destinations would be funded and managed long-term by qualified land managers. There also needs to be evidence and monitoring in place to demonstrate how these sites function to both attract and retain potential Forest visitors for the all-important repeat visits, whilst enhancing biodiversity in the District. We look forward to the discussions with you on the management of these sites across the Zol and how we may be involved in their design.

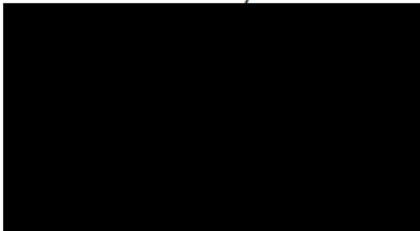
Air Quality

In relation to this aspect of the Mitigation Strategy, The Conservators reiterate their earlier request that the current SAC Position Statement (ED101, 21st October 2019) is replaced with a jointly agreed one that more fairly reflects the situation in relation to competent authority and other roles in Epping Forest SAC protection. We would be happy to work on a joint statement with you and Natural England and look forward to hearing more from you on this.

Finally, I welcome the invitation to our officers for the meeting on 29th April, which I hope may still be able to go ahead as a video conference. This would examine in further detail the critical air quality and traffic management issues of the SAC Mitigation Strategy. I hope that this work will provide the much-needed, effective and robust solutions within an amended Local Plan that will ensure the enhanced protection of the Forest and improvements in the condition of the SAC habitats.

At this extraordinary time I hope that you and your colleagues are staying safe and well.

Yours sincerely



Graeme M. Smith BSc(Hons), CISSP, CISM, CRISC, CAPM, CC
Chairman, Epping Forest and Commons Committee

cc Jamie Melvin, Natural England
 Neil Fuller, Natural England
 Programme Officer for the EFDC Local Plan PINS Inspector
 Alison Blom-Cooper, Interim Assistant Director, Planning Policy
 & Implementation



Date: 1 May 2020

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Dear Mr Smith

Thank you for your letter of 20 April 2020 and your reflections on the current position. I know that my officers are continuing to engage discussed the work to support the update of the Habitats Regulation Assessment with your officers on 29 April 2020 with a view to developing a mitigation strategy. I understand that this was a positive meeting and a follow up has been organised for 4 June 2020.

The Council's Cabinet agreed the Draft Green Infrastructure including the provision of SANG for consultation and officers are looking to develop a programme of consultation with a view to starting this in June 2020. You will appreciate that due to the current restrictions careful thought needs to be given to this in order to ensure that it is effective but as agreed by Cabinet it will run for a period of six weeks. Much of the information is already however on the website as part of the papers published for Cabinet (originally scheduled for 26 March 2020) and can be found at <https://www.efdclocalplan.org/wp-content/uploads/2020/03/EB149-Green-Infrastructure-Strategy-EFDC-Cabinet-Report-26-March-2020.pdf> In the meantime, I understand that the principles for the SANG which informed the Draft Green Infrastructure Strategy have been circulated for discussion at the meeting on 29 April 2020.

In relation to your letter of 28 November – any correspondence to be included in the Local Plan examination website is down to the Inspector not to this authority and I note that you have sent a copy of the letter to the Programme Officer.

I note your comments about the SAC Position Statement and an updated note has recently been circulated to you and to Natural England and was on the agenda for the meeting on 29 April 2020. This has been legally reviewed and we believe accurately reflects the present position – some comments have been received from Natural England and where possible have been incorporated but ultimately this is the Council's position statement.

Thank you very much for confirming a contribution towards the 2019 survey. A further meeting of the Oversight Group is scheduled for 5 June 2020 and any further survey can be discussed with this group and incorporated into an updated mitigation strategy to manage the recreational pressure on the Forest.

The Council remain committed to working with you and Natural England to develop an appropriate Mitigation Strategy to manage the impacts of growth in respect of air quality

and recreational pressures on the Forest and to this end I am working towards taking a report to Cabinet on 20 July 2020.

Yours sincerely,



Cllr Philip

Portfolio Holder for Planning

SEF 18/20 -APPENDIX 4

KEY ELEMENTS of a PROPOSED DRAFT RESPONSE to the EPPING FOREST DISTRICT COUNCIL GREEN INFRASTRUCTURE STRATEGY CONSULTATION

We are grateful for a second opportunity to respond to your Council's proposed Green & Blue Infrastructure Strategy (hereinafter referred to as the G&BIS), following our response to you of 2nd March.

As we stated in our 2nd March response and in previous correspondence, the implementation and funding of Suitable Alternative Natural Greenspaces (SANGS) are critical to the future protection of Epping Forest Special Area of Conservation (EFSAC). Although our comments cover all chapters and the range of proposals and ambitions contained in this G&BIS document, our overriding concern is with the likely effectiveness of the SANGS Strategy contained therein. Therefore, our comments on the SANGS element of the document form the first and major part of our response and strongly influence our overall conclusions.

General Context

As before in our previous response, the City Corporation particularly welcomes this example of closer cooperation on such an important document, which will form an integral part of the new 15-year Local Plan. We are pleased that our comments of 2nd March were helpful to the process of developing the G&BIS.

The G&BIS contains a broad range of positive messages about green space and we congratulate the Council on seeking to take such an ambitious and holistic approach. We welcome the fact that SANGS form part of the overall G&BIS package as stated clearly in paragraph (para) 1.20. Earlier, in para 1.3, we consider that this point, that SANGS should not be considered in isolation, needs to be similarly emphasised. However, having made that point, it is vital that SANGs do not become obscured by the provision of "multi-functional" green spaces (the integration discussed at para 1.25) as SANGS have a very specific, measurable function within GI. SANGS must be a 'ring-fenced' and clearly identifiable element of this holistic approach, the effectiveness of which, in avoiding adverse impacts on the EFSAC, can be clearly monitored and measured by the competent authority.

The provision of the appropriate quantity and quality of SANGS must be the early priority of the G&BIS. We welcome the Council's acceptance of the quantum of SANGS required of 8ha per 1000 residents (para 1.6, Appendix 3) but for a SANGS network to be effective in providing an alternative attraction, to that provided by Epping Forest, there will need to be large, additional semi-natural open spaces (>30ha) amongst any network.

A SANGS Strategy

Hierarchy of planned provision

The City Corporation in its evidence at the Examination-in-Public (EiP) (representations on Matters 1 & 4 and Matter 16) and in its letters of 24th July 2018, 14th September 2018 and 28th November 2019 has reiterated its concern that the mitigation hierarchy, for the protection of European sites under the Habitat Regulations 2017 (as amended), must begin with **avoidance** measures rather than relying on on-site mitigation (SAMMS).

It is, therefore, a matter of concern to the City Corporation that in the context-setting paragraphs 1.27 to 1.30 a hierarchy of SANGS delivery within a coherent SANGS Strategy is not set out. This concern is reinforced by the SANGS guidance in Appendix 3 which, although covering much ground around the characteristics of different types of SANGS, does not make a clear commitment to such a strategy.

For SANGS funding and delivery the current draft of the G&BIS seems, instead, to be reliant on four masterplan developments. In the context of other SANGS Strategies for European sites, such as for the Thames Basin Heaths or the Dorset Heathlands, these would be described as “bespoke” SANGS, designed around specific private developments. They should form only part of any network. In addition, we have significant concern that even these masterplan sites, apart from Latton Priory, do not seem to have room to accommodate the size and quality of SANGS required to provide effective avoidance measures for EFSAC.

Strategic SANGS

In a SANGS Strategy for EFSAC there needs to be, in our view, the provision of a network of different SANGS that provides a range of visitor experience and recreation opportunities. To rely on the 4 masterplan locations (as set out in of the G&BIS Appendix 2) feels very much like all the eggs are in one basket. We would like to see strategic SANGS that serve multiple, scattered and smaller housing developments. Paragraph 1.15 of Appendix 3 of the G&BIS seems to recognise this requirement but does not go on to set out how this might be achieved. There is also the need, in our view, to anticipate a likely regional requirement for SANGS (see below), which may need to be considered outside the G&BIS but which should form part of a SANGS strategy through the Duty-to-Co-operate.

Of the housing within the current recreational Zone of Influence (ZoI) of 6.2km around 2,500 homes are planned outside the current master-planned areas (not including any windfall sites) and yet these developments are not being asked to contribute towards the provision of SANGS.

Furthermore, there is not a mechanism for the provision of SANGS for such developers even should they wish to contribute to ensure that their developments were compliant with the Habitat Regulations. Strategic SANGS would be expected to be managed by ownership or by agreement (with commuted sums) by the local authority as competent authority, allowing it to respond to changing pressures and feedback from monitoring.

Third-party SANGS – existing greenspaces

It is also likely, given the land ownership distribution, that there will also need to be clearly identified existing 3rd party greenspace sites or “buffering” sites close to the Forest, like Copped Hall south and Warlies Park. If these types of sites are to be included in the SANGS network, clear evidence would need to be provided to show a meaningful contribution to the uplift of capacity equivalent to the 8ha per 1000 residents required by a SANGS Strategy. In addition, and as importantly, the protection of the existing heritage and wildlife interests of these sites would have to be clearly demonstrated to ensure net gain. To do this a clear framework of delivery of SANGS across the District and the wider region is required (see regional coordination section below).

SANGS tariff

The corollary to the above hierarchical or network approach to SANGS is that these sites need to be funded through the collection of a tariff or CIL contribution, as a fully-functioning, developing network of SANGs cannot be tied to a single development. This is a key issue that we have raised repeatedly over the last two years since the Regulation 19 consultation. However, the current draft of the G&BIS remains unclear about how GI enhancements and provision outside the masterplan

areas will be funded. Paragraph 1.4 of Appendix 4, for example, skirts the subject and avoids mention of a tariff but offers no effective alternative mechanism.

Management in-perpetuity

In addition to tariff monies there needs to be clear guidance on how SANGS will be managed in-perpetuity and specific funding mechanisms need to be identified by the G&BIS. Any such mechanisms and management need to fit closely with the provision of SAMMS and to be flexible enough to adjust in response to changes in housing allocations and any visitor use patterns over time.

Regional coordination – duty -to-cooperate

The G&BIS, through its provision of SANGS, will become an important component of the Epping Forest SAC Mitigation Strategy. This Mitigation Strategy remains to be agreed across the relevant London and Essex authorities and will need to address the regional requirement for SANGS. Something of this regional requirement should be recognised in the G&BIS in the form of the supply of Strategic SANGS in the hierarchy of planned provision (see para xx of this letter above). At present, the recognition of this likely regional requirement is missing from the G&BIS and we hope that this can be discussed between the competent local authorities, Essex County Council and the GLA in the near future.

Appendices: the new G&BIS appendices, SANGS and EFSAC Mitigation

Appendix 1

Of the projects listed under this appendix none, apart from perhaps movement and wayfinding, appear to have any SAC Mitigation potential

Appendix 2 “Bespoke” Masterplan SANGs – lack of certainty about provision

Appendix 2 of the G&BIS sets out to describe the details of the SANGS and GI provision for the four Masterplan sites in turn. However, although there are many good ideas for enhancement of surrounding countryside areas and for improving connectivity between sites contained in this Appendix, there does not seem to be any clear proposal for provision of the SANGS, other than at Latton Priory (part of one of the four masterplan areas).

For example, it is not clear if there is sufficient hectareage, unoccupied by housing allocation, within Water Lane, Waltham Abbey, North Weald or Epping South for SANGS to be accommodated. Also, the characteristics of the proposed SANGS are not defined and their locations are not mapped.

Water Lane & Latton Priory

We remain concerned about how a semi-natural SANGS of meaningful size and quality can be fitted into the 2,100-house Water Lane (para 1.6 of Appendix 2) masterplan area. This site seems to be over-reliant on existing green space, such as Epping Forest Land at Epping Long Green (paras 1.11 and 1.12) but no discussions have been held with the City Corporation about this and no mechanism for funding enhancements or additional protection for wildlife features have been proposed. The two component woods of Harlow Woods SSSI, pressure on which was highlighted as a significant concern at the Local Plan EiP, also seem to remain vulnerable to increasing demands for recreational space.

In the meantime, the CRoW Act 2000 open access land at Nazeing Wood Common, to the immediate west of Water Lane and mentioned in passing at para 1.10, seems to provide a significant opportunity for SANGS to be provided by your Council through management agreements with 3rd

party land-owners, just as such arrangements have been made elsewhere in the UK. This area of common land also seems to present a great opportunity for biodiversity enhancement as expressed clearly in the G&BIS in Chapter 3 at para 3.54. However, such an approach does not seem to be proposed and no action seems to have been taken, presumably due to the lack of a SANGS Strategy outside of the masterplan areas.

It also is somewhat puzzling that in this G&BIS document, that an opportunity has not been taken to map the full extent of the SANGS being offered at Latton Priory. In the Latton Priory consultation document (<https://www.lattonpriory.co.uk/pdf/latton-priory-2020-update.pdf>) it makes clear that additional land is available and the map on page 8 of the developers' consultation document shows this additional land as a key and integrated part of the SANGS offer. These two pieces of land to the south-east and south of the site are not shown on the maps on pages 72 & 74 of the G&BIS (Appendix 2) and yet make up around 40% of the green space on offer. Even for this masterplan area there has been no decision about the extent of SANGS.

North Weald

For North Weald there is no clear indication (paras 2.6 and 2.27) of what the SANGS offer might look like for this 1,050-house development. There seems only to be an aspiration to create a SANGS alongside Merlin Way, which would presumably incorporate the existing green space of the flood alleviation scheme, but no map of its likely extent is provided.

There is also in paras 2.2 – 2.6 a clear desire expressed to increase the visits to the semi-natural and other important woodlands to the south of the site. As para 2.4 states, these sites would need careful management to protect their current wildlife interests but in the absence of a SANGS tariff it is not clear how such work would be paid for nor how 3rd party landowners could be engaged. Of concern to the City Corporation, however, is the lack of acknowledgement of the likely increased pressure on Epping Forest SSSI at The Lower Forest.

Although The Lower Forest lies on the other side of the M11, the main road to Epping passes underneath the motorway and would connect the new residents of North Weald with this existing large open space, only 1.5km to 2km from their homes. On heavy boulder-clay soils, similar to those at Hatfield Forest National Nature Reserve (Uttlesford District), and with a very limited infrastructure this site could suffer increased impacts, including loss of ride-side vegetation and soil loss along similar lines to the damage recorded at Hatfield Forest since its increased local residential population at Takeley in Uttlesford.

Waltham Abbey

Similar to North Weald this site seems to have little detail of the location and the extent of the SANGS proposed for the masterplan area. Enhancements suggested for nearby existing habitats (para 3.20) are very welcome, particularly given the ecological importance of the Cobbins Brook valley and catchment, but sources of funding are unclear as already stated above. Forest Land at Aimes Green and its green lanes lies close by as does the City's buffer Land at Warlies Park but no specific proposals are made in relation to the protection or enhancement of these sites, other than some outline ideas in Appendix 4 for Warlies Park.

Epping South

The quality of any Epping South SANGS, even if the hectareage could be provided, must be open to considerable doubt given its proximity to the M25 and a major electricity pylons route (para 4.5 of

the G&BIS). There is no detail provided of where a SANGS could be provided of sufficient scale and quality. The northern boundaries of the site are proposed for enhancement (para 4.16) and while this is a welcome proposal to enhance edge habitats it does not add up to a SANGS. Even the proposal to use the PROW network to the east of the site (para 4.17) to enhance recreational opportunities inevitably leads towards development in the form of the large M11-M25 Junction. A concern is raised here that, as with North Weald (paras xx – xx), there seems to be an over-reliance on existing PROWs and linear routes (para 4.12) to provide access for recreation rather than additional new recreational spaces that would provide SANGS, which would need to be achieved by negotiation of agreements with neighbouring private land-holders or through proposed land purchase.

The more attractive PROW route for any Epping South development would seem to be south of the site and the bridge across the M25 motorway. This is referred to a number of times in relation to it as a route to the EFSAC. While we welcome the recognition in para 4.15 of the problems that might arise by this route directing additional recreational pressure onto the EFSAC there is no solution offered, other than enhancement of the eastern PROW network, the problems of which are outlined above. Furthermore, there is no acknowledgement of our concern, made in response to the Regulation 19 consultation and in a representation to the Examination-in-Public (EiP) about the protection of the City's Buffer Lands at Great Gregories, which are an essential part of the EFSAC Grazing Strategy and, thereby, to the management of the EFSAC's favourable conservation status. The likely very large percentage increase in visitor pressure on this site immediately across the footbridge from the proposed Epping South development would be likely to lead to increased conflicts with the grazing operation and certainly to increased costs in protecting and managing the facilities there.

In the current G&BIS it is not clear that how SAC mitigation will be delivered. Ultimately, as a competent authority relying on the SANGs to deliver the mitigation for the growth in your plan, it is fundamental that your strategy provides the confidence that SANGs can be delivered and provide effective mitigation. Given the importance of the SANGs components, there is perhaps merit that this should be much more clearly separated out in the strategy, so that the legal requirements to deliver mitigation are not lost in the more aspirational elements of the strategy.

Appendix 3 SANGS Guidance

Some of this guidance sets out important general parameters, including in para 1.2 for example "*it will not be acceptable to simply offer a field nearby for dogs to be exercised*". The guideline in paragraph 1.17 is also welcome, that additional recreational activities could be to the detriment of wildlife interests on a site of ecological importance, and this is particularly relevant to Appendix 4 and any proposals to enhance existing sites for SANGS purposes.

However, in para 1.2 the approach set out concerning the integration of the SANGS into the new built developments is a significantly limiting constraint, one which would probably only work to attract residents from within the new developments. If this were to be the case the SANGS would not fulfil a strategic role. Connectivity with the surrounding landscape, therefore, is most important and although this is highlighted in Appendix 2 in its discussion of the four Masterplan sites, and also referenced in para 1.15 of Appendix 3, the lack of SANGS details and location maps make it difficult to assess whether it would be achievable.

Moreover, the connectivity seems aimed at the new residential development itself and allowing its residents to move away from the site rather than attracting others into the Masterplan SANGS. And while making connections to the PROWs would be positive (para 1.24, Appendix 3), the SANGS need

to be large enough in their own right, for dog-walking for example, and narrow paths (para 1.25) would not accommodate off-lead dog-walking or allow dog-walkers to avoid other activities (e.g cycling).

Paragraph 1.3 offers the prospect of a Landscape Framework through a Memorandum of Understanding with the masterplan developers, but it seems intended only for coordination between the four masterplan areas. If this is the case this seems to be unnecessarily limiting, in our view, and there is, instead, every reason to develop this Landscape Framework into a full SANGS Strategy for the District, encompassing all residential developments and linked to a SANGS tariff and commuted sums that can sustain a SANGS network as discussed earlier in this letter.

Paragraph 1.4 seems to hold out the possibility that the SANGS may be broadened beyond the masterplan areas, but this opportunistic approach is not a substitute for a planned SANGS Strategy. Our concerns in this regard are somewhat amplified by paragraph 1.5, which seems to be articulating a project-level approach to avoidance and mitigation. It is this project-level approach that we made representations about at the Local Plan EiP last year.

Furthermore, this Appendix does not set out guidelines for the timing and phasing of the SANGS provision, which need to be in place ahead of occupancy of the new residential areas. Para 1.9 proposes that an aspirational Landscape Framework should outline indicative but not necessarily quantifiable benefits and the development of such a framework seems to be some way down the planning timeline and it is, therefore, not clear to us where this might leave the Local Plan and its avoidance strategy.

These details of timing, phasing, minimum areas, quality and shape of the network need to be set out in the checklist in para 1.34 of Appendix 3. The first bullet point in para 1.34 seems to suggest that some SANGS sites, as opposed to general green infrastructure sites, might be smaller than 8ha in size. However, sites smaller than this are unlikely to be effective alternatives to the Forest and the quality of a SANGS is about the size of the sites as well as other features.

Appendix 4 Sites for enhancement

Para 1.19 of Appendix 3 sets some context for existing green spaces which might provide SANGS away from masterplan areas, similar to the 3rd-party SANGS approaches used in the Thames Basin Heaths SANGS network. However, as para 1.20 of Appendix 3 points out, the nature conservation value of each existing area needs to be assessed carefully so that it would not be damaged by an increase in visitor numbers or any associated infrastructure.

In paragraph 1.11, for example, it states that the important ecological features of Roding Valley Meadows SSSI would “*not be affected by increased recreational use*”. However, this seems unlikely given the impact on the hay meadow ecology from trampling of grassland flowers, widening pathways, increased fire risk and impact of increased dog-walking on the grazing activity. Similar issues apply to the City Corporation’s buffer land sites that are highlighted in this Appendix. To accommodate enhanced numbers would require careful design and planning.

The appendix also, significantly, omits to mention other key areas that elsewhere, in Appendix 2, are highlighted as places where there are likely be direct impacts from the proposed masterplan sites, let alone the other 2,500-plus houses within 6.2 km of the EFSAC. For example, within Epping Forest Land itself The Lower Forest and Epping Long Greens are not highlighted and yet it is clear from Appendix 2 that North Weald and Water Lane/Latton Priory developments, respectively, are likely to have significant impacts on these existing protected sites. Of the City’s Buffer Lands, Great Gregories

is also not mentioned and yet, as highlighted already in this letter, this site could well see a very significant increased visitor pressure should any development at Epping South be approved.

Biodiversity net gain is a vital measure of success for future greenspace and for the G&BIS, as this document rightly outlines (Chapter 1, paras 1.13 and 1.42). Therefore, the starting point for considering inclusion of any existing site in the SANGS network, must be whether, given its existing visitor numbers and its existing wildlife interests, it could accommodate an uplift the equivalent of 8ha of new open space per 1000 new residents. For example, while the suggestion made for Jessel Green concerns enhancing access for visitors of restricted mobility, this seems unlikely to make a significant contribution, in terms of the protection of the EFSAC, the additional 8ha SANGS requirement.

The issue of funding for such sites is flagged up in para 1.4, but the necessity of a SANGS tariff, currently used widely by many other local authorities protecting sites of international importance, is ignored. The funding and long-term maintenance for the four sites proposed for consideration on page 103 and in para 1.5, including two City Corporation Forest buffer land sites, is not explained. The types of visitor that these might attract and how any such provision would fit with a wider SANGS network is also not explored in any detail and the how such consultation might be funded. At this stage, therefore, there is considerable uncertainty as to whether such sites could achieve mitigation for the EFSAC and a significant amount of work is required, including consideration of existing functions of the land, engagement with neighbouring owners (e.g. Copped Hall Trust, Warlies Park House) and information-gathering from existing visitors.

General comments on the G&BIS

In Chapter 2 of the G&BIS the housing total for the District of 11,400 new homes is highlighted in para 2.3. As highlighted above, the proposed funding for green spaces (including SANGS) for the District seems to be concentrated at the masterplan areas which encompass 5,890, 51% of these residences. The apparent lack of a mechanism for funding provision for the remaining 49% is of profound concern. Increased pressure on existing open spaces outside EFSAC, including ancient woodlands and grasslands (para 2.7) such as parts of Epping Forest including its green lanes and The Lower Forest, as highlighted above, need a clear strategy.

Taking land out of intensive agriculture (para 2.25) and making linkages between important sites (para 2.16) are excellent ambitions and we welcome the broad aspirations of this G&BIS. The Vision at 2.41 is excellent but a concern here is that it may be overly complex making it difficult to bring together the number of threads within it, at least at this early stage in the development of a Strategy for the District. Our concern, as expressed earlier is that this might be to the detriment of a focus on some of the immediate priorities including the implementation of a SANGS network.

In Chapter 3, we would request caution in the development of multifunctionality or certainly in the idea that individual sites should be expected to be multifunctional. Many sites will only have a single or few priority functions or features to protect. It may not be possible to combine different modes of access, such as cycling and horse-riding. The latter activity often seeks out quieter areas away from cycling hubs. Also commuting routes may detract from green spaces leading to a feeling of busy-ness and bustle (para 3.46).

In relation to habitat protection and wildlife diversity for the District, we do not agree that natural open space only has value IF “safe and attractive access” is provided (para 3.7). Semi-natural

habitats have intrinsic value and also provide important parts of the visible landscape (trees and hedges) and soundscape (e.g. songbirds like Skylarks) or support a core of species that can then populate other more accessible spaces.

In Chapter 3 (para 3.16), the idea of engagement through art is an important one and art can be used to convey important messages about the value of a site which can then affect the expectations and behaviour of visitors. It can certainly be influential in shaping opinion as well as engaging and adding interest.

In regard to Chapter 4 and Implementation, most of the comments above on a SANGS Strategy cover the key issues that we have with this Chapter. We are not clear about what is conveyed on the maps at page 54. More detail on these maps about how actual SANGS proposal sites would be used to intercept and attract visitors from different residential focal points (including masterplan areas) would have been helpful at this point. The main concern remains, however, related to *Stewardship* (paras 4.20 – 4.22) and the management, development and long-term protection of green infrastructure, especially a network of SANGS. The mechanisms outlined in this section do not provide us with confidence that such stewardship can be achieved, in spite of the excellent ambitions within the document.

Conclusions

[TO BE COMPLETED]

| | |
|--|------------------------|
| 1. Committee(s): | Date(s): |
| Epping Forest & Commons Committee | 6 July 2020 |
| Subject: Superintendent's Update | Public |
| Report of: Superintendent of 'The Commons' | For Information |
| <p style="text-align: center;">Summary</p> <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> <p>Recommendation Members are asked to note the contents of this report.</p> | |

Burnham Beeches and Stoke Common as of the 15th June 2020

1. Volunteer Group activity at Burnham Beeches and Stoke common was suspended in mid-March as the Coronavirus outbreak began to develop. Volunteer group activity remains suspended. Some individual volunteering activity involving 'remote sign in and out' and aimed at aiding very specific tasks (livestock lookers/ ecological survey) restarted in June 2020.
2. Following the implementation of lockdown policies on the evening of Monday 23 March the car parks at Burnham Beeches closed at end of the day on Tuesday 24 March.
3. During the early part of lockdown Burnham Beeches was quieter than normal, though still being used by large numbers of local people walking, cycling & running to the site for allowed exercise. Stoke Common was busier than normal, probably as a result of local County Council parks close by being closed at that time.
4. During most of April litter and nuisance issues were of a low level and most visitors here abiding by requests to take litter away with them. However, in May with the relaxation of lockdown and prior to that the revision of guidance by the Police as to what constituted a reason to travel, Burnham Beeches in particular saw a substantial increase in visitors trying to access the site by car. This resulted in an increase in the number of vehicles parking, often dangerously, on surrounding verges and local roads. All such parking on City land was prevented by physical means where possible and challenged by Rangers to prevent damage to the open space.

5. The car parks at Burnham Beeches reopened on 18 May. Visitor numbers since that point have been estimated at 3 x above normal level all days of the week. This has resulted in an accompanying 3 x increase in litter and waste through May and June and a 3 x increase in the number of incidents of misuse dealt with by the Ranger team. Incident numbers tailed off a little with wetter days in early June
6. Car park charges were restarted on the first weekend in June once pay by phone operations had been introduced to all car parks thereby supplementing the existing 'cash only' payment option. Around 50% of car park income is now through the Pay by Phone provider. Visitor numbers have remained at their high levels of approximately 3x usual levels throughout June to date.
7. The cafe at Burnham Beeches was closed on the evening of 23 March. However, with relaxation of lockdown the café reopened on the 3 June as a 'takeaway kiosk service', with a reduced menu, and with an appropriate one way, socially distanced queuing system in place. Despite these 'restrictions' the café report that to date, June has provided their best business since they took over the cafe operations in April 2019.
8. Signage advising of the need for closure and for social distancing has been erected and updated throughout the period. Website and social media have been used to update visitors throughout and after the lockdown.
9. Until lockdown restrictions were eased site staff cover was generally restricted to the Duty Ranger plus office cover backed up by others on call and working at home if necessary. This was effectively a minimum 'holiday period level of cover', but for every day of the week. Support Service Team and the Conservation Officer were working from home.
10. As lockdown was eased and car parks reopened the Ranger team have begun to return to more a normal working pattern albeit with staggered rotas. Other staff, previously exclusively working from home have returned to count cash from car park machines. The office layout has been revised to maximise and embed social distancing into normal working lives. The early and late duty Rangers have continued to be kept separate throughout and various social distancing measures have been introduced for all staff attending the workplace
11. Onsite the team has continued focus on managing immediate health and safety risks, site presence for visitors, livestock care, site protection and essential monitoring. However, the amount of this work has increased, and site maintenance operations have also needed to be undertaken. The cows and ponies have now returned to the Beeches and cows to Stoke Common. This includes cows in invisible fencing loops at Burnham Beeches. Grazing is required to meet grant conditions of the countryside stewardship grant for both sites.

12. Buckinghamshire became a Unitary Authority as of 1 April, with the dissolution of the District Councils, on 31 March and is called Buckinghamshire Council (BC). However, council elections were cancelled, and Officers are fulfilling interim roles so there has understandably been some hiatus in services over the last few months.
13. Despite this, progress has recently been made regarding local planning issues albeit the public hearing for the South Bucks District Council (SBDC) Local Plan was cancelled although correspondence has continued. The Inspectors considered that the Duty to Co-operate was not fulfilled but SBDC (now BC) have disputed this and asked that discussion around it be heard face to face with the Local Plan Inspector and not via virtual meetings. As a result, the plan is held up for an indefinite length of time and is currently considered to have very limited weight.
14. To ensure compliance with the Habitats Regulations BC have decided to produce a Development Policy Document outlining the recent evidence regarding the impact of recreation pressure on Burnham Beeches and stipulating the 500m no build zone and the 500m to 5.6km contributions zone around Burnham Beeches SAC (as previously agreed with CoL and Natural England). There will need to be a consultation period but, as Natural England are supportive and some key developers have already agreed in principle, it is hoped this will progress smoothly.
15. In the meantime, BC have many planning applications that are yet to be decided (because they now need to be refused or contribution payments made). They are working hard to ensure all the paperwork is in place and will soon start to inform applicants of the new situation.
16. Planning consent for the Horlicks Factory in Slough has been granted with a s106 agreement providing funds for an 'Ambassador' Ranger post (5-year full time, fixed term contract) at Burnham Beeches to influence the behaviour of visitors for the better protection of the SAC. CoL officers are working to ensure that everything is in place to start the appointment process for the Ranger as soon as the money has been received.
17. A meeting was held regarding an application for a further large development in Slough (Akzonobel Factory) where various proposals were suggested for mitigating the impacts of recreation pressure on Burnham Beeches. Some of the options are being explored further.

PARTNERSHIPS

Kenley Revival update

18. Although the entire spring and summer programme of events, talks and educational activities was cancelled, the Legacy Officer continues to work with volunteers to research and produce articles, newsletters and printed resources to engage people

with the story of Kenley Airfield. A leaflet has been produced to accompany the new onsite signage and new articles are regularly posted on the website. Currently work is underway to produce a collection of memorial signs for display on site to mark the 80th anniversary of the Battle of Britain.

19. Efforts to resolve the defects affecting the conservation work continue. Expert opinion on the rare variant of sulphate attack responsible for the deterioration has been unable to determine the precise design failure that caused the problem. Officers continue to work with Beale & Co to pursue a satisfactory outcome.
20. Allsigns, the company manufacturing and installing the onsite signage, ceased operations due to Covid-19. They have now resumed work and are producing a revised timetable for our project.

The West Wickham and Coulsdon Commons

21. All Volunteer Group activity and events on the West Wickham and Coulsdon Commons remain suspended. Individual volunteers have been checking livestock throughout the week alone which has helped support the duties of the Ranger team.
22. Gated car parks at Farthing Downs, Riddlesdown and Spring Park have been reopened as of Friday 15 May following the announcement of the lockdown restrictions easing.
23. During most of April, litter and nuisance issues were of a low level and most visitors abided by requests to take litter away with them. However, in May with the relaxation of lockdown all the Commons saw a substantial increase in visitors trying to access the site by car and thus increases in associated litter. On Farthing Downs this resulted in an increase in the number of vehicles parking, often dangerously, on surrounding verges and local roads without the regular assistance from the local authority enforcement which we had during lockdown to challenge this behaviour.
24. There were several incidents of anti-social behaviour across the West Wickham and Coulsdon Commons on Monday 18th May requiring Rangers to call the emergency services. This incurred several cars driving dangerously in the grassed overflow car park at Farthing Downs. As a response to this and similar incidents prior to lockdown, the overflow car park has remained closed and incidents of this nature have abated.
25. The main herd of Sussex cattle having been grazing on Woodplace Farm fields for several months during bulling and have been given reflective leg bands before moving onto Farthing Downs until Autumn. The remaining herds of cattle and sheep have been grazing compartments across the Coulsdon Commons to fulfil the obligations of the Countryside Stewardship Agreements currently in place.

26. Contractors have completed works to install electric cabling under a portion of land between Riddlesdown Road and the Car Park on Riddlesdown. The works are part of the necessary infrastructure for the introduction of parking charge system due onsite later in the year. An earth bank has also been added to deter unwanted vehicles from accessing the Common and amenity grassland area at the back of the car park.
27. Rangers have been undertaking essential duties on the Commons including infrastructure checks, repairs to fences and gates as well as cutting grass areas and verges, maintaining a presence for visitors and keeping sites clean. Onsite Rangers have worked alone and maintained social distancing from team members during tasks where more than one person is required using separate vehicles. Staff who can work from home have been doing so.
28. The final phase of the chalk grassland restoration of Hilltop on Kenley Common is complete. The Rangers have used a Seppi mower to grind down stumps and some branches that were left after the clearance of the ash trees affected by Ash Dieback disease. Over the next few years, it is likely that many of the rare orchids will establish.
29. Signage advising of the need for continued social distancing following the updated government advice has been displayed throughout the period on noticeboards and gates. The website and social media have been used to update visitors throughout and after the lockdown.
30. The West Wickham Commons Ranger has surveyed Spring Park for any presence of OPM following a positive sighting of nests onsite last year. Bromley Council have been following up on sightings with spraying on neighbouring Sparrow's Den to control the species.

Ashtead Common

31. Ashtead Common has experienced significantly higher visitor numbers since movement restrictions were imposed. The Common does not have a car park and is predominantly used by local people who walk to the site, although now in much greater numbers since they have fewer options to go elsewhere.
32. Generally, behaviour has been good, and visitors have respected social distancing restrictions and the byelaws of the Common.
33. Since March 23 staff cover has generally been restricted to one person in the workplace at any one time, backed up by others on duty and working at home if

necessary. This is effectively a weekend level of cover, but for every day of the week. One team member has found it difficult to work at home, and since 21 April this person has been allowed to work at the office in isolation from other staff. Arrangements have been validated and a Blue Certificate is now displayed at the Estate Office.

- 34. Onsite the team has focussed primarily on managing immediate health and safety risks. An example of this is tree safety. Since movement restrictions came into force the team has dealt with six tree failure incidents, including the loss of one veteran tree.
- 35. A second tier of pressing health and safety issues, most notably the very high fire risk of recent weeks have necessitated the need to continue with mowing.
- 36. Those working at home have had plenty of work to progress, including the first draft of the next management plan and analysis of a recently received revision to the veteran tree management plan.
- 37. Two members of staff have now been tested for Covid-19. Both tests were negative.

Support Services Team

- 38. The team are continuing working from home, however, with the re-opening of the car parks at Burnham Beeches the Head Ranger for the site requested assistance to count cash collected from the car park machines. This currently requires one team member to go into the office once per week.
- 39. The team continues to be busy sourcing and procuring specialist Covid 19 PPE and supplies ensuring the operations teams are sufficiently prepared and protected when working out on site and in the office.
- 40. As Government guidelines change queries from members of public increase and the team, constantly updating information resources, continue to handle numerous enquiries using correct and up to date information.

Incidents

Burnham Beeches & Stoke Common

- 41. There were 37 incidents in May and 8 up to 15 June.
- 42. There were an increase in fly tipping incidents -16– many of a relatively small (both from a car) scale no doubt due to closure of the local amenity waste site 1 mile from

the Beeches boundary – incident numbers have reduced since this facility re-opened.

- 43. Other incidents included 6 fires all thankfully small campfire sized often associated with BBQs. 5 dog related incidents – resulting in 3 formal PSPO warning letters being sent.
- 44. The remaining incidents are a miscellaneous collection which included site damage , large groups gathering for parties, a search for a teenager whose mental wellbeing was a concern and an incident of a drunk teenager falling in a ditch prompting a full emergency service rescue response as her companions reported that she had fallen into one of the ponds.

Ashtead Common

- 45. There have been three minor fires, one of which was attended by the Fire Service.

The West Wickham and Coulsdon Commons

- 46. There were 21 incidents covering the period of May to 17 June.
- 47. Following the lift on travel restrictions, several incidents were related to large gatherings and anti-social behaviour. A group of approximately 20 individuals who were driving dangerously in the Farthing Downs overflow car park, a large gathering of teenagers drinking on West Wickham Common and a gathering of 20 individuals on Coulsdon Common watching quad-bikers required Rangers to call the Police.
- 48. There have been ongoing incidents involving potential activity linked to wildlife crimes. Suspicious activity around badger setts on Woodplace Farm Fields have been reported by residents. Posters informing people to call the police and report suspicious behaviours have been put up at entrances to the fields on Farthing Downs..
- 49. A sewage leak from overflowing drains is being dealt with by Thames Water on Lower Woodplace Farm Fields on 16 and 17 June.. Thames Water have been given access to operate from drains across the stretch covering Farthing Downs.
- 50. Three incidents of fly tipped green waste were dealt with by Rangers.
- 51. Other incidents included Rangers assisting paramedics with a biking injury, metal detecting on West Wickham Common, a bonfire and two acts of vandalism on a fence post in the Spring Park car park and the electronic gates at Farthing Downs

following a car which had been locked-in overnight. Due to a problem with the Riddlesdown car park gate, both car park gates are opened manually by the Rangers each morning and locked nightly.

Filming, major events and other activities

Burnham Beeches

52. All events and filming are suspended at Burnham Beeches and Stoke Common.

Andy Barnard. Superintendent of The Commons
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| Committee(s): | Date(s): |
| Epping Forest and Commons Committee | 6 July 2020 |
| Subject: Extension of existing PSPOs at Burnham Beeches | Public |
| Report of: The Director of Open Spaces Report author: Superintendent of The Commons | For Decision |
| <p style="text-align: center;">Summary</p> <p>Five Dog Control Orders (DCOs) were introduced by your Committee at Burnham Beeches Special Area of Conservation (SAC) and National Nature Reserve (NNR) on 1st December 2014. These subsequently became Public Spaces Protection Orders (PSPOs) and their effect was extended by your Committee for a further three-year period from 1st December 2017. They concern themselves solely with the reduction of antisocial dog behaviour on that site.</p> <p>Appendix 1 provides a review of the effectiveness of the existing PSPOs for the period 1st April 2019 – 31 March 2020. It indicates that the PSPOs have generally maintained and in some instances further improved the very significant reduction of nuisance and serious incidents associated with irresponsible dog ownership first achieved by the introduction of DCOs in 2014.</p> <p>PSPOs may not have effect for more than three years, unless extended. The existing PSPOs must therefore be extended by 30th November 2020 if they are to continue in force from 1st December 2020.</p> <p>As a first step along the route to extending the PSPOs, the City Corporation is required to carry out the necessary consultation, publicity and notification. Useful guidance on the statutory requirements can be found in Appendix 2.</p> <p>This report seeks authority to carry out that process. Any representations received will be brought back to the September meeting of this Committee for decision.</p> <p>Recommendation(s)</p> <p>Members are asked to:</p> <ol style="list-style-type: none"> 1. Agree Option 3 i.e. Authorise the Superintendent to carry out the necessary consultation, publicity and notification on the extension of the existing PSPOs at Burnham Beeches for a further three year period from 1st December 2020. | |

Main Report

Background

2. DCOs were introduced by the Clean Neighbourhoods and Environment Act 2005, and the City was able to make DCOs 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. Following extensive public consultation, five DCOs were approved by this Committee at Burnham Beeches with effect from 1st December 2014.

3. That legislation was repealed by the Anti-social Behaviour, Crime and Policing Act 2014, which introduced a new power to make PSPOs. That power was again granted to the City Corporation, 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.
4. PSPOs can be used to address a wider range of anti-social behaviour than DCOs, but include all of those matters previously covered by DCOs. However, whereas DCOs had no fixed expiry date, PSPOs may not have effect for more than three years, unless extended. Any existing DCOs were automatically treated as PSPOs and your Committee resolved that the five PSPOs at Burnham Beeches should continue in force for a further three-year period from 1st December 2017.
5. The aim of the PSPOs at Burnham Beeches is to deal effectively with dog-related issues that have had a detrimental effect on the quality of life for those visiting the site and have been of a persistent and unreasonable nature over many years and thereby:
 - a. Ensure a fair and proportionate balance between the needs of visitors so that all can enjoy the site
 - b. Minimise the number of dog related incidents and complaints recorded each year
 - c. Ensure the efficient use of local resources to minimise the impact of dog control management on the resources available to manage the site
 - d. Assist the City Corporation to meet its obligations under the Open Spaces Act 1878, Natural Environment and Rural Communities Act 2006, and other legislation.
 - e. Assist the City Corporation in its legal duty to protect and conserve the ecology and biodiversity of Burnham Beeches.

Current Position

6. The PSPOs currently operating at Burnham Beeches are as follows. **Map 1 (within Appendix 3). Also Appendix 5 - Sealed orders currently operating:**

Order 1. Failing to remove dog faeces. Applies to 100% of the site.

Order 2. Not keeping a dog on a lead (max length of lead 5m). Applies to the area **marked 2** on the map

Order 3. Not putting and keeping a dog on a lead when directed (told) to do so by an authorised officer. Applies in the area **marked 3** on the map.

Order 4. Permitting a dog to enter land from which dogs are excluded. This applies to the area **marked 4** on the map i.e. the immediate vicinity of the Burnham Beeches café.

Order 5. Taking more than the specified (allowed) number of dogs (which a person may take) onto the land. The specified number of dog previously approved by this committee is a maximum of 4 and applies to 100% of the site.

7. Monitoring the effectiveness of DCOs (and latterly PSPOs) since their introduction in 2014 indicates that they achieved a dramatic reduction in dog-related incidents.
8. Members have received annual reports summarising the results of this monitoring work. **Appendix 1.** Members are asked to take those findings into account when considering the recommendation of this report.
9. The existing PSPOs at Burnham Beeches are currently due to expire on 30th November 2020. If they are to be extended for up to a further three years the City Corporation is required to carry out the necessary consultation, publicity and notification as required by section 72 of the 2014 Act. Useful guidance on the statutory requirements can be found in the Local Government Association guide at **Appendix 2.**
10. Statutory guidance on the Anti-social Behaviour, Crime and Policing Act 2014 has also been produced by the Home Office, and further guidance on dog control measures is also available from DEFRA. All of this guidance has been taken into account by officers in producing this report.
11. As part of the introduction of DCOs (and latterly PSPOs), officers developed a Dog Management Strategy (DMS). **Appendix 3.** The DMS describes in detail the background to the introduction of PSPOs, their aims, evidence of need, visitor access strategy, summary of all consultations up until the last PSPO review and a description of the powers to be used and to which parts of the site they apply.
12. Under section 67 of the Anti-social Behaviour, Crime and Policing Act 2014 it is an offence for a person without reasonable excuse to do anything that they are prohibited from doing by a PSPO, or to fail to comply with a requirement to which they are subject under a PSPO. A person guilty of an offence is liable on summary conviction to a fine not exceeding level 3 on the standard scale (£1,000). Under section 68, a constable or authorised person may issue a fixed penalty notice to anyone that they have reason to believe has committed an offence, offering that person the opportunity to discharge any liability to conviction by payment of a fixed penalty. In September 2017 your Committee set the fixed penalty for breach of a PSPO at Burnham Beeches at £80 with a reduction to £50 if paid within 10 days. Your Committee also approved an Enforcement Protocol to ensure a fair and consistent approach PSPO enforcement. **Appendix 4.**

Relevant Considerations

13. 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.

14. The test for making a PSPO is set out in section 59 of the Anti-social Behaviour, Crime and Policing Act 2014. The City Corporation may make a PSPO if satisfied on reasonable grounds that activities carried out in a public place are having, have had or will have a detrimental effect on the quality of life of those in the locality, and those activities are or are likely to be persistent, unreasonable and justify the restrictions imposed. The only prohibitions or requirements that may be imposed are ones that are reasonable to prevent or reduce the detrimental effect of the activity. As any remaining DCOs were automatically converted into PSPOs, it was accepted that the activities identified in the City Corporation's DCOs were capable of having such a detrimental effect, and that the restrictions imposed were capable of being reasonable.
15. Under section 60 of the Anti-social Behaviour, Crime and Policing Act 2014, PSPOs must be reviewed every three years to ensure that they are still necessary. If the City Corporation is satisfied on reasonable grounds 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.
16. In deciding whether to extend the period for which a PSPO has effect, and if so for how long, the City Corporation must have particular regard to the rights of freedom of expression and freedom of assembly set out in articles 10 and 11 of the European Convention on Human Rights – although it is not considered that the PSPOs at Burnham Beeches infringe upon those rights in any significant way.
17. DEFRA guidance also states that local authorities should look to provide other suitable dog walking areas in the locality, where restrictions are in place, although dog walkers are not banned from the 'dogs on leads' area. They are simply required to put their pets on a lead that may extend to up to 5 metres in length, whilst in this area. Access is available to them as for all visitors, to all other areas of Burnham Beeches excluding a very small part around the café. The City Corporation also provides 220 acres at Burnham Beeches and a further 200 acres at Stoke Common where dogs can be off leads. This more than adequately meets both the guidance and animal welfare requirements.
18. Officers have provided robust evidence of the need for and effectiveness of the existing PSPOs at Burnham Beeches in maintaining a reduction in the seriousness and frequency of associated antisocial activities.

Options

19. Members are therefore asked to consider the following three options at this stage:

Option 1: Do nothing.

- a) If Members decide to do nothing, then the PSPOs will expire on 30th November 2020. The site would revert to the pre 2014 situation at Burnham Beeches whereby the Orders listed in paragraph 5 would no longer apply and officers would have to rely upon local byelaws for enforcement at Magistrates Court. The current byelaws require only that a dog:
 - i. Must have a collar and tag
 - ii. Must be kept under effective control.
- b. All other anti-social behaviour by dogs and their owners would be governed by a dog walker's voluntary code of conduct, which had, over many years proved ineffective and extremely difficult to enforce.
- c. As a result and given the robust nature of supportive evidence, it may be reasonably assumed that there would be a substantial increase in dog fouling on the National Nature Reserve and the return of large groups of dogs under the control of a single person.
- d. Further, the exclusion zone around the café currently provided by PSPO 4 would disappear thereby re-exposing the café to hygiene issues and customers to unwanted interactions with dogs.
- e. Similarly the 'dogs on lead at all times' zone provided by PSPO 2 would cease to exist thereby removing the opportunity for visitors to avoid direct contact with dogs and exposing a significant area of the National Nature Reserve where wildlife on the NNR currently thrives, to poorly controlled dogs. This option is not recommended

Option 2: Consider varying the existing PSPOs.

- a) There has been little if any complaint about the existing PSPOs over the last three years and this indicates the effectiveness of the previous consultations and their careful implementation to provide the best balance between the needs of all visitor types and nature conservation. Monitoring results indicate that the existing PSPOs are extremely effective at reducing antisocial dog behaviours. As such, there is no evidence to support the need to amend the existing PSPOs.
- b) This option would require a redesign of the PSPO's and an increase in management costs, as all site signage would have to be reviewed and produced anew.
- c) The necessary consultation would be delayed to allow time to identify and incorporate any amendment to the existing PSPOs. This would in turn risk a lengthy period with no PSPOs in effect across the site. This option is not recommended.

Option 3 - Consult on the extension of the existing PSPOs.

- a) If Members are minded to extend the effect of the existing PSPOs beyond 30th November 2020, then the Superintendent should be authorised to commence the necessary consultation, publicity and

notification as set out below. This option seeks to maintain the current PSPOs and continue the marked improvement in dog-related behaviour at Burnham Beeches since 2014. **This option is recommended.**

Proposals

20. Monitoring reports since 2015 indicate that PSPOs have maintained a significant reduction in the level of nuisance and serious incidents associated with irresponsible dog ownership when compared to the previous years where most antisocial dog behaviors were managed via the voluntary dog code.
21. As the need for PSPOs is perceived to be ongoing, **Option 3** is the recommended approach. The results of the public consultation to inform a decision report for consideration at the September meeting of this Committee.
22. Before extending the period for which a PSPO has effect, section 72 of the Anti-social Behaviour, Crime and Policing Act 2014 requires that the City Corporation must first consult:
 - i. The Chief of Police, and the local policing body for the area
 - ii. The local authority for the area (Buckinghamshire Council)
 - iii. Whatever community representatives the City Corporation thinks it appropriate to consult
23. The relevant parish councils and the unitary council must also be notified of the proposed extension, although they will in any event also be included in the consultation exercise.
24. The full list of consultees, including community representatives was developed for the 2017 PSPO consultation process. It is proposed to update the 2017 list of consultees and use it to guide the 2020 consultation process. The list includes a wide range of bodies, individuals and organisations such as the Dogs Trust, Kennel Club, Ramblers Association, Open Spaces Society, Cycling Clubs, local schools, Scout and Guide groups the Burnham Beeches and Stoke Common Consultative Group and site visitors.
25. Any proposal to extend a PSPO must also be publicised although there is no legal requirement to advertise details of a PSPO consultation in a local newspaper. However, as best practice, the guidance states that order-making authorities should where possible seek to do so, or investigate a suitable alternative to reach those most affected.
26. The proposed consultation period commences 7th July 2020 and ends on 18th August 2020 providing a total of 43 days. The proposed consultation will be publicised using a variety of methods including adverts in the local press, direct contact, group meetings, social media, Burnham Beeches and Parish sign boards
27. **Table 2** summarises the necessary consultation audience and indicates the timetable by which further decisions may be made by this committee concerning the extension of PSPOs beyond 30th November 2020.

28. Members are asked to consider **Step 1** and should the recommendation of this report be approved, the Superintendent will follow **Steps 3-7** (Step 2 having been previously achieved in January 2020) prior to a further decision report concerning Steps 8-10.

Table 2

| EFCC Approval to Consult | | |
|---|---|--|
| Step 1. | EFCC report seeking approval to consult on extension of PSPOs - for Decision. | July 2020 |
| Necessary Consultation. | | |
| Step 2. | BBSCCG. Inform of proposal to carry out the necessary consultation, publicity and notification in 2020 subject to EFCC approval | Completed at January 2020 meeting |
| Step 3. | Visitor comments. | July 7 th – Aug 18 th 2020 |
| Step 4. | Other external audiences as recommended in the guidance. (For comment. See paragraph 24). | July 7 th – Aug 18 th 2020 |
| Step 5. | Formal Consultee representations (notification and comment - see paragraphs 22 and 23). | July 7 th – Aug 18 th 2020 |
| Step 6. | BBSCCG site visit or virtual meeting | August 18 th 2020 |
| Step 7. | EFCC to consider 'approval to extend' PSPOs for 3 years. Decision report. | Sept 6 th 2020 |
| Necessary Notification and Publicity - Extension of PSPO's | | |
| Step 8. | Period and deadline to complete the <i>Necessary Notification and Publicity</i> , to extend the PSPO's for a further three years Review of Dog Management Strategy, Enforcement Protocol and necessary authorisation of enforcement officers as required | September - 30 th Nov 2020 |
| Step 9. | PSPO's extension (If approved) | 1 st Dec 2020 onwards |
| Step 10. | Deliver/ Monitor as approved | 1 st Dec 2020 onwards |

Corporate & Strategic Implications

The proposals help deliver the aims of the Corporate Plan 2018 – 2023

- **Contribute to a flourishing Society**
- **Shape Outstanding Environments.**

29. They also support the Open Spaces Department's objectives and outcomes, in particular:

Open spaces and historic sites are thriving and accessible.

- Our open spaces, heritage and cultural assets are protected, conserved and enhanced
- Our spaces are accessible, inclusive and safe
- Our habitats are flourishing, biodiverse and resilient to change

Spaces enrich people's lives

- Nature, heritage and place are valued and understood (3)
- People feel welcome and included (4)

Business practices are responsible and sustainable.

- Our practices are financially, socially and environmentally sustainable (5)

Implications

30. The cost of the PSPO consultation and enforcement process is estimated at £9,500 including officer time, refresher training, consultation, advertising and notification costs. All costs will be met from local risk budgets as shown in **Table 1** below:

Table 1 – Estimate of delivery costs.

| Activity | Cost |
|---|---------------|
| Advertising | £2,500 |
| Management time (estimated at 10 days) | £3,500 |
| Staff Training (refresher) | £1,000 |
| Administration (set up, and notification) | £2,500 |
| Total estimated costs | £9,500 |

Conclusion

31. The PSPOs (and the previous DCOs) at Burnham Beeches have greatly reduced the level of antisocial nuisance and serious incidents associated with irresponsible dog ownership over the last 6 years. Each PSPO allows your officers to enforce certain behaviours to the benefit of the majority of site visitors and wildlife within the NNR.

32. It is recommended that the Superintendent consult on extending their effect beyond 30 November 2020 to maintain the current improvements in dog-related behaviour and ensure that all visitors and wildlife can continue to use and enjoy the site safely.

Appendices

- **Appendix 1** – Review of PSPO effectiveness 2019 - 2020
- **Appendix 2** – LGA guidance
- **Appendix 3** – Burnham Beeches Dog Management Strategy 2017

- **Appendix 4** – Enforcement Protocol
- **Appendix 5** – Existing PSPOs

Background Papers:

- **July 2017 EFCC ‘Decision Report’.** Proposal to extend the use of DCOs as PSPOs at Burnham Beeches – outcome of the public consultation process

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Appendix 1

Public Spaces Protection Orders.

Activity at Burnham Beeches for the period 1st April 2019 to 31st March 2020

Summary

At this Committee on the 11th September 2017 Members requested that annualised Public Spaces Protection Orders (PSPOs) figures are presented to the Committee each year.

The information contained in this report summarises the enforcement activity undertaken at Burnham Beeches in relation to PSPOs in a 12-month period 01/04/2019 to 31/03/2020.

During that period the number of recorded offences has declined by 16.2% when compared to the preceding 12 months, 2018/19, and almost 53% (52.9%) since records commenced in 2015/16. Changes vary across the individual PSPOs.

There has been no increase in the number of written warnings issued in 2019/20 when compared with 2018/19, albeit numbers remain low (ten).

In addition to formal warnings no Fixed Penalty Notices (FPNs) were issued in relation to breach of the PSPOs, 2019/20.

One unpaid Fixed penalty notice, issued in November 2018, resulted in a successful prosecution of the offender in the magistrate's court in June 2019

Background

1. At the July 2017 meeting of this Committee members resolved to extend the effect of the existing DCOs at Burnham Beeches, once they had become PSPOs, for three years from 1st December 2017 and to authorise the Comptroller and City Solicitor to make replacement orders.
2. At the September 2017 meeting of this committee Members also: set the value of Fixed Penalty Notices (FPN); approved the Dog Management Strategy and associated documents; and requested that annualised PSPO figures are presented to the committee.
3. The PSPOs came into effect on 20th October 2017, replacing the existing DCOs and were extended for a further 3 years on 1st December 2017.

4. The PSPOs in place at Burnham Beeches are as described in appendix 1. The preceding DCOs covered the same issues. These include owners failing to clear up dog fouling, setting the maximum number of dogs that an individual can walk at Burnham Beeches, defining a small exclusion zone around the cafe area and areas where dogs must be kept on a lead.

Current Position

5. Annualised PSPO figures for 2019/20 and 4 previous years.

Table 1

| Incidents detail | 15/16 | 16/17 | 17/18 | 18/19 | 19/20 |
|---|--------------|--------------|--------------|--------------|--------------|
| Order 1 - Fouling | 11 | 11 | 7 | 7 | 3 |
| Order 2 - Dogs off lead in the on-lead area | 453 | 329 | 285 | 264 | 213 |
| Order 3 - Dogs not under effective control in the off-lead area | 46 | 30 | 27 | 16 | 19 |
| Order 4 - Dogs taken into the dog free area | 4 | 16 | 15 | 1 | 7 |
| Order 5 - More than 4 dogs/person | 3 | 0 | 0 | 2 | 1 |
| Total DCO/PSPO incidents | 517 | 386 | 334 | 290 | 243 |
| Number of incidents resulting in a formal report/investigation | 8 | 15 | 15 | 16 | 14 |
| Number of formal written warnings issued | 2 | 8 | 9 | 10 | 10 |
| Number of FPN issued | 0 | 0 | 0 | 4 | 0 |
| Number of prosecutions | 0 | 0* | 1* | 0 | 1** |

* Incident occurred in 16/17 – prosecution through magistrate court 2017/18

** Incident occurred in 18/19 prosecution through magistrate court 2019/20

Current visitor numbers estimate - approximately 488000 people visits/annum

6. The figures in Table 1 indicate that the overall number of incidents dealt with is reducing year on year – but this is not consistently the case for all areas covered by the PSPOs.
7. 10 people received formal written PSPO warnings in 2019/20. Thirty-eight individuals have received formal written warnings in the last 5 years. This number is likely to grow as repeat offenders are increasingly identified over time and as a result it is probable that the number of formal actions will increase in future.
8. No individuals were issued with Fixed Penalty Notices in relation to breach of the PSPOs in 2019/20.
9. An unpaid Fixed Penalty Notice, issued in November 2018, resulted in the successful prosecution of the offender in the magistrate's court in June 2019.

10. The approved PSPO and preceding DCO enforcement protocols made it clear that when enforcing the Orders, the City will not take a zero-tolerance approach to DCO/PSPO breaches. This means that in the majority of incidents the person concerned is asked to put the matter right, clean up after their dog, put it on lead, remove it from the dog free area, and if they comply no further action is taken beyond logging of the incident detail. As a result, the vast majority of incidents dealt with require no more than visitors being given information and or guidance by the Ranger team. However, where a breach is by someone who is well aware of the rules, a repeat offender, or where the person is unable or unwilling to put the matter right these will result in more formal investigation and action including final written warning and or FPN/ prosecution.

Corporate & Strategic Implications

11. The activity supports the City's Corporate Plan 2018-23 as follows:

Shape outstanding environments

- Our spaces are secure, resilient and well maintained.

The proposals in this report also support the Open Spaces Department Business Plan:

A. Open spaces and historic sites are thriving and accessible.

1. Our open spaces, heritage and cultural assets are protected, conserved and enhanced
2. Our spaces are accessible, inclusive and safe

B. Spaces enrich people's lives.

3. People enjoy good health and wellbeing
4. People feel welcome and included
5. Nature, heritage and place are valued and understood

Public Relations implications

12. Whilst the number of visitors to the Beeches increased with the introduction of effective dog management control measures in 2015/16 and to date remain higher than that year the use of PSPOs remains unpopular with some dog walkers. As such, individuals or organisations may reiterate their views in local and national media. In addition, formal enforcement activity in relation to PSPOs may attract interest from the media.

Conclusion

13. The use of PSPOs remains a highly effective tool that continues to reduce the number of antisocial behaviour incidents related to irresponsible dog ownership thereby helping to making the site a safer and more enjoyable open space for the majority of visitors.

14. During the period 01/04/19 to 31/03/20 the number of recorded offences in relation to PSPOs at Burnham Beeches has declined by 16% when compared to the preceding 12 months 2018/19 and by 52.9% since records commenced in 2015/16. Changes vary across the individual Orders.
15. There has been no increase in the number of formal written warnings issued in 2019/20 when compared with 2018/19, and numbers remain low.
16. The number of recorded offences is likely to stabilise over the years as the issues become better understood by visitors. However, the number of formal actions may increase as further repeat offenders are identified over time.

Background Papers

- Dog Control Order proposals– Report to EFCC – September 2014
- Effectiveness of Dog Control Orders – Report to EFCC - January 2017
- Dog Control Order Review. Report to EFCC – January 2017
- Proposal to extend the use of DCOs as PSPOs at Burnham Beeches – Report to EFCC – July 2017
- Public Spaces Protection Orders – Dog Management Strategy, Enforcement Protocol, Authorisation of Officers, Level of Fixed Penalty and signage – Report to EFCC Sept 2017

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Public Spaces Protection Orders

Guidance for councils

Foreword

Local authorities understand well how anti-social behaviour can blight the lives of people in their local communities, with those affected often feeling powerless to act. Councils have a key role to play in helping make local areas safe places to live, visit and work and tackling anti-social behaviour continues to be a high priority for local authorities and their partners across the country.

Councils know the issues that affect their localities the most and are well placed to identify how best to respond. Public Spaces Protection Orders (PSPOs), introduced in 2014, sit amongst a broad range of powers and tools to help tackle anti-social behaviour locally. PSPOs are aimed at ensuring public spaces can be enjoyed free from anti-social behaviour. They are not about stopping the responsible use of the night-time economy, or preventing young people from seeing their friends – but they do provide councils with another instrument to help deal with persistent issues that are damaging their communities.

PSPOs have not been welcomed by all, attracting some criticism over their introduction, or about how particular PSPOs have been implemented. As a result, in December 2017 the Home Office updated its statutory guidance on anti-social behaviour powers, according to the Anti-Social Behaviour, Crime and Policing Act 2014. The changes are reflected in this document. In light of the updated guidance, councils may find it useful to consider the current restrictions in their local area and whether the PSPO needs to be amended at the time of its renewal. It's important to note, that when used appropriately, proportionately and with local support, PSPOs can be a positive device that help to prevent anti-social behaviour, and can provide an effective response to some of the issues local residents and businesses face on a daily basis.

This guidance aims to set out the issues to consider where local areas are contemplating introducing a PSPO, and offers practical guidance on the steps to take if councils choose to do so. It should be read in conjunction with the Home Office's statutory guidance on the Anti-social Behaviour, Crime and Policing Act 2014.

Councillor Anita Lower

Deputy Chair and Anti-social Behaviour Champion
LGA Safer and Stronger Communities Board

Public Spaces Protection Orders

Legislative background

The Anti-social Behaviour, Crime and Policing Act 2014 introduced several new tools and powers for use by councils and their partners to address anti-social behaviour (ASB) in their local areas. These tools, which replaced and streamlined a number of previous measures, were brought in as part of a Government commitment to put victims at the centre of approaches to tackling ASB, focussing on the impact behaviour can have on both communities and individuals, particularly on the most vulnerable.

PSPOs are one of the tools available under the 2014 Act. These are wide-ranging and flexible powers for local authorities, which recognise that councils are often best placed to identify the broad and cumulative impact that ASB can have. The Act gives councils the authority to draft and implement PSPOs in response to the particular issues affecting their communities, provided certain criteria and legal tests are met.

Councils can use PSPOs to prohibit specified activities, and/or require certain things to be done by people engaged in particular activities, within a defined public area. PSPOs differ from other tools introduced under the Act as they are council-led, and rather than targeting specific individuals or properties, they focus on the identified problem behaviour in a specific location.

The legislation provides for restrictions to be placed on behaviour that apply to everyone in that locality (with the possible use of exemptions). Breach of a PSPO without a reasonable excuse is an offence.

Powers to create PSPOs came into force in October 2014. As well as enabling local authorities to address a range of different issues, the Orders replace Designated Public Place Orders (DPPOs), Gating Orders and Dog Control Orders.¹ Existing DPPOs, Gating Orders and Dog Control Orders which automatically become PSPOs (as of 20 October 2017).

Overview of Public Spaces Protection Orders

The Anti-social Behaviour, Crime and Policing Act 2014 provides a broad legal framework within which PSPOs can be implemented.

Orders can be introduced in a specific public area where the local authority² is satisfied on reasonable grounds that certain conditions have been met. The first test concerns the nature of the anti-social behaviour, requiring that:

- activities that have taken place have had a detrimental effect on the quality of life of those in the locality, or it is likely that activities will take place and that they will have a detrimental effect
- the effect or likely effect of these activities:
 - is, or is likely to be, persistent or continuing in nature
 - is, or is likely to be, unreasonable

¹ Replacing orders under The Criminal Justice and Police Act 2001, the Highways Act 1980 and the Clean Neighbourhoods and Environment Act 2005 respectively.

² This covers district councils, London Boroughs, county councils in an area where there is no district council in England (along with City of London and the Council of the Isles of Scilly) and county councils or a county borough councils in Wales.

- justifies the restrictions being imposed.

The Home Office statutory guidance re issued in December 2017 states that proposed restrictions should focus on specific behaviours and be proportionate to the detrimental effect that the behaviour is causing or can cause, and are necessary to prevent it from continuing, occurring or recurring.³

A single PSPO can be used to target a range of different ASB issues. Orders allow councils to introduce reasonable prohibitions and/or requirements regarding certain behaviours within the specified public area, and may also include prescribed exemptions.

As a minimum, each PSPO must set out:

- what the detrimental activities are
- what is being prohibited and/or required, including any exemptions
- the area covered
- the consequences for breach
- the period for which it has effect.

There are further specific provisions regarding some types of PSPO, which will be covered in detail below.

A PSPO can last for up to three years, after which it must be reviewed. If the review supports an extension and other requirements are satisfied, it may be extended for up to a further three years. There is no limit on the number of times an Order may be reviewed and renewed.

The legislation sets out a number of additional requirements for consultation and communication before an Order is introduced, once it is implemented and where it is extended, varied or discharged. PSPOs can be legally challenged under the 2014 Act on certain grounds.

Beyond this broad framework, detailed further below, councils can decide how best to implement PSPOs in their local areas. This guidance sets out some suggested

approaches based on good practice from around the country.

Using Public Spaces Protection Orders

Local partners have a vast range of tools and powers at their disposal to respond to concerns about anti-social behaviour in their locality, from measures aimed at tackling the causes of ASB, awareness-raising, through to enforcement.

Used proportionately and in the right circumstances, PSPOs allow local areas to counter unreasonable and persistent behaviour that affects the quality of life of its residents. They can send a clear message that certain behaviours will not be tolerated, and help reassure residents that unreasonable conduct is being addressed.

However, PSPOs will not be suitable or effective in all circumstances, and it is important to consider carefully the right approach for identifying and addressing the problem behaviour. This is especially important when the activities may also have positive benefits. Other options should actively be considered before a PSPO is pursued – and where a PSPO is used, it should be carefully framed and employed alongside other approaches as part of a broad and balanced anti-social behaviour strategy. Considering non-statutory solutions, perhaps delivered in partnership with community, civic or membership organisations may be equally valid in the right circumstances.

Choosing the right tool

Choosing the right approaches for responding to the ASB should start with identifying the specific issue or issues of concern, and considering what is likely to be the most targeted and effective response in the circumstances.

³ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/670180/2017-12-13_ASB_Revised_Statutory_Guidance_V2_0.pdf

Some issues may be adequately addressed using other tools. For instance, awareness-raising campaigns about the impact of certain activities on others, improved community engagement, or offering support to those exhibiting certain behaviours may be enough to address the ASB identified.

In some areas, codes of practice around certain practices such as busking⁴, or posters setting out ‘good behaviour’ associated with activities such as skateboarding, have provided effective solutions in responding to particular concerns.

Street fundraising for instance, is governed by an independently set Code of Fundraising Practice and the Institute of Fundraising provides a free service for councils to limit the location, number and frequency of fundraising visits. Around 125 councils have taken advantage of these voluntary agreements, rather than use PSPOs.

In other circumstances it may be more appropriate to use tools such as community protection notices (CPNs). CPNs are used against specific individuals responsible for causing harm, or for tackling particular problem premises, unlike PSPOs which create a broader ban covering a whole area. Similarly, in many cases existing legislation covering various forms of anti-social behaviour or public order may be adequate.

Feedback from councils suggests that effective consultation with partners, stakeholders and the wider community can help to identify the best way forward (see also support evidence and consultation, below).

“PSPOs aren’t the answer for everything – you need to start by looking at what the issue really is. Often there are easier and more effective tools for dealing with the problem.”

Cheshire West and Chester Council

Where local areas decide that introducing a PSPO may be appropriate, it should be noted that the most robust Orders directly address the detrimental behaviour, rather than activities which may not in themselves be detrimental or which target characteristics that might be shared by some of those responsible (or with the wider public). The Home Office’s statutory guidance reiterates that PSPOs should be used responsibly and proportionately, only in response to issues that cause anti-social behaviour, and only where necessary to protect the public.

There are also a number of practical considerations which should be borne in mind when choosing the right tool. PSPOs can be resource-intensive to introduce and enforce and there will need to be commitment from partners to ensure it can be implemented effectively.

Councils will need to be satisfied that where they choose to pursue introducing an Order as part of their strategy, they have met the requirements of the legislation. This is covered in detail in the following sections.

Introducing a PSPO

Where councils have identified that a PSPO may be a suitable response to a particular local issue, they will then need to consider how to ensure they meet the statutory criteria. This will include determining:

- the appropriate scope of the Order
- the area covered by the restrictions
- the potential impact of the proposals
- how each of the restrictions meets the legal test.

Councils will also need to consider how best the Order should be worded and establish an evidence base to support the proposals, incorporating a consultation process. Other issues, such as the practical implications around implementation and what is possible to enforce, will also need to be borne in mind.

⁴ See, for example, City of York Council: https://www.york.gov.uk/info/20081/arts_and_culture/1155/busking_in_york

Early engagement with partners and stakeholders can be useful in understanding the nature of the issue, how best to respond – and, if an Order is proposed, how it might be drafted. This is likely to require involvement, and pooling of information, from a variety of sources, including councillors and officers from across council departments (including, for example, community safety, environmental health, parks, equalities, legal), police colleagues and external agencies.

It is useful for local areas to seek early contact with interest groups when scoping their proposals, to help identify how best to approach a particular issue, before the formal statutory consultation takes place. For example, a local residents' association or regular users of a park or those involved in specific activities in the area, such as buskers or other street entertainers. An effective consultation process with a range of stakeholders will also help to assess the impact of the ASB and where an appropriate balance for restrictions on behaviour should lie (see supporting evidence and consultation, below).

“Engagement with representative groups early on was really constructive – they helped advise us on other legislation we needed to be mindful of, and helped us draft something that worked.”

Carmarthenshire County Council

Ongoing engagement with, and commitment from, partners will be crucial for introducing, implementing and enforcing a PSPO and ensuring there are resources available to support it.

Activity subject to an Order – overview

PSPOs can be used to restrict a broad range of activities. Under section 59 of the 2014 Act, local authorities must be satisfied on reasonable grounds that the activity subject to an Order:

- has a detrimental effect on the quality of life of those in the locality (or it is likely

that activities will take place and have such an effect)

- is (or is likely to be) persistent or continuing in nature
- is (or is likely to be) unreasonable
- justifies the restrictions being imposed.

PSPOs must set out clearly what the detrimental activities are. What may be regarded as ‘anti-social’ is a subjective concept, and similarly determining whether or not behaviour is detrimental and unreasonable can present some challenges and will require careful consideration.

Councils will need to assess how certain behaviours are perceived, and their impact – both on the community broadly, and on its most vulnerable individuals. Some areas have included an additional test locally that the behaviour needs to be severe enough to cause alarm, harassment or distress. Collating evidence that illustrates the detrimental impact of particular activities will be important (see supporting evidence and consultation, below).

When assessing what is ‘unreasonable’ activity, councils will need to balance the rights of the community to enjoy public spaces without ASB, with the civil liberties of individuals and groups who may be affected by any restrictions imposed. Further, some of those affected by possible restrictions may be vulnerable and councils need to look carefully at what impact the proposals might have on certain groups or individuals (see assessing potential impact and the Equality Act, below).

Appropriate restrictions

As set out above, the restrictions imposed by an Order must be reasonable, and either prevent or reduce the detrimental effect of the problem behaviour, or reduce the risk of that detrimental effect continuing, occurring or recurring. Ensuring that the prohibitions or requirements included in a PSPO are solid, easily understood and can withstand scrutiny is key.

Orders must state what restrictions are being imposed to either prohibit certain things, and/or require certain things to be done by those

engaged in specific activities. PSPOs are most effective and most robust to challenge where they are **tightly drafted and focus on the precise harmful behaviour identified**. Being clear on addressing the problem behaviour in an Order can help avoid the risk of unduly pursuing individuals who may not be causing any real harm.

Homeless people and rough sleepers

The Home Office guidance sets out that PSPOs should not be used to target people based solely on the fact that someone is homeless or rough sleeping, as this in itself is unlikely to mean that such behaviour is having an unreasonably detrimental effect on the community's quality of life which justifies the restrictions imposed. It suggests the council should consider whether the use of a PSPO is the appropriate response and if it will have a detrimental impact on homeless people and rough sleepers. Councils will find it useful to consult with national or local homeless charities on this issue, when councils are considering restrictions or requirements that could affect homeless people and rough sleepers.

Groups hanging around/standing in groups/playing games

It is important that any Orders put in place do not inadvertently restrict everyday sociability in public spaces. Restrictions that are too broad or general in nature may, for instance, force young people into out-of-the-way spaces and put them at risk. It is useful to consider whether there are alternative spaces that they can use. The Home Office guidance notes that people living in temporary accommodation may not be able to stay in their accommodation during the day and may find themselves spending extended time in public spaces. It's important to consider when putting in place any restrictions that public spaces are available for the use and enjoyment of a broad spectrum of the public, and that people of all ages are free to gather, talk and play games.

In the London Borough of Brent, residents and park users identified issues with public defecation, alcohol use, public disturbances and intimidation. The council introduced a PSPO targeting the cause of the ASB – groups congregating, attracted by offers of casual labour. The council was keen not to enforce against rough sleepers or job-seekers but instead outlaw the offering of employment within the area, and the running of an unlicensed transport service. The aim was to deter those seeking to exploit casual labourers and those profiting from bringing certain groups to the area.

Proposals should clearly define which specific behaviours are not permitted or are required, and any exemptions that might apply. Careful wording will help people to understand whether or not they are in breach once the Order has been implemented and give them an opportunity to modify their behaviour. It will also help to avoid any unintended consequences. Councils' legal teams should be able to advise on the precise wording to use.

Limitations

There are some limitations set out in the legislation regarding behaviours that can be restricted by PSPOs. Under the 2014 Act, local authorities must have regard to the freedoms permitted under articles 10 and 11 of the Human Rights Act 1998 when drafting, extending, varying or discharging an Order. These cover freedom of expression, and freedom of assembly and association respectively (although it is worth noting here that PSPOs might be considered appropriate for addressing aggravating behaviours such as the use of noise-enhancing equipment like amplifiers). Wherever proposals for an Order have the potential to impinge on the rights under articles 10 and 11, consideration must be given as to how to demonstrate that they satisfy the requirements of paragraph 2 in each of the articles.

Where a PSPO covers alcohol prohibition, section 62 of the 2014 Act lists a number of premises to which an Order cannot apply – such as licensed premises.

Further, there are some restrictions under section 63 on what action might be taken for a breach of an Order that prohibits consumption of alcohol (see enforcement and implementation, below).

Where Orders will restrict public rights of way, section 64 of the Act requires authorities to consider a number of issues, including the impact on those living nearby and the availability of alternative routes – and sets out some categories of highway where rights of way cannot be restricted. Councils may also conclude that PSPOs restricting access should only be introduced where the ASB is facilitated by the use of that right of way – otherwise it may be more appropriate to draft an Order focussed on the problem behaviour instead.

Some PSPOs have been introduced to address ASB linked with ingesting new psychoactive substances (NPS). The Psychoactive Substances Act 2016 introduces new legislation regarding the production and supply of NPS, but, unlike controlled drugs, does not criminalise the possession of substances alone.⁵ Effective implementation and enforcement of PSPOs that deal with the consumption of psychoactive or intoxicating substances will require particularly careful consideration. Wording of these Orders should be precise to avoid any unintended consequences, ensuring it is clear what substances are covered or exempted.⁶

Area subject to an Order

The Act and Home Office statutory guidance set out the types of land which can be subject to a PSPO, or where additional considerations or requirements apply (eg when undertaking the consultation process). The activity restricted by an Order must be carried out in a public place, which is defined in the legislation as ‘any place to which the public or any section of the public has access, on payment or otherwise, as of right or by virtue of express or implied permission’.

⁵ Unless in a custodial institution.

⁶ It may be useful to refer to The Psychoactive Substances Act 2016, which includes a list of substances that might be deemed to produce a psychoactive effect when consumed but which are exempt from the scope of the 2016 Act – for instance medicinal products, nicotine or caffeine.

There may be some restrictions on the activities that can be prohibited on certain types of land (registered common land, registered town or village greens and open access land) which should also be considered. For instance, restrictions on access to registered common land may be subject to a separate consents process under The Commons Act 2006.⁷ Further, for Orders that restrict public rights of way, section 65 of the 2014 Act sets out certain categories of highway to which such an Order cannot apply.

For addressing behaviour on privately-owned open spaces, other approaches may be more effective and appropriate. Private landowners are responsible for behaviours which occur upon their land and where landowners can be identified and traced, councils should work with them to address problem behaviour. Where landowners do not engage, councils may utilise other tools and powers available to them, such as Community Protection Notices or Civil Injunctions.

In Oldham, the council has successfully worked with a group of landowners and residents to enable them to find their own solutions to improve security and reduce ASB.

Determining the extent of the geographical area covered by an Order will mean identifying what is proportionate in the circumstances and restricting activities only where necessary – ie only where the legal test is met. It may be difficult to demonstrate that the statutory criteria under section 59 have been met across an entire broad geographical area; evidence about the extent of the anti-social behaviour within a locality should be used to inform appropriate boundaries (see supporting evidence and consultation, below).

⁷ Further information and links to additional guidance: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/364851/Public_and_open_spaces_information_note.pdf

In some cases of course it will not be appropriate to introduce broad-scale restrictions. When drafting an Order placing restrictions on dogs for instance, it should be considered that owners have a duty under the Animal Welfare Act 2006, to provide for their animal's welfare, which includes exercising them. In determining the area covered by restrictions, councils should therefore consider how to accommodate the need for owners to exercise their animals.

The area which the PSPO will cover must be clearly defined. Mapping out areas where certain behaviours **are** permitted may also be helpful; for instance identifying specific park areas where dogs can be let off a lead without breaching the PSPO.

Controlling the presence of dogs

The Home Office guidance encourages councils to publish a list of alternative sites which dog walkers can use to exercise their dogs without restrictions. Councils should also consult dog law and welfare experts, for example, vets or animal welfare officers and organisations affected by restrictions before seeking to a PSPO. It may be useful to consult the Kennel Club on these issues.

The Department for Environment, Food and Rural Affairs has produced guidance in the form of a practitioner's guide on a range of tools available to deal with irresponsible dog ownership, for example, the use of a Community Protection Notice.

Where parish and town councils wish to deal with dog control issues, they are advised to approach the relevant authority, including whether a PSPO would provide the means to address the issues being experiencing by the local community. If the principal authority is satisfied that the legal tests for the use of the power are met and that it is a proportionate response to the level of harm and nuisance being caused it should consider consulting on putting in place a PSPO.

Practical issues, such as effective enforcement and erecting signs in (or near) an area subject to an Order – as required by the legislation – should also be borne in mind when determining how large an area the Order proposals might cover.

Displacing behaviour

Notwithstanding the requirements outlined above, when defining the area restrictions should cover, consideration should be given as to whether prohibitions in one area will displace the problem behaviour elsewhere, or into a neighbouring authority. It is worth noting here that the legislation allows for Orders to address activity that 'is likely to' occur in that public place. Local areas can therefore consider whether there are any legitimate concerns that introducing an Order in one area, and not another, could simply move issues somewhere else – and thus whether it would be appropriate to extend into a larger area or adjacent street. Councils will however need to ensure that a proportionate approach is taken overall, and that there is evidence to support using a broader approach.

Where there are concerns that activity may be displaced into other areas, authorities should contact neighbouring councils to discuss managing any unintended consequences.

Order exemptions

The legislation allows for Orders to apply only in particular circumstances and may include certain exemptions. Restricting behaviours only at certain times of day, or on a seasonal basis, can help to balance the needs of different groups and may be easier to enforce. Orders might only cover times of day when the issue is particularly acute, or when the problem behaviour will have more of an impact on others. Similarly, some types of ASB can be seasonal in their nature, for example relating to school holidays or summer weather. It may be the case that only at certain times will the behaviour be regarded as sufficiently 'detrimental' to satisfy the legislative test.

Exemptions for particular groups may be appropriate. For instance, for PSPOs controlling the use of dogs, it is likely that

assistance dogs should be exempt; this will need to be explicitly stated in the wording of the Order.⁸ Exemptions might also cover particular circumstances where restrictions may or may not apply. Undertaking an effective impact assessment (see assessing potential impact and the Equality Act, below) should help to identify the consequences of a proposed Order on specific groups and therefore whether certain exemptions would be appropriate.

Assessing potential impact and the Equality Act 2010

It is important for councils to consider carefully the potential impact of a PSPO on different sections of their communities. In introducing an Order, councils must take care to ensure that they comply with the requirements of the public sector equality duty under the Equality Act 2010. The Equality Act requires public authorities to have due regard to a number of equality considerations when exercising their functions. Proposals for a PSPO should therefore be reviewed to determine how they might target or impact on certain groups.

Although it is not a specific requirement of the legislation, it is recommended that areas undertake an Equality Impact Assessment (EIA) to assess whether the proposed PSPO will have disparate impact on groups with protected characteristics.⁹ This process will help councils to establish any potential negative impacts and consider how to mitigate against these. This exercise will also help to ensure transparency.

Areas that have undertaken an EIA before introducing a PSPO have reported how useful this was¹⁰, providing an opportunity to give full and separate consideration to the effect that each of the prohibitions or requirements might have on those in particular groups, and

enabling areas to consider how they could minimise any negative consequences – both in terms of the scope of the proposals and in how they might be implemented. Undertaking an EIA before introducing a PSPO can help to inform how best to balance the interests of different parts of the community, and provide evidence as to whether or not the restrictions being proposed are justified – as required by section 59 of the 2014 Act.

Duration of PSPOs

Orders can be introduced for a maximum of three years, and may be extended beyond this for further three-year period(s) where certain criteria are met (see extension, variation and discharge, below). The proposed length should reflect the need for an appropriate and proportionate response to the problem issue. Some areas have introduced shorter Orders to address very specific issues, where it is felt that a longer-term approach is unnecessary.

Supporting evidence and consultation

Local areas will, of course, need to satisfy themselves that the legislative requirements are met before an Order can be introduced, and obtaining clear evidence to support this is important. Collating information about the nature and impact of the ASB subject to the PSPO are core elements of the evidence-gathering and consultation process and will help inform the council's view as to whether the requirements under section 59 of the Act have been fulfilled.

The evidence will need to be weighed up before authorities can determine whether or not it is appropriate and proportionate to introduce a PSPO at all, and if so, whether the draft proposals are suitable. It can be used to help shape the scope of the Order, including any exemptions – such as times of day when a behaviour might be prohibited – and can also help to determine what area the Order should cover and how long it should last. The most robust Orders will be supported by a solid evidence base and rationale that sets out how

⁸ This differs from some Dog Control Orders, which automatically excluded assistance dogs from restrictions.

⁹ The Equality Duty covers: age, disability, gender, gender reassignment, pregnancy and maternity, race, religion or belief and sexual orientation. Marriage and civil partnership are also covered in some circumstances.

¹⁰ See example from Oxford City Council: <http://mycouncil.oxford.gov.uk/ieDecisionDetails.aspx?AllId=10095>

the statutory criteria for each of the proposed restrictions have been met, and demonstrates a direct link between the anti-social behaviour and the PSPO being proposed in response.

The nature of this evidence, and how it should be weighted, is largely down to councils to determine, although obtaining a range of data from different sources as part of this process will be particularly useful in informing decision-making, and may help to avoid challenge further down the line (see further evidence, below, for specific examples). The Act does however require that there is a consultation process before an Order can be made (and held again when an Order is extended, varied or discharged).

Statutory consultation – who to contact?

Before introducing, extending, varying or discharging a PSPO, there are requirements under the Act regarding consultation, publicity and notification (see also publication and communication, below).

Local authorities are obliged to consult with the local chief officer of police; the police and crime commissioner; owners or occupiers of land within the affected area where reasonably practicable, and appropriate community representatives. Any county councils (where the Order is being made by a district), parish or community councils that are in the proposed area covered by the PSPO must be notified.

There are additional requirements under the Act regarding Orders that restrict public rights of way over a highway (see below), but beyond this, and the broad requirements above, local authorities can determine for themselves what an appropriate consultation process might entail. However, this does provide an important opportunity to seek a broad range of views on the issue and can be invaluable in determining ways forward, establishing the final scope of the proposals and ascertaining their impact.

Encouraging open discussion as part of the consultation process can help to identify how best to balance the interests of different groups – both those affected by the anti-social

behaviour and those who will be restricted by the terms of an Order – and a chance to explore whether there may be any unintended consequences from the proposals; in particular, any adverse impacts on vulnerable people.

‘Community representatives’ are defined broadly in the Act as ‘any individual or body appearing to the authority to represent the views of people who live in, work in or visit the restricted area’. This gives councils the freedom to determine who best to contact given local circumstances and the scope of the proposals. Those who will be directly affected by the Order, or groups representing their interests, should be directly approached. Further, several areas have reported that they found it useful to actively seek out stakeholders who might oppose the proposals during their consultation.

In several areas early discussions with stakeholders who might be affected by a PSPO have proven very useful. This engagement, often before a more formal consultation process, not only provides an opportunity to discuss the anti-social behaviour and its impact on others, but also gives the council an in-depth understanding of stakeholders’ key concerns, and tests the impact that any restrictions on behaviour might have. This has helped scope the proposals and in some cases identified alternative ways of tackling the problem behaviour.

Identifying appropriate stakeholders to approach will obviously depend on the nature and scope of the PSPO in question. Alongside residents, users of the public space, and those likely to be directly affected by the restrictions, this might include residents’ associations, local businesses, commissioned service providers, charities and relevant interest groups.

The Kennel Club (via KC Dog) has been contacted by several councils looking to introduce PSPOs affecting dogs and their owners. Where an Order will restrict access over land, utility service providers should be included within the consultation process.

Consultation approaches

Councils should use a range of means to reach out to potential respondents, some of whom may be unable to feed back in certain ways, eg online. Local demographics and the characteristics of those who may be most affected by the ASB or the Order can also help to identify the best mechanisms for ensuring a comprehensive consultation process (for instance, using social media where young people may be particularly affected). Similarly, different tools may be utilised in various ways to enrich the information gathered – for instance, a survey of park users which is repeated at various times of day to cover a range of people using the public space.

Existing meetings such as ward panels may provide opportunities to discuss the issue and encourage more formal consultation responses. Securing written statements from those particularly affected, such as landowners, can be particularly useful in building the evidence base for supporting the introduction of a PSPO.

In Cheshire West and Chester their PSPO consultation not only asked respondents whether or not they found particular activities problematic, but also whether or not that behaviour should be addressed via a PSPO. By asking open questions that allowed for free comments, it provided an opportunity for respondents to give their views on what they felt should be a proportionate response to each specific issue identified.

An effective consultation should provide an overview of what the local issues are, set out why a PSPO is being proposed, and what its impact would be. Publishing details of the extent of the problem behaviour can assist respondents to understand why a PSPO is being considered and help inform views on whether it would therefore be an appropriate response.

The consultation should also provide sufficient means for respondents to oppose the proposals and may also be used to elicit

views on alternative approaches. Achieving a healthy response rate, with considered responses, will help to support the evidence base for introducing an Order and refuting challenge.

“The open consultation format was actually really useful in identifying new issues. We haven’t lost anything from the process; all these things have gone into action plans to try and sort out.”

Cheshire West and Chester

Examples of consultation methods from local areas include:

- online questionnaires
- postal surveys
- face-to-face interviews
- contact with residents’ associations
- focus groups with stakeholders and interest groups representing those who will be affected
- discussions with service providers working directly with affected groups
- discussions at ward panel meetings
- publicity via local press or social media
- publications in libraries and other public buildings
- on-street surveys
- drop-in sessions in the area subject to the PSPO.

Surveys or questionnaires have been an integral part of councils’ consultation processes for PSPOs and provide a chance to test the extent to which the proposals satisfy the statutory requirements under section 59. The questions might explore:

- what effect the activities in question have on residents, businesses and visitors – and whether this is detrimental

- how safe respondents feel and what impacts on this
- how often problem behaviours are personally encountered by individuals
- when and where problems occur
- whether the behaviour is so unreasonable that it should be banned.

Feedback from some areas suggests that seeking expert advice on drafting questions and undertaking consultations can help ensure that questions are appropriately phrased, clear and objective.

There are no statutory requirements about the length of the consultation process. However it should be ensured that its duration allows sufficient time to meaningfully engage with all those who may be impacted by the Order, taking into account for instance any holiday periods that may affect response rates – this may take several weeks or even months. Some issues may require time to fully explore and understand – councils should not be reluctant to extend the initial consultation period if it is clear that this would be beneficial in the longer-term.

Additional requirements for PSPOs restricting public rights of way

In the case of Orders restricting access over public highways (eg through the installation of gates), the Act sets out specific additional requirements for the consultation process. The council must notify those who may be potentially affected by the Order, let them know how they can see a copy of the PSPO proposals and when they need to submit any responses, and is required to consider any representations made. Councils must also consider the effect of the restrictions on occupiers of premises adjacent to or adjoining the highway, on other people in the locality and, where this is a through route, whether a reasonably convenient alternative is available. These considerations should include, for example, access for emergency services or utility companies.

Achieving support from the local community for these types of Orders is particularly

important for ensuring their success; if gates are regularly left open by residents then it is unlikely that the ASB will be addressed.

In Oldham, a two-stage process is used for consultation for PSPOs that restrict access over public highways.

After local discussions it was found that often directly-affected properties were occupied by transient residents who were less likely to respond to a consultation process. This negatively impacted upon settled residents as non-responses were not counted towards the approval rate for schemes and failure to reach the agreed approval rate resulted in proposals not being progressed any further.

Working with residents and councillors, the policy was amended and now states that if, after two contacts, there is no response from a household directly affected by the proposal, and in the absence of a clear objection, the default position becomes support for the proposed Order, thus achieving a much higher level of support for the proposals. In order to achieve a balance the approval rate required to move to the next step of broader consultation was increased to 90 per cent.

Consultation outcomes

Consultation responses will clearly require some analysis once they are collected. Councils might consider examining the demography of respondents to the consultation. This can help to gauge whether they are, for example, residents or visitors, and can be useful in determining who is likely to be impacted most by either the problem behaviour or restrictions on behaviour. This can be useful in helping to shape the final Order provisions.

“The consultation allowed us to measure the fear of crime – often things are not reported and the statistics don’t show this.”

Cheshire West and Chester Council

Councils may wish to publish the outcomes of their consultation process, and other supporting evidence, in the interests of transparency (subject to data protection requirements).

Further evidence

As noted above the 2014 Act requires local authorities to formally consult with the police and the police and crime commissioner (PCC) – and there should be further engagement with relevant lead officers from the police to help build the evidence base and identify the potential impact of an Order. Early engagement with and support from police partners is likely to be key in introducing an Order. As well as assisting with identifying the problem behaviour and therefore the scope of any responses, this can also help to draw out some of the more practical implications of introducing an Order, such as how it will be enforced – which may shape how the PSPO is drafted.

Alongside eliciting views from the police and PCC, there may be a number of additional sources of information that help to inform decision-making and support (or oppose) the introduction of an Order or specific prohibitions. These might include:

- the community safety partnership's strategic assessment
- police data on crime and anti-social behaviour incidents (including the impact of some problem behaviours, such as excessive drinking)
- hospital data on ingesting new psychoactive substances
- calls to 101
- calls to council services reporting incidents
- residents' logs and photographs of anti-social behaviour
- mapping of problem areas
- data on the effectiveness of previous Gating Orders or Dog Control Orders
- CCTV footage of incidents
- reports from council staff such as park wardens and cleaners.

Collecting data covering a prolonged period may help to satisfy the legislative requirement that the activities subject to the draft Order are persistent. Some areas have collated evidence covering a two year period in order to demonstrate this.

Political accountability, scrutiny and sign-off

Within the confines of the framework outlined above (and subject to legal challenge), councils have the freedom to determine their own procedures for introducing a PSPO, ensuring that the statutory requirements have been met and giving final approval for an Order to go ahead.

Close involvement of councillors and ensuring political buy-in throughout the implementation process are key. This provides political accountability for decisions taken – which is particularly important if the proposals may attract some opposition, and where insufficient member involvement may lead to challenge. Political support is also important to ensure that sufficient resources will be made available to implement and enforce the PSPO throughout its duration. Many areas have agreed that final approval and sign-off of PSPOs should be undertaken at cabinet/ executive or Full Council level.

In ensuring that the requirements under section 59 of the 2014 Act have been satisfied, councillors will have a significant role to play in unpicking what might be regarded as unreasonable and detrimental behaviour in the locality and what would constitute reasonable restrictions or requirements.

Discussions at senior political level by those who understand their local areas best, will help to ensure that the views of all parts of the community are reflected, and find an appropriate balance between the interests of those affected by the ASB and those likely to be affected by the proposed restrictions.

Councillors will also have an important role in examining the processes used in drafting the proposals. This will include analysing the outcomes of the consultation process and other supporting evidence offered to satisfy the statutory criteria, and determining whether, on balance this provides sufficient grounds to proceed (it should be noted here the need to ensure compliance with data protection legislation when sharing this information).

Several areas have used overview and scrutiny committees to examine draft Orders and challenge proposed ways forward. This adds a further element of democratic accountability and helps to ensure that decisions made are sound and transparent. In several cases, involvement from scrutiny committees has helped to focus the scope of Orders proposed.

Committees provide a useful mechanism to test the proposals and their potential impact, and the evidence base for introducing them; front-line councillors can provide different perspectives and may also offer suggestions for alternative approaches.

Suggested questions for overview and scrutiny committees

What evidence is there that the anti-social behaviour is or is likely to be persistent, detrimental and unreasonable?

Why is a PSPO being proposed to address this issue or issues?

Is the proposed restriction proportionate to the specific harm or nuisance that is being caused?

What alternative approaches are available and why is a PSPO appropriate in these circumstances?

Will the proposals alleviate each of the problem behaviours?

Have exemptions been considered?

What might be the unintended consequences for each aspect of the

PSPO?

What will be the impact on different groups? Has an equalities impact assessment been undertaken and what were its findings? What can be done to mitigate against any negative consequences?

How have the consultation outcomes and other evidence collated been taken into account?

How will the PSPO be enforced for each restriction/requirement? Are there sufficient resources to do this effectively?

Enforcement and implementation

Enforcement protocols

As noted earlier, issues regarding some of the more practical aspects of implementation and enforcement of PSPOs should be borne in mind from the beginning of the planning process – and may help shape the scope and wording of the Order itself. Further, effective implementation of a PSPO is likely to be part of a broader strategic approach that includes a number of different initiatives to tackle the problem issues.

Beyond this, local areas will want to develop specific protocols regarding enforcement action, before the Order is implemented. These protocols should incorporate expert input on the issues related to the ASB in question, and, recognising that there may be other options available to address a particular ASB incident, provide guidance on what might be the most appropriate legislative (or other) tool to use in different circumstances. Some areas have developed a process map to provide a step-by-step diagram to agreed enforcement procedures.

Protocols should also cover what should be done in the event of a breach. It is an offence under section 67 of the 2014 Act to breach an Order without a reasonable excuse. In the case of Orders that prohibit alcohol

consumption, where it is reasonably believed that a person has been or intends to consume alcohol, it is an offence under section 63 either to fail to comply with a request not to consume or to surrender alcohol (or what is reasonably believed to be alcohol or a container for alcohol).

Procedures should therefore consider circumstances where there may be a 'reasonable excuse' for breaching the Order, for instance a medical reason for public urination (such circumstances may be covered explicitly as exemptions in the wording of the Order). Protocols also provide a further opportunity to recognise that some of those responsible for the behaviour covered in the Order may themselves be vulnerable and in need of support; they should therefore include referral pathways where there are any safeguarding concerns, and signpost to other services.

In the London Borough of Brent enforcement of the PSPO is shared between the police and the council with joint visits from UK Border Agency and Brent's employment and skills team, who seek to offer routes into legitimate employment for jobseekers.

Who is responsible for enforcement will vary across areas. In some, enforcement will be undertaken by council officers – this may include ASB officers, housing officers, park wardens, etc – and in others this may be undertaken in partnership with police officers and/or police community support officers. Protocols may therefore require agreement regarding patrolling activity and reporting arrangements – some of which will be informed by the specific behaviour in question. Some authorities have also encouraged local people to report incidents of possible breaches, which can help shape enforcement responses going forward, particularly around timetabling patrols.

“Local communities have helped to identify the peak periods for problems in the park – patrol times can then be planned accordingly.”

Coventry City Council

As well as developing protocols, training will help delegated officers to understand how the Order should be enforced in practice. In Cheshire West and Chester, this included training from the ambulance service to reinforce that the safety of individuals was paramount and help officers understand, for instance, the possible dangers of ingesting psychoactive substances.

Some areas have used a 'soft-launch' period as the Order becomes live. This provides an opportunity to test protocols with officers before full implementation. It also gives councils the chance to raise awareness of the new pending prohibitions – and demonstrate that some behaviours have been causing concern. However areas should consider how to manage any risks if implementation is delayed.

Fixed penalty notices

As noted above, it is an offence under section 67 to breach an Order without reasonable excuse, and where Orders prohibit alcohol consumption, it is an offence under section 63 to fail to comply with a request not to consume or to surrender alcohol (or what is reasonably believed to be alcohol/a container for alcohol).

Under the Act, authorised officers have the power to issue fixed penalty notices (FPNs) to anyone they reasonably believe is in breach. Section 68 sets out a framework for issuing FPNs but councils will also have their own broader protocols around issuing fines to which they should also refer – this might cover, for instance, whether or not fines are issued to those aged under 18. Protocols should also cover when it would be appropriate to pursue an individual further where an FPN is issued but remains unpaid after the prescribed period. In addition, there will be a need to plan for practical elements before implementation, such as developing

specific FPN templates for dealing with PSPO breaches.

“There was some concern that a £100 FPN might not be an adequate deterrent and that a broader financial range for FPNs, up to £400, would be preferred. However, the current arrangements do allow for a summons to court to be issued for persistent offenders where multiple FPNs have been issued.”

Royal Borough of Kensington and Chelsea

It will not always be appropriate to issue FPNs. Warnings may often be sufficient, and in many areas this is the initial preferred response. In some, advice sheets are handed out in the majority of cases, informing recipients that their behaviour breaches an Order, giving them the chance to comply or providing an opportunity for them to be moved on. Councils have reported that in most cases this has been sufficient to address the behaviour and there has been no need to take further action.

Publication and communication

Using an effective communication strategy to raise awareness about a PSPO is important throughout the implementation process, and should incorporate contact with partners and stakeholders as well as members of the public. Successful communications can help with informing the appropriate scope of an Order, engaging members of the community and others during the consultation process, and ensuring effective enforcement.

The legislation also sets out a number of requirements. Draft proposals for a PSPO must be published as part of the consultation process. For new or varied Orders the text must be published; for extended or discharged Orders the proposal must be publicised.

Home Office guidance suggests the close or direct involvement of elected members will help to ensure openness and accountability. The guidance suggests this can be achieved, for example, where the decision is put to the Cabinet or full council.

The area covered by the proposals must be well defined; publishing maps of the affected area will help to clarify where behaviours are controlled. There are requirements in the legislation for notifying any parish or community councils in the affected area, and for notifying the county council where the Order is being made by a district council. There are further requirements for formal notifications regarding Orders that restrict access to public highways (see also supporting evidence and consultation, above).

Regulations set out additional requirements regarding the publication of PSPOs¹¹ that have been made, varied or extended, stipulating that these must be:

- published on the local authority’s website
- erected on or adjacent to the place the Order relates to, and is sufficient to draw attention, setting out the effect of the Order and whether it has been made, varied or extended.

The same requirements apply where an Order has been discharged, and must also include the date at which it ceases to have effect.

Signs publishing the Order in the affected locality do not necessarily need to set out all the provisions of the Order, but rather state where this information can be found. Multiple signs are likely to be required, particularly where the Order covers a large area.

These requirements should be regarded as a minimum and a range of options should be explored; in practice it is helpful to use a variety of means to help publicise the Order to raise awareness, avoid confusion and give people the opportunity to comply.

¹¹ Statutory Instruments 2014 no. 2591 The Anti-social Behaviour Crime and Policing Act 2014 (Publication of Public Spaces Protection Orders)

Effective communication helps people understand what behaviours are expected in particular areas, and reduces the need to rely on enforcement measures.

In some areas leaflets have been printed detailing the new prohibitions in different languages, for distribution by officers. Similarly the nature of the Order itself may suggest some communication channels may be more effective than others. For instance, an Order covering the ingestion of legal highs at a music festival in Chelmsford was promoted via a social media campaign to reflect the demographics of those most likely to be attending the festival and who are likely to be reached via these means.

Effective communication with residents and partners throughout can also help manage expectations about the impact of introducing an Order. Putting a PSPO in place can be a lengthy process and it is important to maintain communication about when it will come into effect and/or be enforced and if other measures are being utilised in the interim. In addition this can help residents to understand that simply having an Order in place is unlikely to resolve an issue overnight – which may be even more important where there has been media interest in the proposals.

Legal challenge

PSPOs can be challenged under the Act on the grounds that the local authority did not have the power either to make the Order or include particular prohibitions or requirements, or that proper processes had not been followed as prescribed by the legislation. Challenges must be made to the High Court within six weeks of the Order being made, and by an individual who lives in, regularly works in or visits the restricted area. The High Court can uphold, quash or vary the PSPO and may decide to suspend the operation of the PSPO pending the verdict. As with all orders and powers, the making of a PSPO can be challenged by judicial review on public law grounds within three months of the decision or action subject to challenge.

Extension, variation and discharge

A PSPO can be made for a maximum duration of up to three years, after which it may be extended if certain criteria under section 60 of the Act are met. This includes that an extension is necessary to prevent activity recurring, or there has been an increase in frequency or seriousness of the activity. Extensions can be repeated, with each lasting for a maximum of three years. Effective evaluation of Orders will be important when determining whether any extensions or variations would be appropriate.

Councils should consider carefully what length of time would be reasonable and proportionate given the nature of behaviour in question and the impact of the restrictions being posed – byelaws, which are permanent, may be more appropriate if the issue concerned is unlikely to be transient. The impact of the original Order should be evaluated before any extensions are approved – where ASB has been completely eradicated as a result of a PSPO, it is proportionate and appropriate to consider the likelihood of recurrence of problems if the Order is not extended.

Orders can also be varied under the Act, by altering the area to which it applies, or changing the requirements of the Order. The same legislative tests of detrimental impact, proportionality and reasonableness need to be satisfied, as set out earlier in this guidance. Similarly, PSPOs can be discharged before their original end date.

Where PSPOs are varied, extended or discharged, there are statutory requirements regarding publishing or publicising this and councils are required to undertake a further consultation process (see publication and communication, above). Similarly, under section 72 councils are required at all of these stages to have particular regard to articles 10 and 11 of the Human Rights Act 1998 (see limitations, above).

In light of the updated statutory guidance from the Home Office on anti-social behaviour powers, published in December 2017, councils should review their PSPOs

when they are up for renewal and take into account these recent changes to the statutory guidance.

protocols are being used and whether practices are appropriate and consistent.

Existing Designated Public Place Orders, Gating Orders and Dog Control Orders

Any DPPOs, Gating Orders or DCOs are automatically treated as if they were provisions of a PSPO. The transitioned Order will then remain in force up to a maximum of three years (2020) from the point of transition.

There is no requirement in the legislation for councils to undertake a new consultation process where existing DPPOs, Gating Orders or DCOs automatically transition, although local areas may consider reviewing these current Orders ahead of this time to ensure their provisions meet the legal tests for PSPOs. It is recommended that councils publicise any PSPOs that replace existing DPPOs, Gating Orders or DCOs to help raise public awareness.

Local councils have the discretion to consider what changes to signage are needed to notify members of the public. Any extension, variation or discharge of a transitioned PSPO would mean the local councils should carry out the necessary consultation and publication of the proposed Order.

Evaluating impact

As noted above, evaluating the impact of a PSPO will be important when considering extending or varying an Order, however assessing the effects, and effectiveness of the Order, should form part of ongoing performance management. Several areas have introduced procedures to monitor the impact of an Order at regular intervals.

A thorough evaluation will help to determine if the PSPO has addressed each aspect of the problem behaviour, whether discharging or varying the Order would be appropriate – and why – and what any variations might look like. Crucially it will also help measure the impact on people, including identifying any unintended consequences of the provisions. It should consider whether there has been any displacement of the issue to other areas and might also look at how enforcement

Resources

Anti-social Behaviour, Crime and Policing Act 2014: Reform of anti-social behaviour powers – Statutory guidance for frontline professionals

Home Office, December 2017

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/670180/2017-12-13_ASB_Revised_Statutory_Guidance_V2_0.pdf

A councillors' guide to tackling new psychoactive substances

LGA 2016

<http://www.local.gov.uk/councillors-guide-tackling-new-psychoactive-substances>

A guide to community engagement for those contemplating management on common land

Natural England, 2012

www.historicengland.org.uk/images-books/publications/common-purpose/

Dealing with irresponsible dog ownership: Practitioner's manual

Defra, 2014

www.gov.uk/government/uploads/system/uploads/attachment_data/file/373429/dog-ownership-practitioners-manual-201411.pdf

Ending rough sleeping by 2012:

A self-assessment health check

Department for Communities and Local Government, 2009

<http://webarchive.nationalarchives.gov.uk/20120919132719/http://www.communities.gov.uk/documents/housing/pdf/endroughsleeping.pdf>

Reform of anti-social behaviour powers: Public and open spaces

Home Office information note, Home Office, 2014

www.gov.uk/government/uploads/system/uploads/attachment_data/file/364851/Public_and_open_spaces_information_note.pdf

Legislation

Anti-social Behaviour, Crime and Policing Act 2014

www.legislation.gov.uk/ukpga/2014/12/part/4/chapter/2

Anti-social Behaviour, Crime and Policing Act 2014 (Publication of Public Spaces Protection Orders) Regulations 2014

<http://www.legislation.gov.uk/uksi/2014/2591/contents/made>

Human Rights Act 1998

www.legislation.gov.uk/ukpga/1998/42/contents

Psychoactive Substances Act 2016

www.legislation.gov.uk/ukpga/2016/2/contents



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We consider requests on an individual basis.



A Dog Management Strategy for Burnham Beeches.

Achieving a balance for all site visitors.

Section 1. Statement of intent.

The City of London's Epping Forest and Commons Committee approved the introduction of Dog Control Orders (DCOs) at Burnham Beeches National Nature Reserve (NNR) in 2014. Under the Anti-social Behaviour, Crime and Policing Act 2014 these DCOs have effect as if they were Public Spaces Protection Orders (PSPOs) from 20th October 2017. The Epping Forest and Commons Committee resolved in July 2017 to extend their effect for a further three years from 1st December 2017. This document sets out the reasons for maintaining the PSPOs and how the City of London will enforce them.

Section 2. Aim.

The aim of the PSPOs at Burnham Beeches is to deal effectively with dog related issues that have had a detrimental effect on the quality of life for those visiting the site and have been of a persistent and unreasonable nature over many years. The PSPOs aims to encourage responsible dog ownership and thereby:

- i. Ensure a fair and proportionate balance between the needs of visitors so that all can enjoy the site
- ii. Minimise the number of dog related incidents and complaints recorded each year
- iii. Ensure the efficient use of local resources to minimise the impact of dog control management on the resources available to manage the site
- iv. Assist the City of London to meet its obligation under the Open Spaces Act 1878, Natural Environment and Rural Communities Act 2006, and other legislation.
- v. Assist the City of London in its legal duty to protect and conserve the ecology and biodiversity of Burnham Beeches.

Section 3. Background.

The 540 acres known as Burnham Beeches was acquired 'in perpetuity' by the City of London between 1880 and 1990 under the City of London Open Spaces Act 1878. The site is highly valued and protected both as a public open space and for the extraordinary range of rare habitats and species found within its boundaries. The Beeches was declared a **Site of Special Scientific Interest** in 1951, a **National Nature Reserve** in 1993 and a **Special Area of Conservation** (EU Habitats Directive, 1992) in 2005.

For the last two decades, the principle aim of the management of Burnham Beeches has been to protect the site from the growing impact of urbanisation at its fringes. In this manner it has helped to protect the quality of life of those who visit the site or live in its locality.

The City of London Corporation is required to maintain a balance between the needs of the various site users. Burnham Beeches welcomes around 551400 visits a year (2015/16), an increase of 1.9% from the previous estimate of 2012/13. Visits to the site are currently increasing by around 4,000 visits per annum and are likely to continue to do so for the foreseeable future due to the considerable development taking place and planned in the local area. As such, pressure on the site will only increase over the next 20 years. Dog walking is a popular pastime at the Beeches with around 150 000 dog visits to the site each year. This equates to approximately 681 dog visits for every hectare of the Reserve.

The City of London recognises the benefits of dog walking, particularly as a healthy activity that encourages physical and mental wellbeing. Dog walkers also contribute to the site via income generated through weekend car park charges and site donations.

To help balance the needs of dog walkers with those of other visitors and the demands of site management the City of London to date has:

- Consulted upon and introduced a local dog walking code including agreement on the definition of 'effective control'
- Consulted upon and produced an overarching Open Spaces 'Dog Walking Policy'
- Enforced the site's byelaws when dog walking has led to serious incidents such as harm to people, other dogs, wildlife and livestock
- Conducted site surveys to investigate the impact of dog walking on the site and its users
- Determined an accurate measure of the number of dog visits to the site each year
- Recorded the number of dog related complaints and incidents each year
- Consulted upon and introduced DCOs on 1st December 2014
- Actively monitored and publicly reported on the impact of DCOs on dog-related incidents at Burnham Beeches
- Conducted a survey to establish visitor attitudes to the continuation of measures introduced under DCO's in 2014 at Burnham Beeches for a further three years as a Public Spaces Protection Order from 1st December 2017

Section 4. The current situation and evidence of need.

Surveys indicate between 35% & 40% of visits to Burnham Beeches include a dog. It is important to note that many dog walkers visit the site several times per week / day; when viewed in terms of numbers of individual visitors to the site, dog walkers represent a small minority of the annual total of individual visitors. However, due to their higher visit frequency this relatively small group of regular site users has the potential to have a disproportionate impact on other site users.

Voluntary Dog Code (2003-2014)

A voluntary dog code, providing guidance for visitors bringing a dog to the site, was introduced following a detailed visitor consultation in 2003. The code asks visitors with a dog to do a few simple things: to always clear up after their pet when it fouls; to ensure their dog always wears a collar with an ID/contacts tag on it; to ensure their dog is always kept under effective control; and to ensure their dog is not allowed to disturb or chase other visitors, wildlife or livestock. The consultation also defined what site visitors viewed as being under effective control i.e. *a dog that is either kept in it's owners sight at all times and returns immediately when called or is kept on a lead.*

In 2007 a new café, toilet block and information centre were provided for visitors. Small voluntary dog exclusion & dogs on-lead zones were introduced around these buildings where so many different users were focused into a small area and where food was being bought and consumed.

Despite the introduction of the code, poor dog behaviour continued to head the list of formal complaints from site users. Generally, these related to a visit that had been spoilt in some way. In addition the site's Rangers recorded and dealt with between 175 – 250 dog related incidents each year: many were of a nuisance nature but some were more serious in their impact on visitors or wildlife. It is important to note that this data does not provide an absolute number of incidents occurring on the site each year, simply a standardised, measurable and repeatable sample that can be compared over the years. Incidents fall into the following categories:

- Dog faeces found on site (bagged or un-bagged and despite the availability of bins)
- Dogs seen running loose around the site without the owner in sight
- Dogs approaching visitors and causing nuisance
- Dogs being seen to chase (and sometimes kill) wildlife and livestock

- Physical harm caused to people such as bites or broken limbs
- Harm caused to private property such as clothing and personal equipment
- Dogs attacking other dogs and causing harm
- Excessive barking
- Dogs stealing food from picnics
- Poor control of dogs by their owners
- Dogs being killed or injured on the public roads that run through the site
- Aggressive responses from dog owners when their pet's behavior is challenged
- Large groups of dogs being walked by a small number of owners (this includes professional dog walkers using the site for business purposes)

The City of London is aware that many dog walkers strive to meet the standards required by the site's dog walking code and the voluntary on-lead/exclusion zones around the cafe. However, this evidence suggests that a significant minority struggle to meet these standards without the use of more formalised rules to support them.

Existing bylaws.

Burnham Beeches has its own bylaws and these are enforced under the Local Government Act 1972. As far as dog walking is concerned the site's bylaws are limited, requiring only that:

- Dogs wear a collar and ID tag
- Dogs do not chase wildlife or livestock
- Dogs are kept under 'effective control'

Dog Control Orders (2014-2017)

In December 2014, five DCOs were introduced at Burnham Beeches covering the same issues and geographical areas as the PSPOs. The DCOs were introduced to reinforce & support the site's bylaws and the voluntary dog code on fouling, confirm the voluntary dogs on-lead and exclusion zones directly around the café, and support the need for dogs brought to the site to be under effective control. The DCOs created a dogs on-lead area where all visitors, non-dog walker and dog walker alike, can be certain how a dog will behave and in the rest of the site (where dogs can be off lead), provide a method of enforcing the need to put a dog on a lead if it cannot otherwise be kept under effective control.

Since the DCOs were introduced there has been a dramatic reduction in dog mess found on the site. The effect is most marked in the areas where dogs are required to be on a lead at all times. That having a dog on a lead improves the owner's awareness of when the dogs foul and therefore likelihood of the foul being cleared is perhaps no surprise. It is interesting to note that there is some indication that more dog mess is left in the off-lead area in the winter period when daylight hours are shorter. This effect may be due to the relative difficulty of monitoring dog behavior in darker conditions, perhaps indicating a further benefit concerning the use of leads under these conditions.

There has been a sharp decline in the number of both nuisance and serious dog issues dealt with and reported each year. This decline is reflected across the whole site.

There has also been a sharp decline in serious dog related incidents on site with no serious 'dog not under effective control' incidents in the dogs on-lead area. All that have occurred have done so in the dogs off-lead areas.

The number of lost dogs reported or dealt with by staff has also decreased.

The use of DCOs at Burnham Beeches has resulted in reductions in ‘nuisance’ and serious ‘dogs out of control’ incidents in a way that was never achieved through the voluntary code and use of site bylaws. This indicates that the continuation of the controls introduced by DCOs is necessary through the use of PSPOs.

The Burnham Beeches Ranger Service continues to proactively encourages good behaviour by visitors, be it dog walking or any other of the wide range of activities that occur.

To support dog walkers, The Beeches:

- provides a dog waste removal service, including dog waste bins and bags, at no cost to visitors
- provides and maintains a specific dog-friendly seating area at the Beeches Café
- provides a free ‘Fact Sheet’ so that dog walkers understand the dog controls
- advertises the local dog walking code via its website, in newsletters and on public notice boards
- organises a number of dog-friendly events

Visitor Access Strategy

Burnham Beeches has the highest density of visitors per hectare of any site of high nature conservation value in England and Wales.

| |
|--|
| 1: Burnham Beeches (6.9 visitors/Ha/day) |
| 2: Richmond Park (6.3/Ha/day) |
| 3: Sherwood Forest (5.3/Ha/day) |

Given the City’s permanent and dual role to ensure the enjoyment of the site by visitors *and* to protect its natural aspect, it is necessary to do all that is reasonably possible to reduce the risk of long-term harm to the Reserve. In recent years the site’s Access Strategy has mitigated these impacts as far as possible by concentrating visitor activity to the most robust parts of the site thereby providing an area elsewhere on the Beeches for people and wildlife to co-exist. This has been achieved by closing two miles of internal roads (once used as part of the public road network) and repositioning and improving facilities such as car parks, site café, toilets and information point near the Main Common. The PSPO zones (see map on page 6) to control where dogs may and may not be on a lead build on this extensive body of work and represent the last major element in the management of visitor activity in the current Management Plan.

The impact of ‘urban effects’ (housing development etc.) and potential links to the decline in quality of several habitats at Burnham Beeches also remains a concern with particular reference to dog fouling and the levels of phosphorous and nitrogen deposited on to otherwise nutrient poor soils. Other issues also have an impact when considered in combination with the aforementioned such as the background stress of climate change, increased drought, changes to air quality, disruptions to site hydrology, trampling and soil compaction. All of these factors give added relevance to having an effective visitor access strategy.

Section 5. Summary of consultations with the community to date.

Dog Control Order Survey 2013.

The purpose of the 2013 visitor survey was to inform the final delivery of DCO’s across the site and ensure that they were demonstrably proportionate to need.

Visitor Numbers Site Survey 2015/ 16

This survey indicated that:

- 551 400 visits to the Beeches take place each year.
- 150 000 dog visits to the Beeches occur each year (over 400 dog visits each day).
- 162 000 visits were made by children each year (as opposed to around 96 000 visits /year in 2010/11 pre DCO and car park charges).

- The vast majority of visitors, including dog walkers, arrive at the site in the dogs off lead area and have a choice as to whether they wish to stay there or proceed into the dogs on lead area.

Public Spaces Protection Orders Survey 2017

The purpose of the 2017 visitor survey was to inform the delivery of PSPOs across the site and ensure that visitors and the local community supported the need for such orders to deal with the problems caused by the activities of dogs and those in charge of them whilst achieving the aims set out in Section 2 of this document. See section 16 for details of survey results.

Section 6. Description of powers to be used.

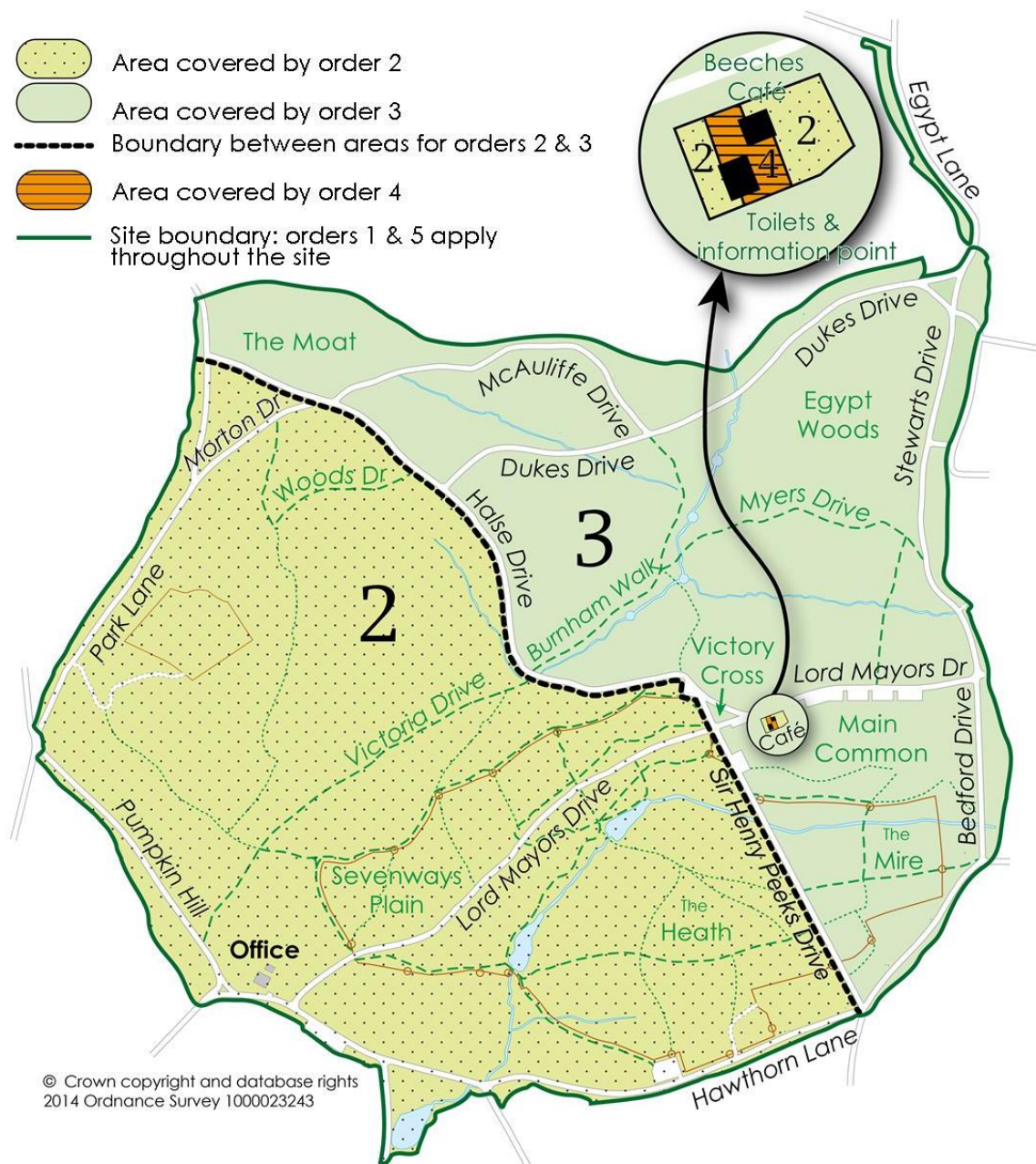
The Anti-social Behaviour, Crime and Policing Act, 2014 provides powers to tackle a range of antisocial-behavior issues including those relating specifically to dogs. The Public Spaces Protection Orders made by the City cover a wide range of common dog walking related issues and offer an offender the opportunity to avoid an appearance at magistrates' court by the acceptance of a Fixed Penalty Notice (FPN). Should that opportunity be declined by the offender (either at the time of the offence or by failure to pay the fixed penalty notice) then the matter will be taken to magistrates' court where a fine of up to £1000 is possible plus costs.

Section 7. Areas covered by the Public Spaces Protection Orders at Burnham Beeches.

- Order 1.** Failing to remove dog faeces. Applies to 100% of the site.
- Order 2.** Not keeping a dog on a lead (max length of lead 5m). Applies in the areas marked **2** on the map
- Order 3.** Not putting and keeping a dog on a lead when directed (told) to do so by an authorised officer. Applies in the area marked **3** on the map. Maximum lead length of 5m.
- Order 4.** Permitting a dog to enter land from which dogs are excluded. This applies in the area marked **4** on the map i.e. the immediate vicinity of Burnham Beeches café.
- Order 5.** Take more than the specified (allowed) number of dogs (which a person may take) onto land. The specified number of dogs is a maximum of 4 and applies to 100% of the site.

The areas where these apply are shown on **Map 1** (Burnham-Beeches-PSPO-Map) and are identical to those covered by the 2014 – 17 DCOs.

Map 1 (Burnham-Beeches-PSPO-Map)



Section 8. When the powers will be used.

The City of London intends that the Public Spaces Protection Orders described above will apply every day throughout the year. The Act allows the City of London to prosecute in the magistrates' court, those that are suspected of an offence against a Public Spaces Protection Order. The Act also gives the power to the City of London to authorise staff to issue fixed penalty notices (FPNs) to alleged offenders as an alternative to prosecution in the magistrates' court.

Section 9. Setting the levels of fixed penalty and payment options.

The City of London may specify the amount of a Fixed Penalty for orders it has made. It may also decide to provide a discount for early payment. This Dog Management Strategy defines those amounts as follows:

1. The amount for each offence will be £80.
2. The amount payable shall be reduced to £50 in each instance if paid within 10 days of the offence.

Section 10. Ensuring equality.

When considering where the PSPOs will apply, and the form they will take, the City of London will ensure powers are used in a fair, even handed and consistent manner. It will use, as a minimum standard, the guidance provided by DEFRA. (**Appendix 1: DEFRA - Dealing with irresponsible dog ownership - Practitioner's manual**)

Information

The City will continue to inform visitors of the importance and legal status/requirements of the site in terms of recreation and nature conservation and the need to improve and then maintain the balance between all visitor activity and wildlife. The City will actively promote the existence of the PSPOs, the behaviours it covers and areas it applies to. It will also continue to provide a Burnham Beeches Dog Control Fact Sheet to provide a clear definition of the expected standards of behavior when walking dogs on the nature reserve. (**Appendix 2: PSPO-fact-sheet**)

Alternative Provision

DEFRA guidance states that where restrictions are in place, authorities should look to provide other suitable dog walking areas in the locality. The City provides 220 acres at Burnham Beeches and a further 200 acres at Stoke Common where dogs can be walked off-lead; this provision meets DEFRA guidance and also animal welfare requirements.

Staff and training

The staff of Burnham Beeches are professional, highly trained individuals with a high degree of experience in dealing with members of the public and the challenges that occur when promoting difficult messages e.g. byelaw enforcement, Parking Charge Notices & Dog Control Orders. The City will continue to provide regular training of staff whose role it will be to enforce FPNs.

Enforcement Protocol

The site will also adopt and publish a standard enforcement protocol to ensure appropriate use of FPNs. (**Appendix 3: PSPOs-enforcement-protocol**)

Visitors with disabilities and Assistance Dogs

Dog owners who are registered disabled and those with assistance dogs trained by a prescribed charity* will, in appropriate circumstances, be exempted from the Public Spaces Protection Orders for Burnham Beeches. There are exceptions - a FPN may still be issued if the disability does not preclude the person from abiding by a PSPO (e.g. being deaf would not prevent an owner from clearing up after their dog has fouled). **Each of the following is a prescribed charity - Dogs for the Disabled (registered charity number 700454), Support Dogs (registered charity number 1088281, Canine Partners for Independence (registered charity number 803680).*

Juveniles

The City of London will also have due regard to its obligations when the offence is committed by a juvenile i.e. under the age of 17.

Site signage

DEFRA guidance states that *'it is good practice for signs to be erected on the perimeter explaining the restrictions or requirements that are in place and the area to which they apply. Where a PSPO applies to dog fouling signs warning the public that it is an offence not to clear up and properly dispose of dog faeces should be placed at regular intervals'*.

Appropriate information will be permanently presented to the public at all gated site entrances. Due to the nature of the site, signage will also be erected at appropriate intervals where practicable. Signage locations at Burnham Beeches for the previous Dog Control Orders (2014-17) satisfies this guidance and was updated to reflect the change to PSPOs on 20th October 2017.

Other methods of presenting PSPOs information to the public

The Public Spaces Protection Orders and other relevant information such as this Dog Management Strategy, the site's Enforcement Protocol and PSPO map will be made available to all site users via the Burnham Beeches web site and by other local means such as site fact sheets, newsletter and public notice boards. The site's Ranger Service will raise awareness of the PSPOs as part of their normal duties.

Section 11. Monitoring the effectiveness of Public Spaces Protection Orders.

To ensure the effectiveness of the PSPOs it will be necessary to identify and monitor suitable indicators. This may include:

1. The number of FPN's/formal warnings issued each year.
2. The degree of compliance (payment).
3. The number of dog related incidents each year that do not receive FPN's.
4. The number of dog related complaints each year.
5. The number of dogs being brought to the site.
6. The number of cases that reach magistrates' court each year.

Section 12. Enforcing through the magistrates' court.

There are several reasons why offences under the Public Spaces Protection Orders may be taken to magistrates' court. These include:

1. The incident is deemed to be of a serious enough nature (including first offences) that the City of London may choose not to issue an FPN but take the matter straight to magistrates' court.
2. An individual refuses to give their personal details (name, address etc.) to an authorised officer thereby preventing the issuing of an FPN.
3. An individual refuses to pay an FPN or otherwise elects to challenge the PSPO offence for which the FPN was issued.
4. Repeat breaches of a Public Spaces Protection Order by an individual.
5. An individual refuses to accept an FPN and/or disputes the offence.

Under such circumstances the City Solicitor will provide guidance and expert advice to the Superintendent and Ranger Service to ensure the proper presentation of evidence at magistrates' court (attending as required).

Section 13. Use of receipts.

The City of London intends to use any income (receipts) generated by the enforcement of the Public Spaces Protection Orders to support the overall cost of dog management at Burnham Beeches.

Section 14. Reporting

The City of London will maintain and make available records concerning the administration of the PSPO including:

- The number of FPNs issued
- The number of FPNs pursued through the courts and the costs awarded.
- Receipts and their use

This information will also be made available via public reports to the Epping Forest and Commons Committee and the Burnham Beeches Consultation Group, and may also be publicised on site.

Section 15. The review process.

Members of the Epping Forest and Commons Committee will be provided with a summary report on the effectiveness of the PSPOs in January 2020.

Section 16. Who has been consulted on these proposals

(See also section 5 for other consultation details).

Consultation Phase 1 - face to face survey of site users (April 2017).

This survey assessed the views of a representative sample of all visitor types who use the site, including dog walkers.

This element of the consultation exercise formed the first part of the City's commitment to meeting the statutory requirements in section 72 of the Anti-social Behaviour, Crime and Policing Act 2014 i.e. 'to carry out the necessary consultation, publicity, and notification prior to making a decision to extend a PSPO'. The survey collected information concerning visitors' views of the site, the type and duration of their activities and provided an opportunity for visitors to either agree or disagree with the existing DCOs and the proposal to extend them as PSPOs until 2020.

The full results of this survey are contained in **Appendix 4** but findings are summarised in table 1 and Charts 1 & 2 below and show that there was good to very high public support for the continuation of all 5 DCOs as PSPOs until November 30th 2020.

Table 1 & Chart 1 – response on whether to extend the duration of the existing DCOs as PSPOs

Table 1

| Proposal to extend duration of <u>existing</u> powers relating to.... | Agree | No Strong opinion/Don't know/No answer | Disagree | Total |
|---|-----------|--|-----------|------------|
| Dogs fouling | 352 (95%) | 9 (2%) | 8 (2%) | 369 (100%) |
| Dogs on leads | 212 (57%) | 38 (10%) | 119 (32%) | 369 (100%) |
| Dogs on leads by direction | 336 (91%) | 17 (5%) | 16 (4%) | 369 (100%) |
| Dog exclusion area | 295 (80%) | 40 (11%) | 34 (9%) | 369 (100%) |
| Maximum number of dogs | 337 (91%) | 23 (6%) | 9 (2%) | 369 (100%) |

Chart 1

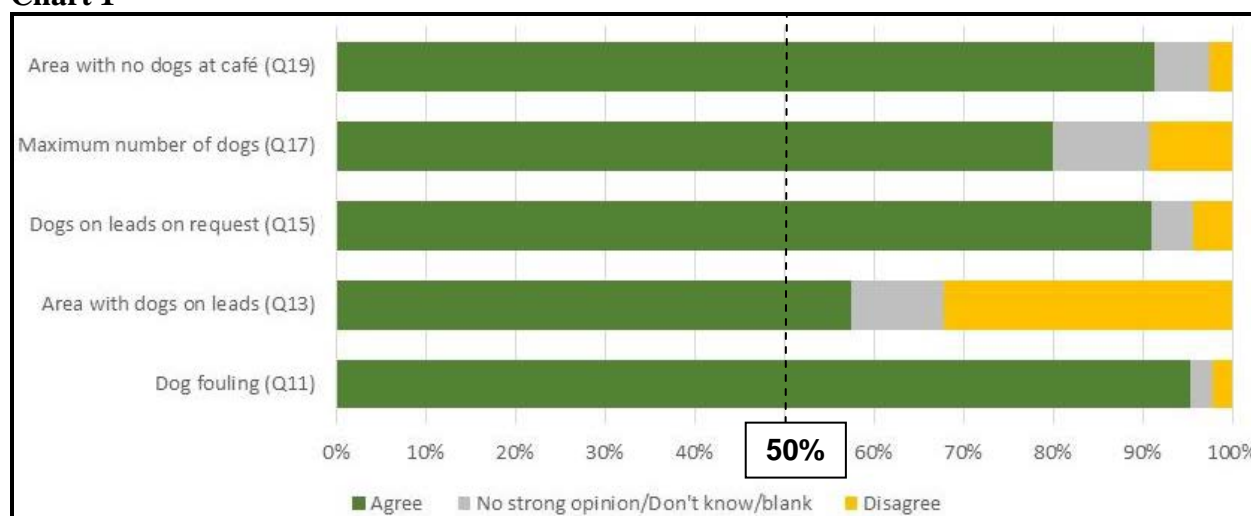
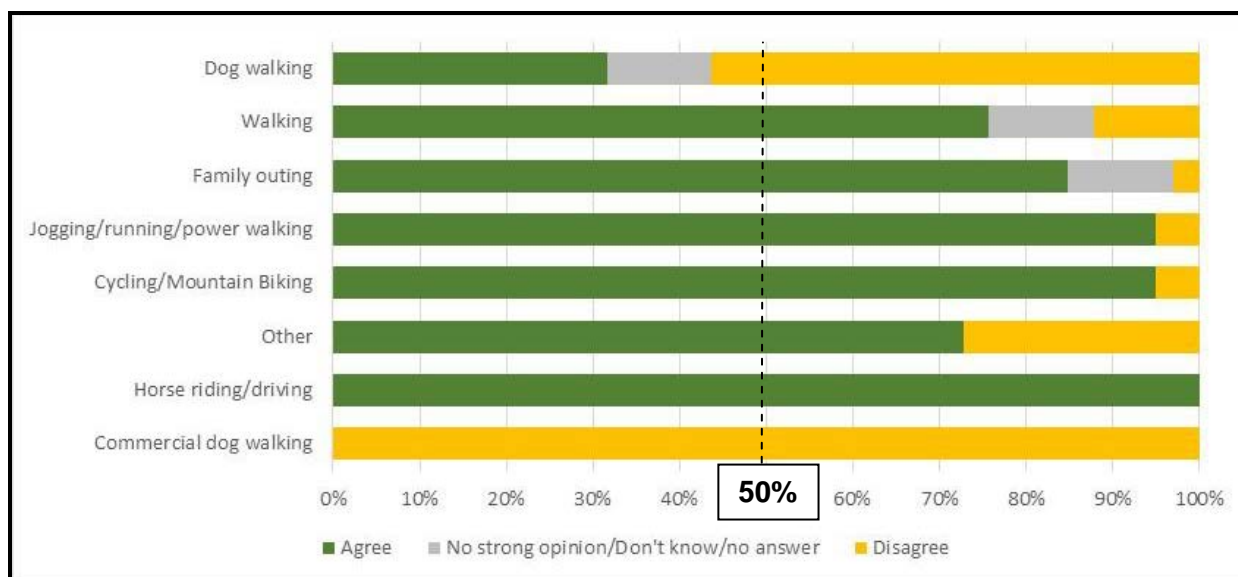


Chart 2 shows that 81% of non-dog walkers agreed that the existing 'dogs on leads at all times' area should be maintained for a further 3 years as did 32% of dog walkers. This data defines the gulf in opinion between non dog walkers, who form the vast majority of site visitors, and those of some dog walkers, who form the minority of site visitors.

Chart 2 – Dogs on leads at all times area – outcome - by user group



Consultation Phase 2 – public notices, statutory and non-statutory consultees.

This element of the consultation exercise formed the second part of the City’s commitment to the statutory requirements in section 72 of the Anti-social Behaviour, Crime and Policing Act 2014 i.e. ‘to carry out the necessary consultation, publicity, and notification prior to extending a PSPO’. During this phase a wide variety of statutory and non-statutory organisations were consulted and this also included a further opportunity for public comment.

The Phase 2 consultation followed and exceeded the statutory requirements and the guidance provided by DEFRA. It commenced on 1st May 2017 and ended at midnight on 15th June 2017. Public notices were published in the local press, local sign boards, and local village notice boards and on the Burnham Beeches website.

60 individual organisations and their representatives were proactively approached for their views. Those consulted were either legally required to be consulted or were generally recognised as using the site and it was therefore considered appropriate to include them in the consultation. There was 100 percent support from all statutory consultees and the large majority of non-statutory consultees that responded.

The following organisations supported the proposals to convert and extend the existing DCOs as PSPOs.

- i. South Bucks District Council - **Statutory**
- ii. The Chief Constable – Thames Valley Police – **Statutory**
- iii. The Police and Crime Commissioner – **Statutory**
- iv. The National Trust – A neighbouring open space that manages a visiting audience that is at least in part shared with Burnham Beeches.
- v. The Dogs Trust - who provided clear guidance as to their opinion of the best use of PSPOs and had previously supported the introduction of DCOs.
- vi. Farnhams Parish Council

The following organisation did not support the conversion and extension of the existing DCOs as PSPOs:

- i. The Kennel Club (KC) acknowledges that the DCOs have been effective since their introduction but continues to be of the opinion that the Dogs on Leads by Direction Order is sufficient to maintain the reduction in dog related issues across the entire site. The KC also submits that the use of the Dogs on Leads Order is overly restrictive and cannot be justified within the PSPO framework.

The Open Spaces Society (OSS) put the matter to their membership. No Society members responded so the response from the OSS was ‘no comment to make’ on the proposals.

Phase 2 responses were also received from 34 members of the public. Twenty four respondents were against some or all of the proposed PSPOs; of those 24, 83% were dog walkers and 71% had previously signed an iPetition (see below). Ten respondents gave their support for the proposals and provided a range of reasons for their views; of those 10, 30% were dog walkers and none had signed the iPetition. The unusually high proportion of dog walkers responding to Phase 2 shows the importance of gaining a balanced view via random sampling as adopted by the Phase 1 site survey, to ensure that information was available from a wide range of site users.

iPetition.

An iPetition proposing an alternative PSPO set up was organised by a local dog walker. The petitioner presented supporting evidence at the meeting of the Burnham Beeches Consultation Group in January 2017 and subsequently met with the Chairman and the Director of Open Spaces and Heritage. At the time of the decision to extend PSPO in July 2017, the iPetition had accumulated 340 supporters since going live on March 8th. Many also responded to the Phase 2 consultation and had provided the large majority of comments received from individuals. The iPetition was included with all other consultation responses in the report to the City's Epping Forest and Common Committee (EFCC) meeting 3rd July 2017.

Section 17. Conclusion.

Public Spaces Protection Orders are a tool the City of London will use to help ensure the enjoyment of Burnham Beeches by visitors and to protect its natural aspect. Correctly delivered and as part of the wider visitor access strategy, the use of PSPOs will help to minimise the occurrence of nuisance/antisocial dog related incidents, improve the visitor experience and reduce any negative impacts of the high volume of dog visits.

In deciding whether to extend PSPOs at Burnham Beeches the Epping Forest and Commons Committee (EFCC) members carefully considered all of the representations received during the consultation process. The decision to extend the effect of the existing DCOs at Burnham Beeches as PSPOs until 30th November 2020 was made at the EFCC meeting on 3rd July 2017.

Appendix 1 : DEFRA Dealing with irresponsible dog ownership Practitioner's manual October 2014

Appendix 2 : PSPO - Fact-sheet

Appendix 3 : PSPO-enforcement-protocol.

Appendix 4 : Burnham-Beeches-PSPO/-consultation-results

Please use the following link for further information:

<http://www.cityoflondon.gov.uk/things-to-do/green-spaces/burnham-beeches-and-stoke-common/visitor-information/Pages/>

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Burnham Beeches

Enforcement Protocol for Public Spaces Protection Orders

("PSPOs")

The purpose of this protocol is to establish and promote a standardised approach to PSPO enforcement at Burnham Beeches including the procedure to be followed by those with powers to issue fixed penalties, with guidance as to the circumstances in which they should be issued.

All officers will ensure they defer to this protocol when making enforcement decisions. Application of this protocol should be in conjunction with the Dog Management Strategy (DMS) for Burnham Beeches.

In carrying out any enforcement activity the City of London will abide by, and be informed by, the principles of:

- **Enforcement** - based around firm and fair regulation
- **Proportionality** - degree of the risk of harm caused (precautionary principal)
- **Consistency** - a similar approach in similar cases to achieve similar outcomes within which a degree of discretion is available
- **Transparency** - helping people to comprehend what is required of them to include details of any rights of appeal
- **Targeting** - directing regulatory effort effectively using a risk based approach

Under section 75 of the Anti-social Behaviour, Crime and Policing Act 2014 (ABCPA) the pre-existing Dog Control Orders at Burnham Beeches have effect as if they were PSPOs from 20th October 2017. The City of London has resolved to extend their effect for a further three years from 1st December 2017. It is an offence under section 67 of the ABCPA not to abide by the requirements of the PSPOs. At Burnham Beeches each of the PSPOs shown below can be enforced by constables and authorised officers – i.e. trained and authorised City Of London Staff (in this case site Rangers) - and Police Community Support Officers accredited under Police Reform Act 2002. **The maximum fine on conviction of any breach of the PSPOs in the Magistrates' Court is level three on the standard scale (currently up to £1000) per offence.**

Description of offences under the PSPOs for Burnham Beeches are:

- **Order 1** - Failure to remove dog faeces from anywhere at Burnham Beeches.
- **Order 2** - Not keeping a dog on lead (max length 5m) in specified areas.

- **Order 3** - Not putting, and keeping, a dog on a lead (max length 5m) when directed to do so by an authorised officer of the City of London (Ranger) in a specified area.
- **Order 4** - Permitting a dog to enter land from which dogs are excluded. Small specified area around the café.
- **Order 5** - Taking more than four dogs onto land. Applies anywhere on Burnham Beeches.

Under sec. 68 of the ABCPA Fixed penalty notices (referred to as FPNs) can be issued by authorised officers, site Rangers, at Burnham Beeches in relation to the offences listed above. These notices provide a quick, visible and effective way of dealing with the offence under ABCPA and an alternative to prosecution.

A fixed penalty is not a fine. Payment of the penalty by the recipients discharges their liability to prosecution for the offence for which the FPN was issued. It does not constitute an admission of guilt, but removes the possibility of the creation of a criminal conviction.

When the powers will be used?

The Anti-social Behaviour, Crime and Policing Act (ABCPA) 2014 empowers the City of London to prosecute in the Magistrates' court, those that are suspected of an offence against a Public Space Protection Order. As an alternative to prosecution in the Magistrates' Court, the Act gives the power to the City of London to authorise staff to issue fixed penalty notices (FPN's) to alleged offenders as an alternative to prosecution. The collection of FPN payments will be undertaken by District Enforcement Limited on behalf of the City of London. All prosecutions in the Magistrates' Court will be undertaken by the City of London's own Solicitors.

When do the powers apply?

The Public Space Protection Order at Burnham Beeches applies throughout the year, 24 hours a day.

Levels of fixed penalty and payment options

The City of London has set the amount of a Fixed Penalty for each offence against the order it has made at £80. The amount payable shall be reduced to £50 in each instance if paid within ten days of the date of issue of the FPN.

Guidance on enforcing all five of the PSPOs at Burnham Beeches including for issuing an FPN

The City of London will not immediately seek to prosecute/issue a FPN for any PSPO offence witnessed by authorised enforcement officers i.e. it will not adopt a zero tolerance approach to enforcing the PSPOs at Burnham Beeches all breaches will be considered on their individual merits. Anyone

seen contravening any PSPO at Burnham Beeches will be approached and, where reasonably practicable, given the opportunity to put the matter right unless: the infringement is so serious that formal enforcement is merited, or the individual has persistently infringed the PSPO in the past, or the matter simply cannot be put right (e.g. offender has no bag to clear up when a dog fouls, or they have received a formal warning before, or are very regular visitors and clearly aware of the PSPOs).

1: Offence - a person in charge of a dog is seen to fail to remove faeces anywhere on Burnham Beeches.

Exceptions – a person will not be guilty of an offence if that person:

- Is registered as a blind person in a register compiled under section 29 of the National Assistance Act 1948 or
- Has a disability which affects his mobility, manual dexterity, physical co-ordination or ability to lift, carry or otherwise move everyday objects, **in respect of a dog trained by a prescribed charity* and upon which he relies for assistance, or**
- Has a reasonable excuse for failing to clear up – all breaches will be considered on their individual merits, if in any doubt as to validity of any reasonable excuse officers will issue an FPN and advise recipients of the appeal process if they feel they may have a reasonable excuse, or
- Has permission of the City of London, as landowner, in writing from the Superintendent of The Commons, not to clear up the dog faeces.

Examples of things that are not considered to constitute a “reasonable excuse”:

- Unaware dog had fouled
- Having no means to clear up the foul (i.e. no bag)
- Being unaware the PSPO is in place
- Not being the owner of the dog but simply walking it on behalf of another person

2: Offence - A person in charge of a dog allows it to be off lead in the dogs on lead areas or on a lead longer than 5m in length.

Exceptions – a person is not guilty of an offence if that person:

- has a reasonable excuse for not having the dog on a lead – if in any doubt as to validity of any reasonable excuse, officers will issue an FPN and advise recipients of the appeal process if they feel they have a reasonable excuse, or

- has permission of City of London, as land owner, in writing from the Superintendent of The Commons, not to have a dog on a lead.

Examples of things that are not considered to constitute a “reasonable excuse”:

- Not having a lead with them to put the dog on
- Being unaware the PSPO is in place
- Not being the owner of the dog but simply walking it on behalf of another person

3: Offence - a person in charge of a dog does not comply with a direction given to him by a Ranger to put his dog on a lead of not more than 5m in length if reasonably necessary to prevent nuisance or behaviour by the dog to cause annoyance or disturbance to any other person or the worrying or disturbance of any animal or bird.

In effect we will ask for dogs to be put on a lead if they are not under effective control as defined by the current dog code – i.e. when off a lead a dog must be in the owner's sight at all times, return when called and not be allowed to disturb/chase/worry any other visitors, wildlife or livestock.

Exceptions – a person is not guilty of an offence if that person:

- has a reasonable excuse for not having the dog on a lead – if in any doubt as to validity of any reasonable excuse, officers will issue an FPN and advise recipients of the appeal process if they feel they have a reasonable excuse, or
- has permission of City of London, as landowner, in writing from the Superintendent of The Commons, not to have a dog on a lead.

Examples of things that are not considered to constitute a “reasonable excuse”:

- Not having a lead with them to put the dog on
- Being unaware the PSPO is in place
- Not being the owner of the dog but simply walking it for another person

4: Offence - a dog is taken into the small dog exclusion zone at the café (i.e. the area where dogs are excluded).

Exceptions – a person is not guilty of an offence if that person:

- is registered as a blind person in a register compiled under section 29 of the National Assistance Act 1948; or
- is deaf, in respect of a dog trained by Hearing Dogs for Deaf People (registered charity number 293358) and upon which he relies for assistance; or

- has a disability which affects their mobility, manual dexterity, physical co-ordination or ability to lift, carry or otherwise move everyday objects, **in respect of a dog trained by a prescribed charity* and upon which he relies for assistance, or**
- has a reasonable excuse for bringing the dog into the exclusion zone – if in any doubt as to validity of any reasonable excuse, officers will issue an FPN and advise recipients of the appeal process if they feel they have a reasonable excuse, or
- has permission of City of London, as land owner, in writing from the Superintendent of The Commons, to bring the dog into the exclusion zone.

Examples of things that are not considered to constitute a “reasonable excuse”:

- Unaware that dogs are not allowed in this area – (the only way into this area is through gates which have all signs on them).
- Being unaware the PSPO is in place
- Having no lead to tie it up outside
- Only popping in for a coffee/food etc.
- Not being the owner of the dog but simply walking it for another person

5: Offence - an individual is walking five or more dogs anywhere at Burnham Beeches.

Exceptions – a person is not guilty of an offence if that person:

- has a reasonable excuse for walking five or more dogs – if in any doubt as to validity of any reasonable excuse, officers will issue an FPN and advise recipients of the appeal process if they feel they have a reasonable excuse, or
- has permission of City of London, as land owner, in writing from the Superintendent of The Commons, to walk five or more dogs at Burnham Beeches.

Examples of things that are not considered to constitute a “reasonable excuse”:

- Not being aware the PSPO is in place
- Not being the owner of the dogs but simply walking them on behalf of another person

Visitors with disabilities and Assistance Dogs

** In relation to the PSPOs at Burnham Beeches each of the following is a prescribed charity - Dogs for the Disabled (registered charity number 700454), Support Dogs (registered charity number 1088281, Canine Partners for Independence (registered charity number 803680)*

In addition to the prescribed charity provision above, Rangers will not normally seek to take formal action against anyone who has a disability which prevents that individual from being able to physically comply with the requirements of a PSPO. All breaches of PSPO will be considered on their individual merits and advice on how to comply, will be given where appropriate.

Working dogs

Working dogs may be exempt from a PSPO but this will only apply to those such as Police dogs & Search and Rescue dogs actively working on site. The exemption does not apply to dogs that may be of a working breed or classified as working when away from Burnham Beeches, for example a Sheepdog, gundog (retriever pointer etc.) at any time, or Police and search and rescue dogs when such dogs are simply being exercised at the site.

How will the powers will be used?

The City will not operate a zero tolerance to PSPO infringement at Burnham Beeches, all breaches will be considered on their individual merits. Where a visitor is clearly unfamiliar with the site and complies with a Ranger's request to carry out an action, pick up/remove faeces, put dog on lead etc. no further action will be taken.

If a request for an individual to comply with the PSPO is recorded two times, or they are known to be a regular visitor, and as such very familiar with the PSPOs requirements, they will be subject to more formal action i.e. receive a formal written warning or FPN where they can't put matters right. Should they commit an offence in the future they will no longer be given the opportunity to put matters right and an FPN will be issued or the /matter prosecuted if an FPN is not accepted or the matter is so serious so as to merit prosecution.

Rangers will record details of all instances where someone is approached and asked to comply with the PSPOs.

Where a visitor refuses or is unable to comply with any request to abide by any PSPO, an FPN will normally be issued or evidence recorded for formal warning/prosecution where an FPN is not an appropriate way forward.

Where a Ranger deals with an incident where an FPN would normally be issued but where they don't have an FPN with them at the time, they will collect all evidence/information they would need to issue an FPN and then issue by post.

An FPN will not be an appropriate way forward where the matter is so serious so as to merit prosecution and/or where the offender has been issued a number of FPNs previously.

The City of London will also have due regard to its obligations when the offence is committed by a juvenile i.e. under the age of 17.

'Appeals' Process

Though not a statutory requirement, the enforcement procedures for the PSPO at Burnham Beeches will include a process to allow the opportunity for anyone issued an FPN, who believes that they meet one of the exceptions, to make representations as to why they should not have been issued an FPN.

Should anyone wish to 'appeal' against the issuing of an FPN they must make representations in writing or by email within 14 days of issue to PSPO appeals, PO Box 3487, Stafford, ST16 9PR or appeals@district-enforcement.co.uk.

Appeals will be granted where there is evidence of an exemption applicable to the offence committed. Appeals based on a 'reasonable excuse' will be dealt with on a case by case basis but will not include:

- Not knowing the PSPO is in place was in force
- Not my dog
- Was going to come back to remove faeces
- Didn't have any bags
- Didn't have a lead with me

Appeals will also be allowed where appellant has permission of the City Of London, in writing from the Superintendent of The Commons.

Where any appeal is refused the appellant will be notified, and of the reasons for refusal, in writing/or by email and given a further 14 days to pay the FPN from the date of refusal and including being able to pay the reduced rate within 10 days. The appellant will also be notified in writing/by email where an appeal is upheld. All adjudications will be made and notified within 28 days of receipt.

The decision to allow or refuse an appeal will ultimately be determined by the Superintendent of The Commons.

What is a serious incident?

There could be many examples, but generally it is where as a result of not abiding by a PSPO, there has been a more serious incident that would otherwise have been avoided by the dog walker complying with the PSPO. For example; in an area where dogs must be kept on a lead by failing to keep their dog on lead an owner allows their dog to attack another dog/wildlife /livestock or even another visitor. In such a case it would not be

appropriate to issue an FPN but to deal with all such matters by prosecution – and gather evidence accordingly.

Collection of personal Data

Burnham Beeches – Public Space Protection Order Retention Policy

Name address and Additional details will be requested by the authorised officer when issuing an FPN. Under the Burnham Beeches byelaws a person can be guilty of obstructing an officer by failing to provide their name and address.

The enforcement of Public Space Protection Orders at Burnham Beeches requires authorised officers to collect and process personal information about identified individuals found to be in breach of these orders.

In accordance with the principles of The General Data Protection Regulations, in particular their right to the protection of personal data, this information will only be retained as long as necessary in relation to the enforcement of Public Space Protection Orders.

Active Review

This document will be reviewed and updated every six months – to reflect as required any further site specific guidance required as enforcement action is carried out at Burnham Beeches.

The Anti-social Behaviour, Crime and Policing Act 2014

The Dogs (Specified Maximum) (Burnham Beeches) Order 2017

The Common Council of the City of London hereby makes the following Public Spaces Protection Order:

- 1 This Order comes into force on 1 December 2017. It supersedes and extends the effect of The Dogs (Specified Maximum) (Burnham Beeches) Order 2014 for a further three years.
- 2 This Order applies to the land specified in the Schedule.
- 3 On land to which this Order applies, the maximum number of dogs which a person may take onto that land is four.

Offence

- 4 (1) A person in charge of more than one dog shall be guilty of an offence if, at any time, he takes onto any land in respect of which this Order applies more than the maximum number of dogs specified in article 3 of this Order, unless—
 - (a) he has a reasonable excuse for doing so; or
 - (b) the owner, occupier or other person or authority having control of the land has consented (generally or specifically) to his doing so.
- (2) For the purposes of this article a person who habitually has a dog in his possession shall be taken to be in charge of the dog at any time unless at that time some other person is in charge of the dog.

Penalty

- 5 A person who is guilty of an offence under article 4 shall be liable on summary conviction to a fine not exceeding level 3 on the standard scale.

24 November 2017

THE COMMON SEAL of THE MAYOR AND
COMMONALTY AND CITIZENS OF THE CITY
OF LONDON was hereunto affixed in the presence of:-

D Cluett
Assistant City Solicitor



SCHEDULE

This Order applies to the whole of Burnham Beeches.

References to Burnham Beeches are to that area of land known as Burnham Beeches in the Parishes of Farnham Royal and Burnham owned by the Mayor and Commonalty and Citizens of the City of London which is open to the air (including land that is covered but open to the air on at least one side) and to which the public are entitled or permitted to have access with or without payment and including all roads, highways and other rights of way over that land.

The Anti-social Behaviour, Crime and Policing Act 2014

The Dogs Exclusion (Burnham Beeches) Order 2017

The Common Council of the City of London hereby makes the following Public Spaces Protection Order:

- 1 This Order comes into force on 1 December 2017. It supersedes and extends the effect of The Dogs Exclusion (Burnham Beeches) Order 2014 for a further three years.
- 2 This Order applies to the land specified in the Schedule.

Offence

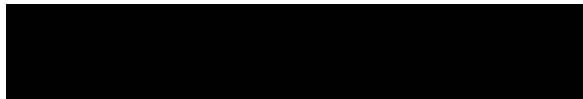
- 3 (1) A person in charge of a dog shall be guilty of an offence if, at any time, he takes the dog onto, or permits the dog to enter or to remain on, any land to which this Order applies unless--
 - (a) he has a reasonable excuse for doing so; or
 - (b) the owner, occupier or other person or authority having control of the land has consented (generally or specifically) to his doing so.
- (2) Nothing in this article applies to a person who--
 - (a) is registered as a blind person in a register compiled under section 29 of the National Assistance Act 1948; or
 - (b) is deaf, in respect of a dog trained by Hearing Dogs for Deaf People (registered charity number 293358) and upon which he relies for assistance; or
 - (c) has a disability which affects his mobility, manual dexterity, physical co-ordination or ability to lift, carry or otherwise move everyday objects, in respect of a dog trained by a prescribed charity and upon which he relies for assistance.
- (3) For the purposes of this article--
 - (a) a person who habitually has a dog in his possession shall be taken to be in charge of the dog at any time unless at that time some other person is in charge of the dog; and
 - (b) each of the following is a "prescribed charity"--
 - (i) Dogs for the Disabled (registered charity number 700454);
 - (ii) Support Dogs (registered charity number 1088281);
 - (iii) Canine Partners for Independence (registered charity number 803680).

Penalty

- 4 A person who is guilty of an offence under article 3 shall be liable on summary conviction to a fine not exceeding level 3 on the standard scale.

24 November 2017

THE COMMON SEAL of THE MAYOR AND
COMMONALTY AND CITIZENS OF THE CITY
OF LONDON was hereunto affixed in the presence of:-



D Cluett
Assistant City Solicitor



SCHEDULE

This Order applies to the café enclosure of approximately 245 square metres at Burnham Beeches.

References to Burnham Beeches are to that area of land known as Burnham Beeches in the Parishes of Farnham Royal and Burnham owned by the Mayor and Commonalty and Citizens of the City of London which is open to the air (including land that is covered but open to the air on at least one side) and to which the public are entitled or permitted to have access with or without payment.

The Anti-social Behaviour, Crime and Policing Act 2014

The Dogs on Leads (Burnham Beeches) Order 2017

The Common Council of the City of London hereby makes the following Public Spaces Protection Order:

- 1 This Order comes into force on 1 December 2017. It supersedes and extends the effect of The Dogs on Leads (Burnham Beeches) Order 2014 for a further three years.
- 2 This Order applies to the land specified in the Schedule.

Offence

- 3 (1) A person in charge of a dog shall be guilty of an offence if, at any time, on any land to which this Order applies he does not keep the dog on a lead of not more than five metres in length, unless--
 - (a) he has a reasonable excuse for failing to do so; or
 - (b) the owner, occupier or other person or authority having control of the land has consented (generally or specifically) to his failing to do so.
- (2) For the purposes of this article a person who habitually has a dog in his possession shall be taken to be in charge of the dog at any time unless at that time some other person is in charge of the dog.

Penalty

- 4 A person who is guilty of an offence under article 3 shall be liable on summary conviction to a fine not exceeding level 3 on the standard scale.

24 November 2017

THE COMMON SEAL of THE MAYOR AND
COMMONALTY AND CITIZENS OF THE CITY
OF LONDON was hereunto affixed in the presence of:-



D Cluett
Assistant City Solicitor



SCHEDULE

This Order applies to that part of Burnham Beeches to the west of Sir Henry Peeks Drive and Halse Drive and to the two enclosed areas of approximately 319 square metres and 221 square metres adjoining the café enclosure at Burnham Beeches.

References to Burnham Beeches are to that area of land known as Burnham Beeches in the Parishes of Farnham Royal and Burnham owned by the Mayor and Commonalty and Citizens of the City of London which is open to the air (including land that is covered but open to the air on at least one side) and to which the public are entitled or permitted to have access with or without payment and including all roads, highways and other rights of way over that land.

The Anti-social Behaviour, Crime and Policing Act 2014

The Dogs on Leads by Direction (Burnham Beeches) Order 2017

The Common Council of the City of London (in this Order called "the Authority") hereby makes the following Public Spaces Protection Order:

- 1 This Order comes into force on 1 December 2017. It supersedes and extends the effect of The Dogs on Leads by Direction (Burnham Beeches) Order 2014 for a further three years.
- 2 This Order applies to the land specified in the Schedule.
- 3 In this Order "an authorised officer of the Authority" means an employee of the Authority who is authorised in writing by the Authority for the purpose of giving directions under this Order.

Offence

- 4 (1) A person in charge of a dog shall be guilty of an offence if, at any time, on any land to which this Order applies, he does not comply with a direction given him by an authorised officer of the Authority to put and keep the dog on a lead of not more than five metres in length, unless--
 - (a) he has a reasonable excuse for failing to do so; or
 - (b) the owner, occupier or other person or authority having control of the land has consented (generally or specifically) to his failing to do so.
- (2) For the purposes of this article--
 - (a) a person who habitually has a dog in his possession shall be taken to be in charge of the dog at any time unless at that time some other person is in charge of the dog;
 - (b) an authorised officer of the Authority may only give a direction under this Order to put and keep a dog on a lead if such restraint is reasonably necessary to prevent a nuisance or behaviour by the dog likely to cause annoyance or disturbance to any other person on any land to which this Order applies or the worrying or disturbance of any animal or bird.

Penalty

- 5 A person who is guilty of an offence under article 4 shall be liable on summary conviction to a fine not exceeding level 3 on the standard scale.

24 November 2017

THE COMMON SEAL of THE MAYOR AND
COMMONALTY AND CITIZENS OF THE CITY
OF LONDON was hereunto affixed in the presence of:-

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D Cluett
Assistant City Solicitor



SCHEDULE

This Order applies to that part of Burnham Beeches to the east of and including Sir Henry Peeks Drive and Halse Drive but excluding those enclosed areas to which The Dogs on Leads (Burnham Beeches) Order 2017 and The Dogs Exclusion (Burnham Beeches) Order 2017 apply.

References to Burnham Beeches are to that area of land known as Burnham Beeches in the Parishes of Farnham Royal and Burnham owned by the Mayor and Commonalty and Citizens of the City of London which is open to the air (including land that is covered but open to the air on at least one side) and to which the public are entitled or permitted to have access with or without payment and including all roads, highways and other rights of way over that land.

The Anti-social Behaviour, Crime and Policing Act 2014

The Fouling of Land by Dogs (Burnham Beeches) Order 2017

The Common Council of the City of London hereby makes the following Public Spaces Protection Order:

1 This Order comes into force on 1 December 2017. It supersedes and extends the effect of The Fouling of Land by Dogs (Burnham Beeches) Order 2014 for a further three years.

2 This Order applies to the land specified in the Schedule.

Offence

3 (1) If a dog defecates at any time on land to which this Order applies and a person who is in charge of the dog at that time fails to remove the faeces from the land forthwith, that person shall be guilty of an offence unless--

- (a) he has a reasonable excuse for failing to do so; or
- (b) the owner, occupier or other person or authority having control of the land has consented (generally or specifically) to his failing to do so.

(2) Nothing in this article applies to a person who--

- (a) is registered as a blind person in a register compiled under section 29 of the National Assistance Act 1948; or
- (b) has a disability which affects his mobility, manual dexterity, physical co-ordination or ability to lift, carry or otherwise move everyday objects, in respect of a dog trained by a prescribed charity and upon which he relies for assistance.

(3) For the purposes of this article--

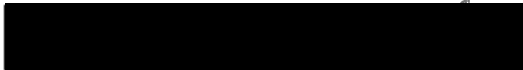
- (a) a person who habitually has a dog in his possession shall be taken to be in charge of the dog at any time unless at that time some other person is in charge of the dog;
- (b) placing the faeces in a receptacle on the land which is provided for the purpose, or for the disposal of waste, shall be a sufficient removal from the land;
- (c) being unaware of the defecation (whether by reason of not being in the vicinity or otherwise), or not having a device for or other suitable means of removing the faeces shall not be a reasonable excuse for failing to remove the faeces;
- (d) each of the following is a "prescribed charity"--
 - (i) Dogs for the Disabled (registered charity number 700454);
 - (ii) Support Dogs (registered charity number 1088281);
 - (iii) Canine Partners for Independence (registered charity number 803680).

Penalty

- 4 A person who is guilty of an offence under article 3 shall be liable on summary conviction to a fine not exceeding level 3 on the standard scale.

24 November 2017

THE COMMON SEAL of THE MAYOR AND
COMMONALTY AND CITIZENS OF THE CITY
OF LONDON was hereunto affixed in the presence of:-



D Cluett
Assistant City Solicitor



SCHEDULE

This Order applies to the whole of Burnham Beeches.

References to Burnham Beeches are to that area of land known as Burnham Beeches in the Parishes of Farnham Royal and Burnham owned by the Mayor and Commonalty and Citizens of the City of London which is open to the air (including land that is covered but open to the air on at least one side) and to which the public are entitled or permitted to have access with or without payment and including all roads, highways and other rights of way over that land.

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

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